

# Public Document Pack



**Service Director – Legal, Governance and  
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Monday 27 June 2022

## Notice of Meeting

Dear Member

### **Cabinet**

The **Cabinet** will meet in the **Council Chamber - Town Hall, Huddersfield** at **3.00 pm** on **Tuesday 5 July 2022**.

This meeting will be live webcast. To access the webcast please go to the Council's website at the time of the meeting and follow the instructions on the page.

The items which will be discussed are described in the agenda and there are reports attached which give more details.

A handwritten signature in black ink, appearing to read 'Julie Muscroft', on a light-colored background.

**Julie Muscroft**

**Service Director – Legal, Governance and Commissioning**

Kirklees Council advocates openness and transparency as part of its democratic processes. Anyone wishing to record (film or audio) the public parts of the meeting should inform the Chair/Clerk of their intentions prior to the meeting.

## **Cabinet Members:-**

<b>Member</b>	<b>Responsible For:</b>
Councillor Shabir Pandor	Leader of the Council
Councillor Paul Davies	Cabinet Member – Corporate
Councillor Eric Firth	Cabinet Member – Transport
Councillor Viv Kendrick	Cabinet Member - Children (Statutory responsibility for Children)
Councillor Musarrat Khan	Cabinet Member - Health and Social Care
Councillor Naheed Mather	Cabinet Member – Environment
Councillor Carole Pattison	Cabinet Member - Learning, Aspiration and Communities
Councillor Cathy Scott	Cabinet Member - Housing and Democracy (Deputy Leader)
Councillor Will Simpson	Cabinet Member – Culture and Greener Kirklees
Councillor Graham Turner	Cabinet Member – Regeneration

# Agenda

## Reports or Explanatory Notes Attached

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**Pages**

**1: Membership of Cabinet**

To receive apologies for absence from Cabinet Members who are unable to attend this meeting.

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**2: Minutes of Previous Meeting**

1 - 4

To approve the Minutes of the Meeting of Cabinet held on 14 June 2022.

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**3: Declarations of Interest**

5 - 6

Cabinet Members will be asked to advise if there are any items on the Agenda in which they have a Disclosable Pecuniary Interest, which would prevent them from participating in any discussion or participating in a vote upon the item, or any other interests.

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**4: Admission of the Public**

Most agenda items will be considered in public session, however, it shall be advised whether Cabinet will consider any matters in private, by virtue of the reports containing information which falls within a category of exempt information as contained at Schedule 12A of the Local Government Act 1972.

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**5: Deputations/Petitions**

The Cabinet will receive any petitions and hear any deputations from members of the public. A deputation is where up to five people can attend the meeting and make a presentation on some particular issue of concern. A member of the public can also hand in a petition at the meeting but that petition should relate to something on which the body has powers and responsibilities.

In accordance with Council Procedure Rule 10 (2), Members of the Public should provide at least 24 hours' notice of presenting a deputation.

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**6: Questions by Members of the Public**

In accordance with Council Procedure Rule 11(5), the period allowed for the asking and answering of public questions shall not exceed 15 minutes.

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**7: Questions by Elected Members (Oral Questions)**

Cabinet will receive any questions from Elected Members.

In accordance with Executive Procedure Rule 2.3 (2.3.1.6) a period of up to 30 minutes will be allocated.

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**8: Proposal by Queensgate Market Traders Association in respect of the Queensgate Market relocation** 7 - 14

To consider a proposal from Queensgate Market Traders Association in respect of their relocation from Queensgate Market.

Contact: Adele Poppleton, Culture and Visitor Economy

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**9: Registered Providers Clusters Programme - Update and Land Disposals** 15 - 28

To receive an update on the Registered Providers Cluster Programme and consider a proposed approach for the disposal of site.

Contact: Liz Jefferson, Housing Growth and Regeneration

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**10: Proposals for Additional Household Support in 2022/23** 29 - 36

To consider proposals to provide support for households in 2022/23 in accordance with funding and associated guidance issued by

Government.

Contact: Julian Hobson, Welfare and Exchequer Services

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**11: Holmfirth Town Centre Access Plan**

37 - 64

To consider the submission of a full business case to the West Yorkshire Combined Authority.

Contact: Andy Raleigh, Project Manager

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**12: Inclusive Communities Framework**

65 - 136

To consider the adoption of the Inclusive Communities Framework, prior to the submission of the report to Council.

Contact: Jo Richmond, Head of Communities

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Contact Officer: Yolande Myers

## KIRKLEES COUNCIL

### CABINET

**Tuesday 14th June 2022**

Present: Councillor Shabir Pandor (Chair)  
Councillor Eric Firth  
Councillor Viv Kendrick  
Councillor Naheed Mather  
Councillor Carole Pattison  
Councillor Cathy Scott  
Councillor Will Simpson

Apologies: Councillor Paul Davies  
Councillor Musarrat Khan  
Councillor Graham Turner

**1 Membership of Cabinet**

Apologies for absence were received on behalf of Councillors P Davies, M Khan and G Turner.

**2 Minutes of Previous Meetings**

**RESOLVED** – That the Minutes of the Meeting held on 8 March 2022 and 5 April 2022 were approved as a correct record.

**3 Declarations of Interest**

No interests were declared.

**4 Admission of the Public**

It was noted that no agenda items would be considered in exempt session.

**5 Deputations/Petitions**

No deputations or petitions were received.

**6 Questions by Members of the Public**

No questions were asked.

**7 Questions by Elected Members (Oral Questions)**

Cabinet received the following oral question in accordance with Executive Procedure Rule 2.3;

**Question from Councillor Scott**

## Cabinet - 14 June 2022

“At the final meeting of Cabinet in the last municipal year, Councillor Bolt asked Councillor Simpson what seat he would be standing in when we lost the Denby Dale ward. Perhaps you could enlighten us Councillor Simpson?”

A response was provided by the Cabinet Member for Culture and Greener Kirklees (Councillor Simpson).

### 8 **Appointment of Cabinet and Portfolios (Notice Under Article 7)**

Cabinet received notice from the Leader of the Council of the Membership of Cabinet, in accordance with articles 7.2.4 and 7.3.4 of the Constitution.

#### **RESOLVED -**

That the Membership of Cabinet, as appointed by the Leader of the Council under Articles 7.2.4 and 7.3.4 of the Council’s Constitution, be noted.

### 9 **Digital Switch-over - Replacement of Analogue Carephones**

Cabinet considered a report which sought Capital investment of £1.381m to switch 3,500 analogue Carephones units to digital units to prevent loss of service and support to vulnerable citizens impacted by the digital switchover.

Cabinet was advised that Openreach, the UK’s digital network delivery provider, was working through its plan to retire the UK analogue telephone network by the end of 2025. The Carephone Home Safety Service was the Kirklees Council in-house telecare provider that supports approximately 7,000 vulnerable citizens to stay independent for longer in their own homes through a range of assistive technology. 3,500 of these citizens had analogue units which would be affected by the digital switchover.

The report sought to secure resources to upgrade to digital, all Carephone equipment in a planned way so that as more local exchanges upgraded to fully fibre, Carephone users would already have the right equipment in place. It was anticipated that this work would take 18 months to complete (June 2022 to December 2023).

#### **RESOLVED -**

- 1) That the proposed capital investment of £1.381m to be funded from within the Adults Service existing capital programme, to enable the timely delivery of the digital switchover by December 2023, be approved.
- 2) That authority be delegated to the Strategic Director for Adults and Health to enter into and execute a contract with the chosen suppliers of the digital replacement of analogue Carephones in order to provide continuity of service for Carephone users.

### 10 **Council support for the Kirklees Health and Care Place Based Partnership Collaboration Agreement**

Cabinet considered a report relating to the new health and care partnership arrangements which were being established in response to the Health and Care Act 2022.



The report advised that from the 1 July 2022 the statutory responsibilities of Clinical Commissioning Groups in West Yorkshire would transfer to the new Integrated Commissioning Board, and its 5 place-based sub-committees. To support this transition, a 'collaboration agreement' had been prepared by Hill Dickinson solicitors on behalf of the 5 areas in West Yorkshire. Each area was adapting the template agreement.

Cabinet was informed that although the Collaboration Agreement was a 3-year agreement, it would be reviewed at 6 months and 1 year in recognition of the formative stage of all the changes.

**RESOLVED** - That approval be given to Richard Parry, Strategic Director for Adults and Health, to sign the Collaboration Agreement on behalf of the Council.

**11 Corporate IT Capital Refresh Budget 2022-2025**

Cabinet considered a report which sought approval for capital expenditure of £900k pa to support the delivery of the Technology Strategy, the ongoing refresh of technology across the Council, supporting the Council's recovery.

The report informed Cabinet that the Technology Strategy laid out the Council's ambitions and plans for the next five years which were (i) Getting the basics right (ii) Enabling resilient and available infrastructure (iii) Commissioning applications fit for the future (iv) Using data intelligently and securely (v) Developing inclusive technology and skills (vi) Connecting people, business and technology and (vii) Delivering class leading internet services.

Cabinet was advised that the capital investment of £900k per annum would be funded from prudential borrowing, self-funding, and the associated funding included in the IT revenue budget.

**RESOLVED –**

- 1) That the five year capital plan of £900k per annum, covered by prudential borrowing, be approved.
- 2) That authority be delegated to the Head of Technology to make relevant decisions and actions in accordance with the council's financial procedure rules, for the 5 year life of the capital plan.

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<b>KIRKLEES COUNCIL</b>			
<b>COUNCIL/CABINET/COMMITTEE MEETINGS ETC</b>			
<b>DECLARATION OF INTERESTS</b>			
<b>Name of Councillor</b>			
<b>Item in which you have an interest</b>	<b>Type of interest (eg a disclosable pecuniary interest or an "Other Interest")</b>	<b>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]</b>	<b>Brief description of your interest</b>

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.



**Name of meeting:** Cabinet  
**Date:** 5<sup>th</sup> July 2022  
**Title of report:** Proposal by Queensgate Market Traders Association in respect of the Queensgate Market relocation

**Purpose of report:**

This report requests that Cabinet considers the proposal put forward by the Queensgate Market Traders Association in respect of their relocation from Queensgate Market.

<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>	Yes - this report is likely to result in expenditure exceeding £250K.
<b>Key Decision - Is it in the <a href="#">Council's Forward Plan (key decisions and private reports?)</a></b>	Yes
<b>The Decision - Is it eligible for call in by Scrutiny?</b>	Yes
<b>Date signed off by <u>Strategic Director</u> &amp; name</b>	Colin Parr - Strategic Director for Environment and Climate Change, 7 <sup>th</sup> June 2022
<b>Is it also signed off by the Service Director (Finance)?</b>	Eamonn Croston - Finance and Accountancy, 10 <sup>th</sup> June 2022
<b>Is it also signed off by the Service Director for Legal Governance and Commissioning?</b>	Julie Muscroft – Legal Governance and Commissioning, 9 <sup>th</sup> June 2022
<b>Cabinet member <a href="#">portfolio</a></b>	Cllr Eric Firth – Transport

**Electoral wards affected:** Newsome

**Ward councillors consulted:** Cllrs Andrew Cooper, Karen Allison and Susan Lee-Richards

**Public or private:** Public

**GDPR** – no personal or sensitive data; or other information covered by GDPR is included in this report

## 1. **Summary**

- 1.1 The proposed Cultural Heart project requires the Queensgate Market building to be vacated by February 2023 to enable works to commence.
- 1.2 On 18th January 2022, Cabinet approved a report to provide alternative accommodation for the market traders presently located in Queensgate Market. This report was on the basis that the Council would create and run a relocated market utilising vacant shops or containers within Huddersfield Town Centre which was supported by the majority of traders.
- 1.3 Since this approval was given, many of the market traders have reviewed their position which has resulted in a proposal coming forward from the Queensgate Market Traders Association.
- 1.4 The proposal states that traders would like the opportunity to surrender their lease agreements on an agreed date with no obligation on the Council to provide relocation space in return for compensation.
- 1.5 This report is to seek Cabinet's agreement to the Queensgate Market Traders Association's proposal and to delegate authority to the Strategic Director (Environment & Climate Change) in conjunction with the Service Director (Legal, Governance and Commissioning) and Strategic Director (Growth and Regeneration) to negotiate, agree terms, enter into and execute any agreements or instruments necessary to implement that proposal.

## 2. **Information Required to take a decision**

### **Background**

- 2.1 There are currently 32 traders within Queensgate Market who occupy their shops/stalls under 37 lease agreements due to some traders operating multiple businesses.
- 2.2 Each lease contains a six month break clause in favour of the Council. If the Council triggers this break clause, there is an obligation for the Council to provide traders with the option of a relocated space within three months of the break date.
- 2.3 It is the tenant's decision if they choose to move into the alternative space that is offered. If the tenant chooses not to move into this space, they can leave on the break date with compensation equivalent to one or two times rateable value (depending how long they have occupied the market).
- 2.4 Officers worked closely with the Queensgate Market Traders Association and individual traders and up to early 2022, the majority were looking to continue in business and were in favour of a dedicated relocated market.
- 2.5 This led to a Cabinet decision on 18 January 2022 to agree capital and revenue allocations for the Council to create and run a dedicated relocated market using vacant shops or containers within Huddersfield Town Centre.

- 2.6 Following that Cabinet decision, many of the Queensgate Market Traders have reviewed their own personal positions and the future viability of their businesses within a relocated market offer. Factors such as the revised timescales for the delivery of the Cultural Heart project, the revised timescales for the new Huddersfield Market, the general economic climate and the cost of living crisis have all had an influence.
- 2.7 This review led to the Queensgate Market Traders Association taking on board the opinion of its members and making an alternative proposal to the Council.
- 2.8 This proposal states that traders would like the opportunity to surrender their existing lease agreements on an agreed date in return for compensation. If agreed, this would remove the obligation on the Council to provide relocation space. This report requests that delegated powers are approved for the Strategic Director for Environment and Climate Change to agree the level of compensation and relocation costs.
- 2.9 If agreed, this proposal would put traders into the following two categories:
- Traders that want to take compensation and surrender their lease
  - Traders that would refuse the offer of compensation and look to be relocated by the Council under the terms of the existing lease.
- 2.10 In April 2022, Council Officers met with each trader individually to discuss their circumstances and preferences in order to establish the impact this would have on the approved relocated market project.
- 2.11 The results of those discussions are as follows:
- 17 out of the 37 leaseholders' preferences would be to take compensation, surrender their lease and cease trading due to retirement, alternative employment etc
  - 14 out of the 37 leaseholders' preferences would be to take compensation, surrender their lease and use the funds to relocate into a vacant shop that they will identify themselves. This could be privately owned or part of the Council's Commercial Property Portfolio but would not form part of a relocated market.
  - 6 out of the 37 leaseholders' preferences would be to refuse compensation and look to be relocated by the Council under the terms of their lease.
- 2.12 These findings confirm that should the Council agree to the Queensgate Market Traders Association's proposal, a dedicated relocated market, as put forward in the Cabinet report in January 2022, would not be viable from a trader, regeneration or financial perspective. In order to create a successful dedicated market, the support of a larger number of traders with a larger variety of uses would be required.
- 2.13 Following consultation with individual traders, it is clear that support is not at the required level to make a dedicated relocated market a success. It is therefore the officers' recommendation to agree to the proposal put forward by the Queensgate Market Traders Association.

- 2.14 If the recommendation is accepted, officers will work with the Queensgate Market Traders Association in order to finalise the details of the proposal. The proposal will then be presented to individual leaseholders for them to make a final decision.
- 2.15 Documentation will be completed for those that want to leave and officers will support traders that want to relocate into empty shops. Officers will also work to provide a reasonable relocation option for those that do not want to proceed with the Queensgate Market Traders Association's proposal.

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

#### **3.1 Working with People**

Kirklees Council officers held town centre consultations and workshops in the town centre from July to August 2019. This was based upon the Place Standard approach. Consultation over a 12 week period involved nearly 1,000 face to face interviews with Huddersfield citizens, focus groups, a staffed exhibition in the Piazza, Huddersfield and an on-line Blueprint questionnaire.

We also carried out market research in Huddersfield to enable us to understand the shopping behaviours and views of communities which helped to shape the development of proposals to improve the Huddersfield market experience. Over 1000+ people took part and 6 focus groups were carried out. The market research explored:

- The views and opinions on the existing market offer in Huddersfield
- The shopping patterns of communities in the Huddersfield and surrounding area [up to 7 miles radius]
- The views and opinions for a new market offer in Huddersfield for the future.

Those businesses that want to carry on trading from other locations in the town centre will be able to do so and continue to be available for shoppers and communities.

#### **3.2 Working with Partners**

Council officers have a close working relationship with the Queensgate Market Traders Association (who are supported by the National Market Traders Federation - NMTF). Regular meetings are held with both the Association and representatives from the NMTF.

This continued dialogue has allowed both parties to get to the current position that is now being proposed to Cabinet.

The proposal gives a route for all those traders wanting to continue to trade to be able to do so either by using compensation to identify and secure vacant town centre premises or progress with a relocation option.



### 3.3 **Place Based Working**

Kirklees as a place is made up of different communities and the diversity of its communities is one of its key strengths. Placed based working recognises that the needs of Kirklees residents and communities vary widely and that, by using intelligence and information, we will allocate resources in the best way possible to achieve the best outcomes for residents. We will work with communities, so we can prioritise local needs and Councillors, using the insight they have about the communities they represent, will be central to this activity.

The development of the Blueprint and the associated Place Standard exercise has already engaged town centre stakeholders, businesses and users to help shape the overall approach to redeveloping Huddersfield Town Centre and the Market offer.

### 3.4 **Climate Change and Air Quality**

Tackling the climate emergency, reducing emissions and improving air quality are key long-term priorities for the Council to improve the quality of life for our residents and create a borough that is healthier, more sustainable and fairer for everyone.

The Council's policy on the Climate Change Emergency will be considered as part of the next stage in this process.

### 3.5 **Improving outcomes for children**

The Market vision is to create a much more family friendly space with children's activities which will encourage families to spend time together. This is also part of the ambition for the Cultural Heart.

This decision is part of the process to deliver the Market and Cultural Heart visions.

### 3.6 **Legal**

Current traders occupy by way of a lease. Break notices will need to be served on all leaseholders in order to bring these leases to an end by February 2023 in line with the proposed Cultural Heart timescales.

Where traders accept the offer of compensation, an agreement to surrender will need to be entered into which will remove the obligation on the Council to provide a relocation option.

Where a trader moves to a Council owned vacant shop or a Council owned relocation option, new leases will be required.

### 3.7 **Financial**

A capital allocation has been approved in the previous Cabinet decision from 18<sup>th</sup> January 2022 and is contained within the Council's Capital Plan as part of The Northumberland Street Regeneration Project.

A revenue allocation has been approved in the previous Cabinet decision from 18<sup>th</sup> January 2022 and is to be met from the Strategic Investment Reserve. This can only be spent on costs associated with the decant of traders from Queensgate Market.

It is proposed that both these allocations remain whilst the project progresses in order to:

- Pay compensation to the traders that agree to surrender their lease agreements in line with the Queensgate Market Traders Association's proposal
- Allow Council Officers to put forward a reasonable relocation option to those traders that do not agree to a surrender of their lease.
- Support the continued development of the new Huddersfield Market as part of the Northumberland Street Regeneration Project

If the proposals are accepted, a number of traders have expressed an interest in moving into vacant shops owned by the Council. Discussions are progressing well so in the longer term, this will increase the revenue generated by the Council's Commercial Property Portfolio.

By accepting the traders' proposal and not providing a temporary market, the council will not have to expend a further £750K setting up the market and around £200K per year managing the market and providing services to traders.

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

4.1 Since the launch of the Blueprint in 2019, there have been numerous discussions with the traders regarding their accommodation in Queensgate Market, the implications that the proposed Cultural Heart Project will have and the Council's intention for a new market in the town centre.

4.2 This proposal has come directly from the Queensgate Market Traders Association who would like the Council to agree to its proposal.

#### **5. Next steps and timelines**

5.1 If the officer recommendations are approved, officers will:

- meet with the Queensgate Market Traders Association and negotiate the specific details around the lease surrender and compensation payments.
- serve the appropriate break notices in line with the timescales set by the Cultural Heart Project
- liaise with individual traders in respect of their specific plans and provide initial support/advice for those that want to move to vacant shop premises within the town centre.

- determine a reasonable relocation option for any trader that does not want to agree with the Queensgate Market Traders Association's proposal and take compensation.

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

### 6.1 **Cabinet is requested to:**

- (a) Approve the proposal put forward by the Queensgate Market Traders Association
- (b) Delegate authority to the Strategic Director (Environment & Climate Change) in conjunction with the Service Director (Legal, Governance and Commissioning) and Strategic Director (Growth and Regeneration) to negotiate, agree terms, enter into and execute any agreements or instruments necessary to implement that proposal.
- (c) Delegate authority to the Strategic Director (Environment & Climate Change) in conjunction with Service Director (Finance) to re-profile the previously approved capital and revenue budgets as required.

Reason: To enable the Queensgate Market Traders' proposal and closure of Queensgate Market to be implemented without unnecessary delay.

## 7. **Cabinet Portfolio Holder's recommendations**

### 7.1 The Portfolio Holders for Corporate, Regeneration and Transport recommend that Cabinet:

- (a) Approve the proposal put forward by the Queensgate Market Traders Association
- (b) Delegate authority to the Strategic Director (Environment & Climate Change) in conjunction with the Service Director (Legal, Governance and Commissioning) and Strategic Director (Growth and Regeneration) to negotiate, agree terms, enter into and execute any agreements or instruments necessary to implement that proposal
- (c) Delegate authority to the Strategic Director (Environment & Climate Change) in conjunction with Service Director (Finance) to re-profile the previously approved capital and revenue budgets as required

## 9. **Contact officers**

Adele Poppleton – Service Director, Culture and Visitor Economy  
[adele.poppleton@kirklees.gov.uk](mailto:adele.poppleton@kirklees.gov.uk) 01484 221000

Kath Wynne-Hague – Head of Culture & Tourism

[kath.wynne-hague@kirklees.gov.uk](mailto:kath.wynne-hague@kirklees.gov.uk) 01484 22100

Matthew Garbutt – Disposal & Acquisition Surveyor  
[matthew.garbutt@kirklees.gov.uk](mailto:matthew.garbutt@kirklees.gov.uk) 01484 221000

10. **Strategic Director responsible**  
Colin Parr – Strategic Director for Environment and Climate Change
11. **Attachments**  
None



**Name of meeting:** Cabinet

**Date:** 5<sup>th</sup> July 2022

**Title of report:** Registered Providers Clusters Programme – Update and Land Disposals

**Purpose of report:** To provide an update on the Registered Providers Clusters Programme and seek approval for a proposed approach to disposal of sites to the Council's partner in this programme

<p><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></p>	<p><b>Yes/ no or Not Applicable</b></p> <p>If yes give the reason why</p> <p>2 or more electoral wards affected</p>
<p><b>Key Decision - Is it in the <u>Council's Forward Plan (key decisions and private reports)?</u></b></p>	<p><b>Key Decision – Yes</b></p> <p><b>Private Report/Private Appendix – No</b></p>
<p><b>The Decision - Is it eligible for call in by Scrutiny?</b></p>	<p><b>Yes</b></p>
<p><b>Date signed off by <u>Strategic Director</u> &amp; name</b></p> <p><b>Is it also signed off by the Service Director for Finance?</b></p> <p><b>Is it also signed off by the Service Director for Legal Governance and Commissioning?</b></p>	<p><b>David Shepherd – 14<sup>th</sup> June 2022</b></p> <p><b>Eamonn Croston - 14<sup>th</sup> June 2022</b></p> <p><b>Julie Muscroft – 17<sup>th</sup> June 2022</b></p>
<p><b>Cabinet member <a href="#">portfolio</a></b></p>	<p><b>Give name of Portfolio Holder/s</b></p> <p>Cllr Graham Turner</p>

**Electoral wards affected:** Ashbrow, Batley East, Cleckheaton, Dewsbury West, Golcar

**Ward councillors consulted:**

Ashbrow – Cllr. Fran Perry, Cllr. James Homewood, Cllr. Amanda Pinnock  
 Batley East - Cllr. Adam Zaman, Cllr. Habiban Zaman, Cllr. Fazila Loonat

Cleckheaton- Cllr. John Lawson, Cllr. Andrew Pinnock, Cllr. Kath Pinnock  
Dewsbury West - Cllr. Ammar Anwar, Cllr. Darren O'Donovan, Cllr. Mussarat Pervaiz  
Golcar - Cllr. Graham Turner, Cllr. Andrew Marchington, Cllr. Elizabeth Reynolds

**Public or private:** Public

**Has GDPR been considered?** Yes – there are no GDPR implications to this report

## **1.0 Summary**

This report updates the position on the Registered Provider Clusters Programme and seeks authority to dispose of five sites at less than best consideration in order to deliver affordable housing.

The amount of any discount would be based on viability appraisals for the development of each individual site.

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

### **2.1 Background**

The Registered Provider Cluster programme (RPCP) is a project to bring forward high quality, affordable and sustainable homes on five sites across the district. The Council's preferred partner is Thirteen Group, who are a strategic partner of Homes England, as part of Home's England's programme which supports registered providers (housing associations) to deliver more affordable homes. Thirteen Group were appointed by the Council following a competitive land sale exercise.

The sites in the programme are located across the district at:

- Highmoor Lane, Hartshead
- Main Avenue, Cowlersley
- Mayman Lane, Batley
- Heckmondwike Road, Dewsbury
- Netheroyd Hill, Fixby

Plans are included at appendix 1.

The sites are allocated for Housing Development in the Local Plan. Approval was given at Cabinet on 29<sup>th</sup> August 2018 for these sites to be included in a programme of housing development.

### **2.2 The RP Clusters Programme**

As set out in 2.1 above, strategic registered provider Thirteen Group were appointed following a competitive land sale exercise to deliver housing development on the five sites referred to in 2.1 above.

The principles of the land sale exercise were that a registered provider would produce designs for the sites and secure planning permission at its own risk, buy the sites from the Council and then construct the homes. Once constructed, the registered provider is required to participate in the Council's scheme to secure nomination rights for tenants to the properties.

The sites will be taken forward for development using a staged approach, whereby individual sites will be taken forward for planning and subsequent development at intervals during the overall programme.

Thirteen Group are a registered provider with a strong reputation and are of robust financial standing. Based in the north east, they are currently actively expanding their operations in to Yorkshire and the Humber.

Their proposals for the sites have the following key features:

- A strong emphasis on delivering affordable homes across a range of tenures – across the five sites, they propose a mix of shared ownership, intermediate rent and affordable rent homes alongside a limited number of market sale properties. Overall, their initial proposals for the sites indicate that 85% of the properties they build will be affordable homes in some form, with 15% for market sale.
- Delivering high levels of energy efficiency in the new homes, with a focus on achieving zero carbon ready homes where possible on sites (given geographical restrictions of some sites). The options which Thirteen Group are looking at include use of modern methods of construction, low carbon heating, heat recovery systems, use of photo voltaic cells, provision of electric vehicle charging, and low energy light circuits.
- Delivery of additional benefits to the local economy, through employment and apprentice opportunities, utilisation of Kirklees and wider West Yorkshire supply chain, and creation of a “Kirklees Community Fund” for the RPCP sites, with a minimum contribution of £10,000 per site to be focussed on benefiting the communities around each site.

The provision of a high number of affordable homes on the sites, alongside high energy efficiency standards will result in Thirteen Group making less profit from the sites than a volume housebuilder would make, as a volume housebuilder would provide 20% affordable housing in line with the Local Plan policy and would take a more standard approach to energy efficiency. It will not therefore, be viable for Thirteen Group to buy the sites at the value which a volume housebuilder would pay.

To enable the scheme to come forward, it is likely that the Council will be required to dispose of the sites at ‘less than best consideration’.

The General Disposal Content (England) 2003 allows the Council to dispose of land at an undervalue not exceeding £2 million where the disposal will help secure the promotion or improvement of the economic, social or environmental well-being of an area. The provision of energy efficient, market and affordable housing is considered to fall within this definition.

## **2.3 Options**

The Council has 2 options:

(a) Withdraw the sites from the RPCP and seek a disposal on the open market

The Council could put the sites for sale on the open market. This may secure higher capital receipts for the Council as market housing with only policy compliant provision of affordable homes would be more profitable. However, this will not guarantee house building, nor provide affordable housing which brings with it additional value as outlined below.

(b) Dispose of the sites at less than best consideration (Recommended Option)

This option requires the Council to provide financial assistance to the scheme by disposing of the sites at a purchase price below best consideration.

This option is recommended because it will:

- Create around 200 new homes, with a focus on delivering affordable homes across a variety of tenures, significantly in excess of planning policy requirements
- Secure nomination rights for the Council to nominate residents on its housing waiting list
- Bring around £31m of GVA to the local economy,
- Create around 700 direct jobs and around 400 indirect jobs
- Assist the council in meeting its housing targets under the Local Plan

The proposed approach is that Thirteen Group will supply to the Council a site cost analysis and this information would be assessed by officers to identify the shortfall in funding on each site and determine the amount by which, if any, the best consideration price would be reduced. Should the actual build costs be less than those shown in the site cost analysis the Council will be able to seek repayment of the difference from Thirteen Group. This will ensure that the Council is not giving financial assistance over and above what is necessary to make the schemes happen.

Programme delivery risk will be managed both in the delivery and funding accountability to Homes England as the principal public funding body, and through the Council's scrutiny of Thirteen Group through the ongoing project management structure which was put in place following Thirteen Group's appointment.

### **3.0 Implications for the Council**

#### **3.1 Working with People**

The proposed approach to this programme of housing development will bring much needed affordable housing to the district across a range of affordable tenures, including affordable rent and shared ownership. There is a need for 1,730 new homes per year in Kirklees, of which 1,049 need to be affordable. This project will provide affordable housing that meets the needs of local people.

#### **3.2 Working with Partners**

Thirteen Group are a registered provider (housing association) of strong financial standing and a strategic partner of Homes England, having secured £191 million of investment from Homes England. They are experienced in building and managing affordable housing, and will bring much needed resources to the Kirklees district, as part of the Council's wider programme of housing growth. They will also bring vital resources to the support the council in housing delivery, at a time when resources are stretched and staff with expertise in the housing delivery and wider development field are difficult to secure.

#### **3.3 Place Based Working**

Thirteen Group have developed initial design proposals focussed on the physical characteristics of individual sites, and have proposed an approach to the mix of tenures on each site taking account of the specific housing needs which exist in areas in which the sites are located.

#### **3.4 Climate Change and Air Quality**



As set out in 2.2 above, the homes will be built to high energy efficiency standards, with an aspiration to achieve zero carbon ready homes.

The options which Thirteen Group are looking at include use of modern methods of construction, low carbon heating, heat recovery systems, use of photo voltaic cells, provision of electric vehicle charging, and low energy light circuits

### **3.5 Improving outcomes for children**

Well designed, energy efficient housing built to nationally described space standards, and with (where applicable to the site) provision of open space on site helps provide children with the best start in life.

### **3.6 Other (eg Legal/Financial or Human Resources) Consultees and their opinions**

#### **Subsidy Control**

Disposal of land at less than best consideration involves the conferring of an economic advantage on Thirteen Group, because the land has an open market value but will be transferred to Thirteen Group at less than this value due to the reasons set out in 2.2 and 2.3 above.

From 31st December 2020, the then existing State Aid law, as it applied to the UK, was repealed and replaced by Subsidy Control, the requirements of which are set out in the UK-EU Trade and Cooperation Agreement. Under State Aid law, aid provided to support certain types of public services are deemed to be “Services in the General Economic Interest” and therefore subject to a far less restrictive regime. The same is true under the new regime of Subsidy Control.

As part of the process of agreeing legal contracts, arrangements will be put in place with Thirteen Group to ensure compliance with the Subsidy Control regime, and to ensure repayment of subsidy in the case of any over compensation.

#### **Disposal of Open Space**

Whilst the sites in the RPCP are allocated for housing, they are considered to be open space. There is a requirement under Section 123 (2A) of the 1972 Local Government Act that local authorities wishing to dispose of any land consisting of or forming part of an open space to advertise their intention to do so for two consecutive weeks in a local newspaper. This process was undertaken in 2021 and no objections were received.

### **3.7 Financial Implications of people living or working in Kirklees**

There are no financial impacts on wider residents of Kirklees. As set out in 2.2, Thirteen Group’s focus in designing the homes is on energy efficiency. This will result in savings on energy costs for tenants and residents living in these homes when compared to other, less energy efficient properties.

### **3.8 Do you need an Integrated Impact Assessment (IIA?)**

No IIA is needed.

### **4.0 Consultees and their opinions**

Each site will be the subject of a planning application and consultation with local residents will take place as part of this. Thirteen Group are working closely with the Council to develop their

proposals for how they engage with local residents prior to the submission of planning applications for all the sites.

## **5.0 Next steps and timelines**

The staged programme of development for the RPCP shows Thirteen Group bringing forward the sites between 2022 (planning stages) and 2025 (completions on site)

As each site is taken forward individually and achieves planning permission, Thirteen Group will supply the Council with a site cost analysis and this information would be assessed by officers to identify the shortfall in funding on each site and determine the amount by which, if any, the market value purchase price would be reduced.

If approved the next steps will be to prepare the land for disposal and will include:-

- both parties agreeing Heads of Terms;
- securing full planning approval (Thirteen Group) for each individual site;
- agreeing valuations and discount post planning consent;
- Thirteen Group securing grant funding from Homes England;
- disposal of the site to Thirteen Group;
- establishing appropriate governance arrangements to oversee the delivery of the project, management of the scheme and achievement of housing outputs.

## **6.0 Officer recommendations and reasons**

6.1 Cabinet approve the disposal of the sites in the RPCP.

6.2 Cabinet give their approval to dispose of the sites at 'less than best consideration' to Thirteen Group in accordance with the General Disposal Consent (England) 2003.

6.3 Cabinet delegate authority to the Strategic Director, Growth and Regeneration to:

- negotiate and agree the terms of disposal for each site with Thirteen Group; and
- determine the appropriate level of discount for each site following a comprehensive assessment of Thirteen Group's development appraisals reflecting the housing mix which receives planning consent (which may be either only affordable housing, or a combination of both affordable and market housing) on each site

6.4 That authority be delegated to the Service Director, Legal, Governance and Commissioning to enter into and execute any agreement and other ancillary documents necessary to dispose of the land in the RPCP to Thirteen Group for use as either affordable housing, or affordable and market housing dependent on the final housing mix for each site.

6.5 The reason for these recommendations is that, as set out in the report, the land within the RPCP will contribute to the delivery of the Council's housing strategy. It will also

contribute to the Green Agenda. Selling the sites within the RPCP to Thirteen at an undervalue will ensure that the schemes are viable.

## **7.0 Cabinet Portfolio Holder's recommendations**

Cllr Graham Turner said "I am really excited about this scheme and to be working with Thirteen Group to provide much needed housing for residents on five sites located across the district. As a strategic partner of Homes England, Thirteen Group bring funding and expertise with them and I look forward to seeing these energy efficient homes starting on site, and I hope that this first scheme with the Thirteen Group is only the start of a strategic partnership, that will continue to bring much needed energy efficient homes to Kirklees, which will help us address the housing shortage we currently have, and will help to reduce our carbon footprint, as well as reducing energy costs for those residents living in these new homes".

Cllr Turner supports the officer recommendations to approve the disposal of the sites in the RPCP:

- 7.1 Cabinet give their approval to dispose of the sites at 'less than best consideration' to Thirteen Group in accordance with the General Disposal Consent (England) 2003.
- 7.2 Cabinet delegate authority to the Strategic Director, Growth and Regeneration to:
  - negotiate and agree the terms of disposal with Thirteen Group; and
  - determine the appropriate level of discount for each site following a comprehensive assessment of Thirteen Group's development appraisals reflecting the housing mix which receives planning consent (which may be either only affordable housing, or a combination of both affordable and market housing) on each site
- 7.3 That authority be delegated to the Service Director, Legal, Governance and Commissioning to enter into and execute any agreement and other ancillary documents necessary to dispose of the land in the RPCP to Thirteen Group for use as either affordable housing, or affordable and market housing dependent on the final housing mix for each site.

## **8.0 Contact officer**

Liz Jefferson

Strategic Partnership Lead  
Housing Growth and Regeneration  
01484 221000

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

29th August 2018 Cabinet report

<https://democracy.kirklees.gov.uk/documents/q5703/Public%20reports%20pack%2029th-Aug-2018%2016.00%20Cabinet.pdf?T=10>

## **10.0 Service Director responsible**

Joanne Bartholomew  
Service Director – Development

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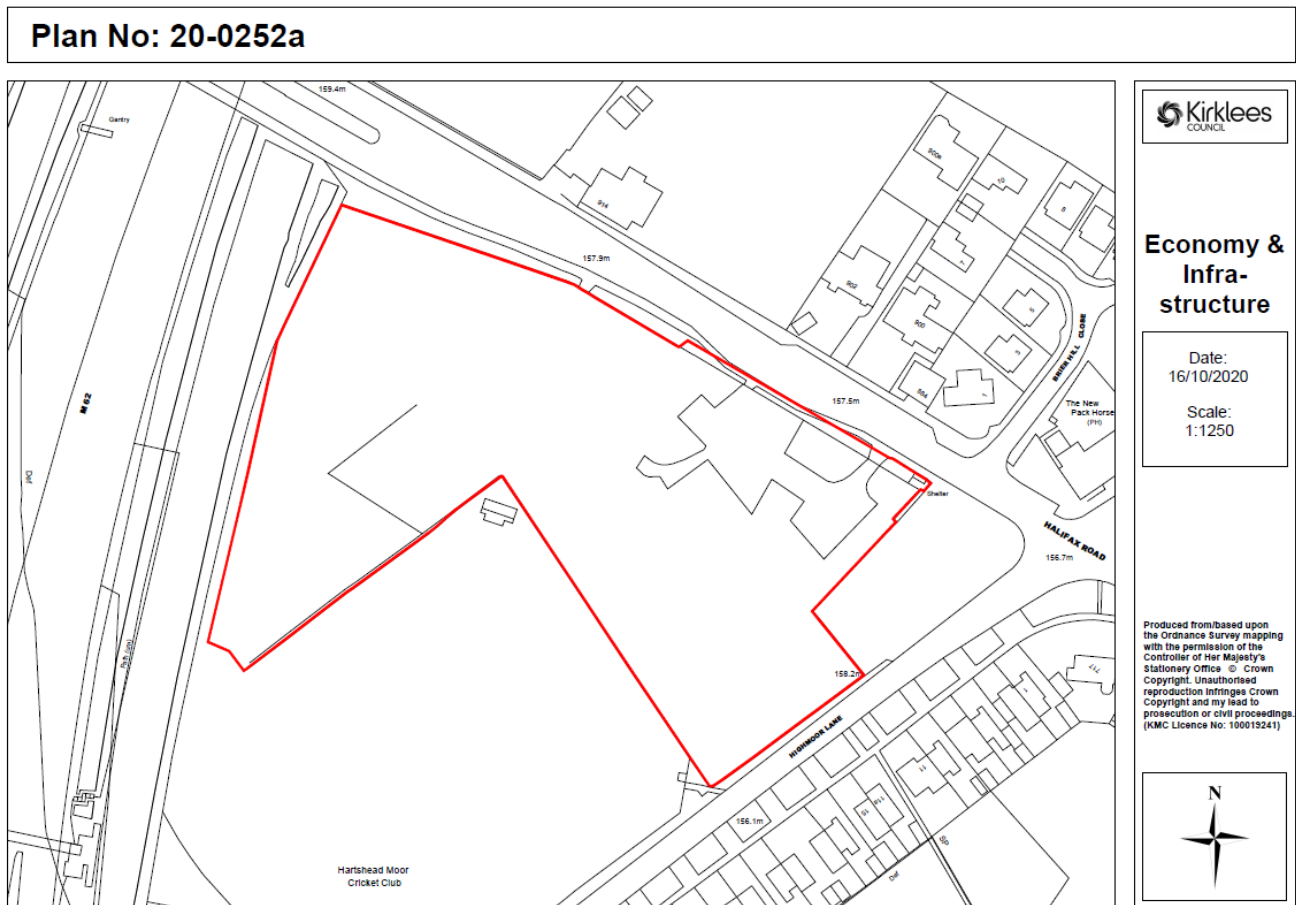
# Registered Providers Clusters Programme – Update and Land Disposals

## Appendix 1 – Site Plans

- i. Highmoor Lane, Hartshead
- ii. Main Avenue, Cowlersley
- iii. Mayman Lane, Batley
- iv. Heckmondwike Road, Dewsbury
- v. Netheroyd Hill Lane, Fixby

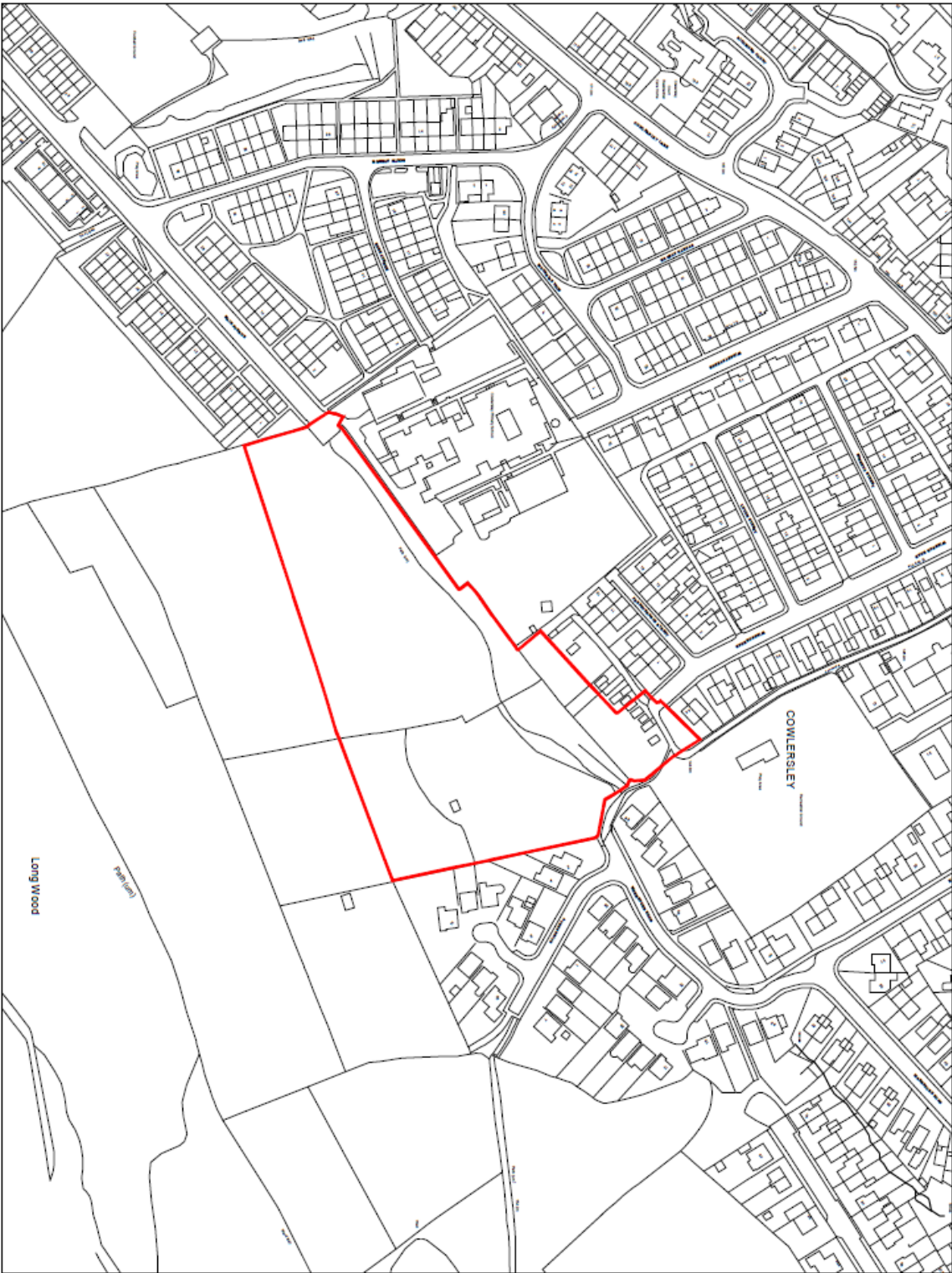
Plans are not shown to scale.

### Highmoor Lane, Hartshead



# Main Avenue, Cowlersley

Plan No: 20-0387



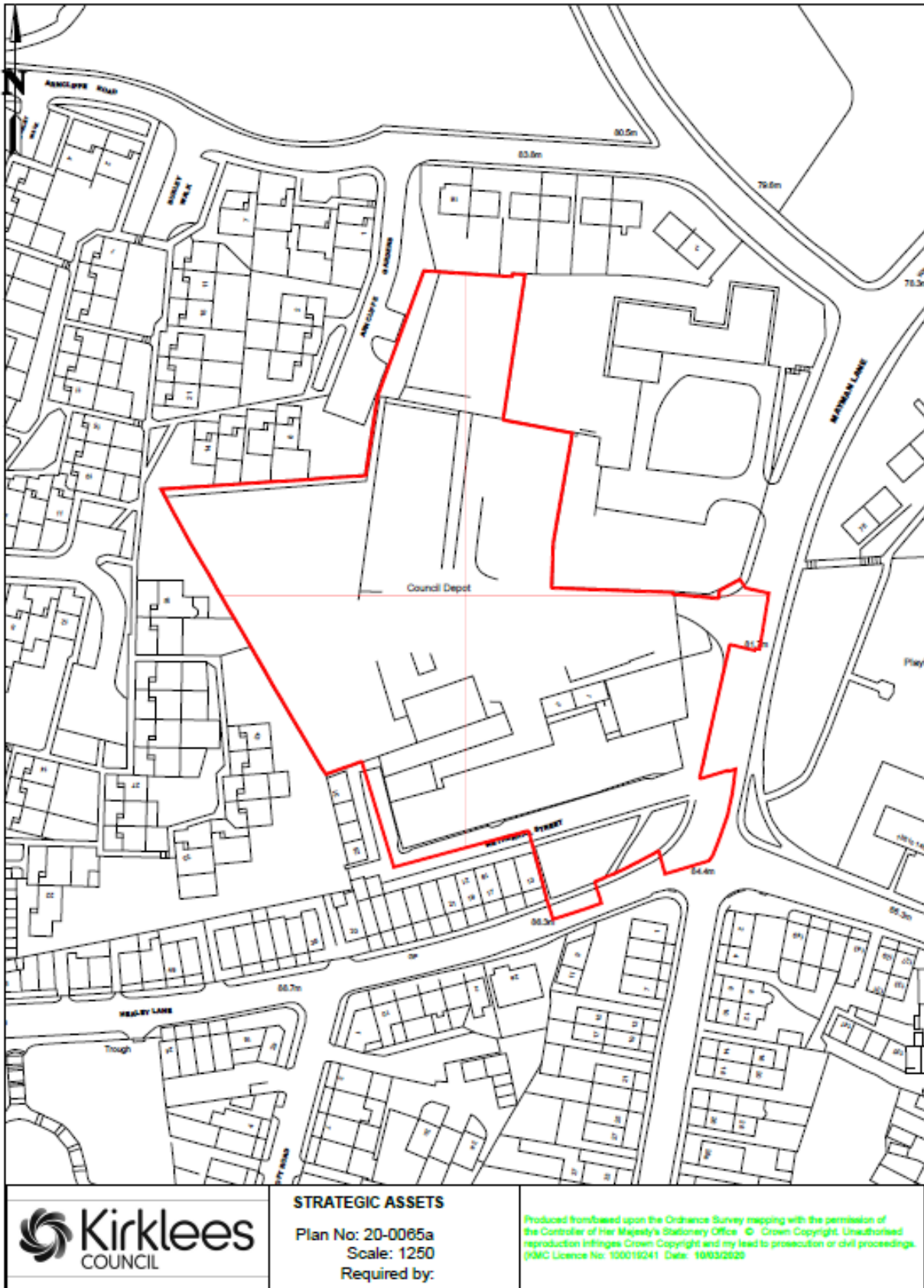
**Economy & Infra-structure**

Date: 21/12/2020  
Scale: 1:2500

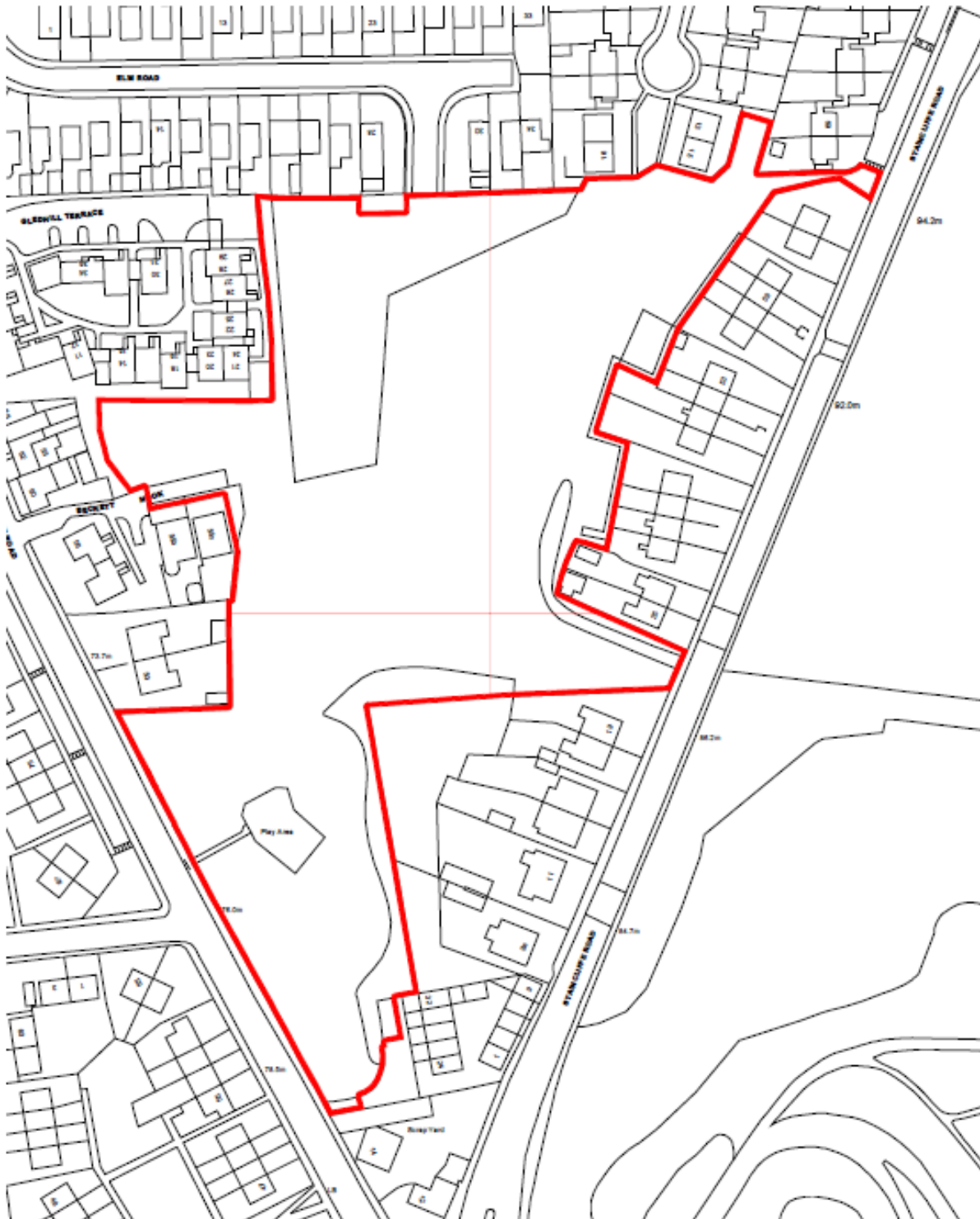




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# Mayman Lane, Batley



# Heckmondwike Road, Dewsbury





	<b>Economy &amp; Infrastructure</b>	<b>Plan No: 20-0082</b>	
		Date: 15/02/2021      Scale: 1:1250	
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# Netheroyd Hill Road, Fixby



	<b>Economy &amp; Infrastructure</b>	<b>Plan No: 19-0410</b>	
		Date: 12/02/2021	
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Name of meeting: Cabinet

Date: 05/07/2022

Title of report: Proposals for additional Household Support in 2022/23

Purpose of report: To set out proposals to provide support for households in 2022/23 in accordance with funding and associated guidance issued by Government.

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?	No
Key Decision - Is it in the <u>Council's Forward Plan (key decisions and private reports)</u> ?	Key Decision – No Private Report/Private Appendix – No
The Decision - Is it eligible for call in by Scrutiny?	Yes
Date signed off by <u>Strategic Director</u> & name  Is it also signed off by the Service Director for Finance?  Is it also signed off by the Service Director for Legal Governance and Commissioning?	Rachel Spencer-Henshall – 27 June 2022  Eamonn Croston – 27 June 2022  Julie Muscroft – 27 June 2022
Cabinet member <a href="#">portfolio</a>	Cllr Paul Davies

Electoral wards affected: All Ward councillors consulted: None

Public or private: Public

Has GDPR been considered? Yes

## 1. Summary

- 1.1 On 23 March 2022, the Chancellor announced further measures to households as part of the Government's Spring Statement. This included a further £500m national Household Support funding allocation to Councils for 2022/23. This follows on from a £500m national funding allocation which covered the period October 2021 to March 2022; this Council's share £3.702m. This Fund is intended to support vulnerable people with payments and grants such as vouchers to help meet daily needs such as food, clothing, and utilities.
- 1.2 The announcement was made 8 days before the start of the funding period and at a time when Kirklees was preparing to implement a scheme to provide the Council Tax Energy Rebate payments, which itself was announced on 3<sup>rd</sup> February 2022. Both initiatives were brought before cabinet for decision on 5<sup>th</sup> April 2022.
- 1.3 Notwithstanding the two support packages referred to at 1.1 and 1.2 Kirklees took a decision at the 16th February 2022 Budget Council to continue providing additional targeted support to the borough's lowest income households eligible for the Council's Council Tax Reduction (CTR) scheme at up to £150 for 2022/23 which effectively further reduced council tax bills for around 18,000 households at a cost of £2.6m.
- 1.4 Since that decision was made officers have been working to distribute the Council Tax Energy Rebates and have continued to provide Local Welfare Provision support by way of payments and in-kind support to assist with food, essential supplies and energy costs.
- 1.5 On 26th May 2022 the chancellor announced further support to be delivered through the benefit system and through energy suppliers that, he also announced a further Household Support Fund to take effect in October 2022. That announcement is summarised here for information and context.
  - Direct Support - £650 for each household in receipt of a welfare benefit; £300 for those pensioners eligible for a Winter Fuel Payment; £150 to those receiving non-means tested disability benefits. That will be delivered over the coming summer and autumn months by government departments.
  - Electric accounts - £400 credit (instead of £200) no longer a loan.
  - Household Support Fund – further £3.7m for October 2022 to March 2023 which also includes providing £650 to a very small cohort of Housing Benefit recipients that do not qualify for the Direct Support payment. This fund will not be aggregated with the 6 month fund to which this paper refers.
- 1.6 This report sets out proposals for targeted support for the £3.702m Household Support Fund allocation from April to September 2022, that will supplement the support already provided by Kirklees directly and the measures announced by the Government which are already in train. The landscape of support has changed significantly since the 23 March 2022 Chancellor announcements; some targeting those in greatest need and on the lowest income, some like the £400 electric account credit is universal, with some recipients entitled to more than one payment if they have more than one domestic electricity account. The impact of these measures to date are also set out in the remainder of this report.

## 2. Information required to take a decision

- 2.1 The Chancellor announced on 23 March 2022 as part of the Spring Statement, an extension of the 2021/22 Household Support Fund with a further £500m national funding allocation for 2022/23. This funding allocation follows the same Government grant guidance as the 2021/22 Household Support Fund; namely supporting vulnerable people with payments and grants such as vouchers to help meet daily needs such as food, clothing, and utilities.
- 2.2 The Council's share of the £500m allocation is £3.702m This needs to be allocated and spent by end of September 2022.
- 2.3 A decision was made by Cabinet on 5<sup>th</sup> April 2022 in the following terms :
- “That it be noted that the Government extended the Household Support Funding support to Councils for 2022/23, and the Council’s anticipated share was £3.702m.
- “That authority be delegated to the Strategic Director for Corporate Strategy, Commissioning and Public Health and Service Director for Children’s Services, in consultation with the Corporate portfolio holder, Learning, Aspiration and Communities portfolio holder, and Service Director-Finance; to direct the Council’s newly announced 2022/23 Household Support Fund allocation to appropriate interventions within the range of anticipated eligibility criteria as detailed in the report, through the Local Welfare Provision scheme.”
- 2.4 Work has been done with delegees to look at the options with the portfolio holder and the outcome is set out in the recommendations and having regard to later funding announcements described below. The shape of the funding restricts our opportunity to be flexible given that 1/3 of the fund is to be directed at those of Pension age.
- 2.5 The remaining funding is insufficient to both meet an equivalent provision for Free School Meal support for those entitled and provide crisis support for those that are not when they are in need. Free School meal support was provided at Easter 2022 meaning that approximately £540,000 of the £3.702m has already been allocated to primarily those of working age with children. The recommendations seek to address those features of the funding requirements and guidance.
- 2.6 The Landscape of support has also changed significantly since the original announcement and decision was made meaning that the overall package of support available to citizens and the timing of that support is much clearer.
- 2.7 In the period since the announcement was made efforts have been directed towards distributing the Council Tax Energy Rebate as that is a significant sum of money and touches most households. In addition to that support Discretionary crisis support has been provided through the Local Welfare Provision scheme to over 500 households since the beginning of April this year.

As it stands today the support already provided directly and indirectly by Kirklees is as follows:

	Kirklees Citizens	Total
Additional local council tax support	18,000	£2.6m
Energy Rebate payments already made	116,620	£17.493m
Local Welfare Provision support already provided	600	£106,452
to households through the Kirklees local council tax reduction scheme	35,561	£34.2m
Equivalent Free School Meal support at Easter holidays 2022	18,000	£540,000
mainstream Local Welfare provision support through partners in the form food and clothing	c3500 food packs per month	£164,000
<b>Total</b>		<b>£55m</b>

A total of around £55m with a further £7.5m to be paid out in Energy Rebate payments over the coming two months.

2.8 The tables below set out the support destined for Kirklees citizens based upon the latest data arising from the Chancellors announcements on 26<sup>th</sup> May:

£326 to all citizens entitled to one of the following benefits to be paid between the 14<sup>th</sup> July and the end of July 22 – The remaining £324 to be paid in the Autumn :

	Kirklees Citizens	Total
Universal Credit	34,658	£11,298,508
income-based Jobseeker's Allowance (JSA)	778	£253,628
income-related Employment and Support Allowance (ESA)	12,115	£3,949,490
Income Support	1,375	£448,250
Pension Credit	9,043	£2,948,018
<b>Total</b>	<b>57,268</b>	<b>£18,669,368</b>

*It is unclear as to how many Tax Credit recipients will receive the two payments in Kirklees as some citizens receive both tax credit and one of the qualifying benefits above meaning they would only qualify for one payment.*

£150 to all citizens entitled to one of the following benefits:

	Kirklees Citizens	Total
Personal Independence Payment	22,072	£3,310,800
Attendance Allowance	7,830	£1,174,500
Disability Living Allowance	7,557	£1,133,550
<b>Total</b>	<b>37,459</b>	<b>£5,618,850</b>

A number of other lesser known disability benefits also produce an entitlement but the numbers in receipt in the borough are unknown with the numbers being very small in comparison.

£400 to all Domestic Electricity account holders to be credited to accounts in October 2022 :

	Kirklees Citizens	Total
Domestic properties	c190,000	£76m

- 2.9 The recommendations for use of the money announced in March seek to provide or supplement support for those most in need having regard to later funding packages described above and existing support mechanisms. Following later Government funding announcement in May and the discussion with Strategic Directors Cabinet requested that the decision come back to Cabinet for a discussion and decision.

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

#### **3.1 Working with People**

The payments will provide financial assistance to residents that qualify.

The Council will continue to ensure that households and individuals are aware of what the Council can do to provide advice, guidance and support at this time with the resources it has available.

To seek opportunities to work with people, partners and in places, to find alternative solutions and to provide resilience in communities with initiatives like “The Bread and Butter Thing” which has started in Chickenley, is to start in Dalton and will start in three other areas yet to be determined.

#### **3.2 Working with Partners**

Partners in the third sector will be critical in ensuring that those most vulnerable are aware of how they access this funding. We will ensure that partners are equipped to provide appropriate advice guidance and support

#### **3.3 Place Based Working**

There will be a need to directly engage with some residents that are hard to reach. We will continue to work with partners to maximise our community reach.

#### **3.4 Climate Change and Air Quality**

Not applicable

### **3.5 Improving outcomes for children**

Increases available household income so potentially reducing poverty as well as help towards food and fuel costs, and warm clothing.

### **3.6 Financial impact on people living and working in Kirklees**

Key issues are picked up in “Human Resources” and “Working with People “ above.

### **3.7 Other (e.g. Legal/Financial or Human Resources)**

#### **Financial**

Government has provided Household Support Grant Funding of £3.702m to the Council for the April to September period, and the proposals set out in this report are for its use over the period, in line with relevant Government guidance on grant use. The further announced £3.7m from October 2022 to March 2023 will be subject of further consideration by Cabinet, and subject to more detailed guidance by Government in due course.

#### **Legal**

The funding is a one-off contribution. It is to be treated as Local Welfare Provision for the purposes of any other decision though it is not itself a Local Welfare Provision payment.

It is important to note that any payments made out of this grant fund do not amount to payments made under section 1 of the Localism Act 2011. Ordinarily Local Welfare Provision payments are made under that section and then count as “public funds” for the purposes of immigration and would not therefore be available to those with no recourse to public funds. Payments made here will be made in accordance with the Grant Determination and are subject to the conditions set out by the Secretary of State in that determination.

#### **Human Resources**

We will use the Local welfare Provision team to deliver these interventions we will also work with schools to purchase and distribute the vouchers

## **4 Consultees and their opinions**

For the most part payments are to be made in accordance with the scheme as set out by government and are not subject to consultation.

## **5 Next steps and timeline.**

To commence payment activity as soon as is reasonably practicable.

## **6 Officer recommendations and reasons**

It is recommended that :

#### **Pensioners:**



At least one third of the funding must be used to support pensioners. One third of the available funding is to be used to target those pensioners in receipt of a Council Tax Reduction for the whole allocation of £1.23m. This is approx. 11,350 households and would be approx. £100 per household.

Officers will have established a method of payment for this cohort as part of the £150 energy rebate, and can identify them and use the same mechanism meaning that it is relatively simple to administer.

### **Households with Children:**

To award those families entitled to Free School Meals a one-off Cost of Living Payment of £70 per child. This will be badged as a one off cost of living payment rather than free school meal support. Whilst this increases support only for families with children of school age, those families will experience additional costs when children are not in school. Other households can receive support through the scheme available to all households.

This will result in total spend on Households with Children of £1.8m because of the £540,000 already allocated at Easter 2022.

### **All Households:**

Remaining balance of £650,000 to be utilised by:

- working with relevant partners/stakeholders/3<sup>rd</sup> sector organisations
- applications for support via Local Welfare Provision which will be assessed on a case-by-case basis to support families and individuals in need.

It is proposed that authority be delegated to the Strategic Director for Corporate Strategy, Commissioning and Public Health and Service Director for Children's Services, in consultation with the Corporate portfolio holder, Learning, Aspiration and Communities portfolio holder, and Service Director-Finance agree the mechanism for how the remaining £650,000 be used working with those relevant partners/stakeholders/3<sup>rd</sup> sector organisations

## **7. Portfolio Holder Comments:**

The Portfolio Holders agrees with the proposals as set out in this report.

## **8. Contact officer**

Julian Hobson – Senior Manager, Welfare and Exchequer Services

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

Cabinet HSF paper 5<sup>th</sup> April 2022

[https://democracy.kirklees.gov.uk/documents/s45861/Household Support 2022-23.pdf](https://democracy.kirklees.gov.uk/documents/s45861/Household%20Support%202022-23.pdf)

Cabinet decision

16th February budget papers – page 20 paragraph 2.11.7

<https://democracy.kirklees.gov.uk/documents/s45204/Budget%20Motion%20-%20Feb%2022.pdf>

**10. Service Director responsible**

Eamonn Croston – Service Director - Finance



**Name of meeting:** Cabinet

**Date:**

**Title of report:** Holmfirth Town Centre Access Plan

**Purpose of report:**

This report requests the endorsement to submit the scheme Full Business Case (FBC) to the West Yorkshire Combined Authority (WYCA) and subject to approval of the FBC by WYCA, Authorise scheme delivery and acceptance of further grant funding from WYCA.

<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>	Yes Spending exceeds £250k
<b>Key Decision - Is it in the <u>Council's Forward Plan (key decisions and private reports)?</u></b>	Key Decision – Yes Private Report/Private Appendix –No
<b>The Decision - Is it eligible for call in by Scrutiny?</b>	Yes
<b>Date signed off by <u>Strategic Director</u> &amp; name</b>	David Shepherd/Edward Highfield 27.06.22
<b>Is it also signed off by the Service Director for Finance?</b>	Eamonn Croston 21.06.22
<b>Is it also signed off by the Service Director for Legal Governance and Commissioning?</b>	Julie Muscroft 27.06.22
<b>Cabinet member <u>portfolio</u></b>	Cllr Eric Firth – Transport Portfolio

**Electoral wards affected:** Holme Valley South

**Ward councillors consulted:** Holme Valley South Councillors have been consulted throughout the Holmfirth Town Centre Access Plan engagements referenced in this report.

**Public or private:** Public

**GDPR** – no personal or sensitive data; or other information covered by GDPR is included in this report

## Summary

- 1.1 The proposed Holmfirth Town Centre Access Plan (HTCAP) aims to support economic growth through investment in the public realm and improvements at key junctions which focus on reducing current and forecast congestion, improving journey time reliability, and widening sustainable travel opportunities.
- 1.2 The HTCAP is a package of measures which includes upgrading of existing signal-controlled junctions, widening of footways, improvements to pedestrian crossings, inclusion of Electric Vehicle charging points, improvements to the public realm and around the river Holme, improvements to bus stop facilities, improvements to car parks and introduction of 20mph areas in the town.
- 1.3 This report requests the endorsement to submit the scheme Full Business Case to the West Yorkshire Combined Authority (WYCA) and, subject to approval of the FBC by WYCA, accept further grant funding from WYCA to allow scheme delivery. Scheme delivery is anticipated to commence in early 2023.

## 2. Information required to take a decision

### 2.1 Background & Existing Issues

- 2.1.1 Holmfirth is nestled in the Holme Valley on the north-eastern edge of the Peak District National Park approximately 6.5 miles south of Huddersfield. With Manchester approximately 25 miles to the west, Leeds c. 27 miles to the north and Sheffield 23 miles to the South-east the town is well positioned to serve commuters.
- 2.1.2 The A6024 and A635 are both strategic routes which link Huddersfield, Manchester, and Sheffield, as well as being crucial connector routes between Holmfirth and key local centres within the Holme Valley. Through Holmfirth, the roads form part of the West Yorkshire Key Route Network. The current Average Annual Daily Traffic (AADT) flows along the A6024/A635 Corridors are 11,500 and 7,460 respectively on a typical weekday.
- 2.1.3 Situated in the valley, the narrow road layout, tightly packed urban realm of the town, ascending valley sides and the topography of the immediate vicinity all act as significant constraints to the transport infrastructure and the options available to improve it.
- 2.1.4 Holmfirth railway station closed in 1965, leaving the nearest railway station now in the village of Brockholes 2.5 miles away. There are no direct pedestrian or cycle links between the station and Holmfirth, making this mode of transport unattractive to users.
- 2.1.5 There are several bus services between Holmfirth and Huddersfield, ranging from a service (X11) which only runs once per day on mid-week days to the 310 which runs approximately half hourly, with other services including one that runs at hourly intervals. Journey times range between 25 and 50 minutes.
- 2.1.6 Issues with the Holme Valley highway network include:
  - Severe congestion and poor journey time reliability in the AM and PM peak periods
  - Delays and unreliable journey times for bus services
  - Conflicts between turning movements and general traffic flow

- Accessibility impacts to employment, proposed housing sites and local town centre tourism
- Risk of flooding along the Corridor
- Poor air quality
- Poor quality public realm and landscaping, affecting pedestrians, cyclists and visitors

**2.1.7** The HTCAP scheme is a key element of the strategy to provide the area with the infrastructure it needs to support growth. It will deliver a package of measures which seeks to address the causes of vehicle-based congestion in Holmfirth town centre, thus improving journey times.

**2.1.8** In addition, the scheme presents an opportunity to make improvements to public realm with the creation of riverside enhancements and seating, links to the river and green infrastructure which will improve the quality of life for residents whilst improving the visitor / tourist experience, a key objective of the Holme Valley Neighbourhood Plan.

**2.1.9** The Holme Valley area is currently home to over 1,000 businesses in addition to a large number of sole traders and self-employed people. The 2011 Census data shows that a high proportion of residents commute to work outside of the immediate area. Most of these journeys are made by private car, adding to traffic congestion, and contributing to greenhouse gas emissions and poor air quality. Lack of employment opportunities, especially for the young means more people will have to look beyond the Holme Valley for work and gain experience.

**2.1.10** Significant value to the local economy is at risk of being lost if the road network does not have the capacity to facilitate the transformational growth opportunities currently identified in the Local Plan or in the Holme Valley Neighbourhood Plan.

**2.1.11** If the HTCAP scheme does not go ahead, the existing levels of traffic are likely to be exacerbated as car usage and road-based movements increase. The below table demonstrates the effect of 'Do Nothing' on forecast journey times (in minutes) in the existing highway network.

2022 Output	Weekday AM	Weekday PM	Saturday Peak
A6024 Northbound Upperthong Lane to Bridge Lane	04:14	05:06	06:03
A6024 Southbound Upperthong Lane to Bridge Lane	02:38	08:42	09:59
A6024/A635 Northbound Upperthong Lane to Back Lane	04:34	05:29	08:00
A6024/A635 Southbound Upperthong Lane to Back Lane	02:15	02:35	09:07
2037 Output	Weekday AM	Weekday PM	Saturday Peak
A6024 Northbound Upperthong Lane to Bridge Lane	06:24	07:29	09:06
A6024 Southbound Upperthong Lane to Bridge Lane	03:43	11:12	19:36
A6024/A635 Northbound Upperthong Lane to Back Lane	06:44	07:51	11:03
A6024/A635 Southbound Upperthong Lane to Back Lane	02:30	02:54	16:44

**2.1.12** The data in 2.1.11 clearly shows that by 2037, an increase of up to 10 minutes in journey times from 2022 can be expected through the town centre in the 'Do Nothing' scenario.

**2.1.13** The provision of the Holmfirth Town Centre Access Plan is a key element of the strategy to provide the Holme Valley area with the infrastructure it needs to support growth; it will enable the local road network to operate efficiently by reducing congestion and improving journey times to support economic growth.

## 2.2 Objectives and Options

### 2.2.1 The Scheme objectives are as follows:

Objective No.	Scheme Objective
1	Reduce congestion and improve accessibility to Holmfirth by improving journey times along through Holmfirth town centre by a minimum of 12% compared to the 2018 observed traffic data within 12 months of the scheme opening.
2	Support the aspirations of the Holme Valley Neighbourhood Plan to encourage tourism and increase Holmfirth's visitor appeal by improving pedestrian facilities within Holmfirth town centre.
3	To maintain the character of the Conservation Area, improving public realm and creating a Quality Place by using high quality materials during the delivery of the project.
4	To have a neutral impact on the Killed and Seriously Injured accidents by 2027 against the 2015 – 2019 baseline and where possible positively contribute to the West Yorkshire target to reduce Killed and Seriously injured casualties resulting from road traffic collisions by 42% by 2027.
5	To have a neutral and, where possible, positive impact on local Air Quality by not negatively impacting local air quality against the 2019 baseline.

- 2.2.2** The Holmfirth Town Centre Access Plan was initially presented to cabinet on 13th November 2018. The scheme was in development at this time and its central feature was the provision of a new highway link. The new link aimed to allow for the dilution of traffic over a wider area thus reducing traffic congestion in and around Victoria Street, A6204 and Towngate. This would benefit all travel modes and allow for a much-improved pedestrian environment not only on Victoria Street but within the wider area.
- 2.2.3** A preferred option was not in place at this time but was planned to emerge following a detailed economic assessment. The total available scheme budget was £4.9m.
- 2.2.4** Detailed scheme consultation with ward members, any affected landowners and key stakeholders was to follow in the near future. Full scheme engagement with the wider public and stakeholders was planned early in 2019.
- 2.2.5** The project team developed a list of potential interventions which could be delivered to address the transport problem in Holmfirth and meet the scheme objectives. Those interventions were scored and used to develop the scheme options.
- 2.2.6** Four initial options were developed for the Outline Business Case, including 'Do Nothing', Option 1 (Low Cost), Option 2 (High Cost) and Option 3 (Medium Cost). Options 1, 2 and 3 can be viewed in **Appendices 1-3**, respectively.
- 2.2.7** Option 1 (**Appendix 1**) was developed to deliver the minimum requirements to address the congestion issues experienced in Holmfirth. The scope of the option is localised to Victoria Street and its junction with the A6024 and therefore collectively those interventions would be expected to only have a minimal contribution to delivering the wider scheme objectives with congestion relief being the main benefit of the option. No third-party land or rights over third-party land was required.

**2.2.8** Option 2 (**Appendix 2**) was developed to maximize the potential to deliver the desired outcomes and meet the scheme objectives and as such the extent of the option covers most of the town centre. Interventions included making Victoria Street and Hollowgate one-way, introducing a link road through the Market Hall site and a second new link road through the Sorting Office site. The main costs associated with this scheme were land acquisition and the high costs of the bridge / viaduct structures required for the two link roads.

**2.2.9** Option 3 (**Appendix 3**) formed the basis of the Expression of Interest (EOI) submission for the project and was designed to have minimal impact on land, existing highway structures and service utilities whilst still meeting the scheme objectives. The option includes 11 of the 13 interventions included in Option 2, the exception being the provision of the link road through the Sorting Office site. The removal of the second link road, included in the High-Cost option meant an avoidance of land acquisition costs and a significant reduction in overall scheme costs.

**2.2.10** Following an appraisal, Option 1 (Low Cost) was rejected as it didn't deliver enough benefits to meet the scheme objectives. Option 2 (High Cost) was rejected due to the cost and deliverability challenges of the design. Option 3 (Medium Cost) was chosen as the preferred option as it was thought it could be delivered within the scheme budget whilst delivering the desired outcomes. On this basis Option 3 was to be progressed for further appraisal and consultation.

**2.2.11** After extensive public consultation on Option 3, feedback was broadly opposed to the scheme in this format, therefore Option 4 (Preferred Option) was developed, which comprises 7 of the 10 interventions included in Option 3 and still positively contributes to more than one scheme objective. The proposed link-road through the market hall site has been replaced with the extended car park and pedestrian facilities on the site.

**2.2.12** A full list of interventions included in the Preferred Option, viewable in **Appendix 4** can be found below:

- The demolition of the Market Hall and incorporation of a footway/cycleway link over the River Holme from Hollowgate to Huddersfield Road via the existing Market Hall site
- Reconfiguring the traffic signals on the A6024
- Changing the zebra crossing on Victoria Street to a signalised crossing
- Relocating the pedestrian facilities on Town Gate
- Improved pedestrian areas with conservation materials
- Removing parking bays on Victoria Street to widen footpaths which could create a 'café seating area'
- Extending the existing car park on Huddersfield Road, which could be used for festivals/pop up market
- Providing a dedicated Electric Vehicle charging point car park (including EV bikes)
- Improved road surfacing
- Introduction of a 20mph speed limit in areas of the town centre
- Plateau to slow traffic at the end of Rotcher Road
- Landscaping, new trees and planting

**2.2.13** The Preferred Option demonstrates Very High Value for Money and delivers significant journey time benefits.

- 2.2.14** The Holmfirth market operating out of the market hall was determined to be unsustainable in 2018. The Markets team has continued to provide the service since this time and is in the process of awarding the Holmfirth market tender to an operator who will operate the market at an alternative location. The changing of the market provider is not related to the Holmfirth Town Centre Access Plan and there will be continuous market provision, albeit at an alternative location.
- 2.2.15** The extension of the Huddersfield Road car park will provide electric car charging, improved disabled parking, bin storage to improve the Hollowgate street scene, and will have a dual usage as a market and event space through the 'pop up' electric and water units.
- 2.2.16** The Huddersfield Road car park improves the parking offering in the current car park, which is substandard in terms of space size, in addition the disabled spaces are to be relocated away from the sloped area to a more level location.
- 2.2.17** The loss of 4 parking spaces within the town centre will allow the creation of wider footways to enable visitors to move safely through the town centre. There is a lack of continuously paved, suitably wide routes between the west of Holmfirth and the town centre. This emphasises the importance of the installation of the wider bridge and introduction of pavements on Hollowgate to enable pedestrian and disabled access between Huddersfield Road and Victoria Street.
- 2.2.18** The bridge over the river Holme will now allow visitors to cross from Huddersfield Road to Hollowgate. This wider bridge will benefit from seating, planting and cycle parking whilst providing improved views to the river. The area will act as a meeting place and will form a link between events and markets taking place and Hollowgate and the Huddersfield Road car park.
- 2.2.19** To realise aims of the project, parking and loading must be rationalised within Holmfirth, this will see improvements to traffic congestion and journey times through the town centre. There are challenges in providing parking and appropriate pedestrian facilities within the limited space available, the scheme aims to strike a balance between the two.
- 2.2.20** The scheme also includes stepped access to the river Holme via the car park on Huddersfield Road, located on the ramp leading to the bridge to Hollowgate. This is a result of extensive and continued engagement with the charity River Holme Connections, who require river access for their work.
- 2.2.21** Design proposals for the stepped access were shared at initial planning consultation on 10<sup>th</sup> November 2020. Revisions have since been implemented in response to feedback from the Environment Agency and conditions stipulated in the Planning Decision notice from Planning Committee on 10<sup>th</sup> February 2022. The final scheme proposal can be viewed in **Appendix 5 (Final Scheme)**.
- 2.2.22** The Environment Agency have reviewed the stepped river access (condition 25) element of the final design. No objections were received in this feedback, a bespoke license to undertake works will be required.
- 2.2.23** In the initial plans the vacant site on Huddersfield Road adjacent to the New Holmfirth Park was to house 2 Rapid EV charging points and cycle storage, however this was deemed not possible by Northern Power Grid without an additional substation on this site, which limited space for parking and storage. Additionally, a Road Safety Audit was



undertaken for this proposal and raised issues with the interaction of pedestrians, cars and cyclists on this site.

**2.2.24** The decision was taken to remove the Rapid EV charging spaces at this location and operate it solely as a cycle hub. This design change, in addition to the improved safety elements and capacity for bike storage, has resulted in savings of £137,000.

**2.2.25** The **Final Scheme (Appendix 5)** is the proposal that has been progressed thus far.

## 2.3 Cost Breakdown

**2.3.1** The West Yorkshire Combined Authority (WYCA) West Yorkshire plus Transport Fund (WY+TF) have approved £5.17m of funding for development and delivery of the scheme.

**2.3.2** The below table details the current cost breakdown on the scheme:

Stage	Current Cost
Development	£1,205,466
Construction (Delivery)	£4,859,008
Land assembly	£165,737
Benefits Realisation	£114,480
Risk	£518,000
Contingency	£611,130
<b>Total Costs</b>	<b>£7,473,821</b>

**2.3.3** Operation and maintenance liabilities for the highway will fall to Kirklees Council. These latter costs have not been included in the cost estimate as they will become part of the maintenance and operations cost for the highway authority.

**2.3.4** These additional maintenance and renewal costs have been estimated at £1,392,181 over a 60-year period.

## 2.4 Modelling

**2.4.1** Numerous appraisals have been undertaken to evaluate the impacts and benefits of the scheme. A local transport model, using TRANSYT15 software, was developed to assess the performance of the existing Holmfirth Town Centre network and the preferred option, with survey data of traffic during peak hours from 2018.

**2.4.2** In order to forecast data for future years, TEMPro was employed using the NTEM 7.2 database. TEMPro is a software that allows viewing of journey forecasting; NTEM is the database containing the information needed to project these forecasts. The housing and job growth forecasts produced were compared with the same factors identified in developments in the Local Plan.

**2.4.3** The outcome of this comparison demonstrated similar levels of housing and job growth in both measures.

## **2.5 Impact on journey times**

**2.5.1** Using TRANSYT, the impact on journey times was assessed for two routes through the town centre, separately for each direction:

- A6204 Huddersfield Road (N/B) Upperthong Lane to Bridge Lane ('Route 1 N/B')
- A6204 Huddersfield Road (S/B) Upperthong Lane to Bridge Lane ('Route 1 S/B')
- A6204 Huddersfield Road from Upperthong Lane to A635 Town Gate at Bridge Lane (Route 2 N/B')
- A635 Town Gate from Bridge Lane to A6204 Huddersfield Road at Upperthong Lane (Route 2 S/B')

**2.5.2** The journey times produced from the TRANSYT model are displayed in the below table:

**2.5.3** The analysis below demonstrates that the Preferred Option provides significant benefits to journey times, both in the short and long-range forecasts.

**2.5.4** Further TRANSYT analysis shows that the majority of the journey time benefits are a result of replacing the zebra crossings on Victoria Street (immediately West of Hollowgate) and Towngate with puffin crossings. The switch to puffin crossings results in a small delay to pedestrians at these points, with the majority of pedestrians experiencing a delay of less than 30 seconds per crossing.

Option	2022 Saturday 11:00 to 12:00			
	Route 1 N/B	Route 1 S/B	Route 2 N/B	Route 2 S/B
Existing network	06:03	09:59	08:00	09:07
Proposed Scheme	01:33	01:27	02:01	03:10
	2022 AM Peak 07:45 to 08:45			
Existing network	04:14	02:38	04:34	02:15
Proposed Scheme	01:28	01:59	01:42	01:52
	2022 PM Peak 16:45 to 17:45			
Existing network	05:06	08:42	05:29	02:35
Proposed Scheme	01:29	02:03	01:46	02:00
	2037 Saturday 11:00 to 12:00			
Existing network	09:06	19:36	11:03	16:44
Proposed Scheme	04:32	03:01	04:57	02:25
	2037 AM Peak 07:45 to 08:45			
Existing network	06:24	03:43	06:44	02:30
Proposed Scheme	04:19	02:14	04:32	02:34
	2037 PM Peak 16:45 to 17:45			
Existing network	07:29	11:12	07:51	02:54
Proposed Scheme	01:38	04:56	01:56	03:02

## **2.6 Economic appraisal and Value for Money**

- 2.6.1** TUBA analysis was used to forecast the monetary benefits of the scheme. The preferred option is forecasted to deliver net additional Gross Value Added (GVA) of £2,183,000 (2010 values).
- 2.6.2** Additionally, using TUBA analysis the monetary value of benefits to Commuting and Other (road) Users is £18.1m (2010 values) for the preferred option, with a slightly beneficial impact on the reliability of the road network in the vicinity of the scheme.
- 2.6.3** Overall, using the Benefit Cost Ratio (BCR) and Value for Money assessments, the Preferred Option scored 'Very High' in the Value for Money Category with an initial BCR of 8.31.

## **2.7 Environmental Impacts**

- 2.7.1** An environmental appraisal was undertaken to demonstrate impacts of the scheme on the local environment, which includes noise, air quality, greenhouse gases, townscape, historic environment, biodiversity, and water environment.
- 2.7.2** The appraisal indicated slight to moderate benefits to the following factors: air quality, greenhouse gases, and townscape. Factors not impacted included landscape and biodiversity. Noise, heritage, and water environment are slightly adversely impacted.

## **2.8 Risk Management**

- 2.8.1** The project will be managed in accordance with the Kirklees Council Risk Management Strategy which sets out the Council's approach to Risk Management.
- 2.8.2** Additionally, due to funding from WYCA, Risk Management for the scheme will also meet the requirements of the WYCA Assurance Framework.
- 2.8.3** The scheme Risk Register will be maintained and reviewed on a quarterly basis throughout the project and revised as necessary, with appropriate mitigation measures applied.

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

### **3.1 Working with people**

- 3.1.1** Public engagement and consultation has been instrumental into shaping the scheme into the current proposal. At every stage of the scheme development, feedback from public engagement has been integrated into the proposals and as such has influenced significant change in the outcome of the scheme to achieve maximum benefit for the residents and businesses of Holmfirth. Ward Councillors have also been consulted with regularity throughout development.
- 3.1.2** Initial Consultation of the Local Plan and subsequent feedback provided numerous considerations which were factored into the early development stages of the scheme.

- 3.1.3** Two formal Public Engagement Exercises in March/April 2019 and September 2019 provided residents with a platform to influence the proposals for the scheme at that time. The original three scheme proposals were exhibited at the first engagement, attended by over 1000 people over three days and subject to comment and feedback. Additional communications were circulated both physically and online during this period.
- 3.1.4** An estimated 84,000 individuals were reached about the activity through the engagement website, as well as the Council's social media and communication channels, and an estimated 2,500 people participated.
- 3.1.5** The original preferred option (Option 3 – Medium Cost) was subject to widespread disapproval from the respondents, with 81.3% disagreeing that the intervention would achieve the aims of the scheme, including 61% of people who strongly disagreed.
- 3.1.6** The response and feedback from this engagement led to a revision of the plans, which led to the development of Option 4 – Preferred Option, which was again subject to public consultation in September 2019.
- 3.1.7** Ward members were informed of the progress of the proposals, in the form of emails and briefings with a final briefing before engagement went live on 1 September 2019.
- 3.1.8** Over 500 people attended the exhibition on 27 September 2019 after over 2000 letters were delivered informing people and businesses of the event. Letters were also delivered to various stakeholders of the scheme and promotion, via the Communication and Marketing teams, was undertaken online.
- 3.1.9** The revised proposal received a favourable response, as did the online survey in which 58% of respondents were in favour of the proposals.
- 3.1.10** Owing to persisting concerns from local ward members and the Holmfirth Business Association regarding changes to parking and loading arrangements on Victoria Street, a further consultation event was held on 21<sup>st</sup> January 2020. As a result, several design changes were implemented to alleviate these concerns.
- 3.1.11** The location of the loading bay has proven controversial with businesses on Victoria Street, because the scheme benefits of reduced journey times and congestion cannot be realised with parking and loading on both sides of the road. The preferred option has been shaped by the views of local businesses, analysis of delivery patterns and needs of the businesses on both sides of the road.
- 3.1.12** Site visits to view loading activities, coupled with survey data, have allowed analysis of delivery frequency and dwell time to demonstrate how the proposed configuration will provide for the needs of businesses, whilst benefiting flow of traffic on Victoria Street.
- 3.1.13** Following the above engagement events, local businesses and ward councillors have continued to be consulted on the proposals and feedback has been documented and continues to influence development of the scheme. The scheme has been designed in line with the feedback from the Place Standards survey, the results of which can be seen on the following webpage. <https://howgoodisourplace.org.uk/2022/03/15/your-voice-your-holmfirth-results/>

**3.1.14** The cycle hub design is a result of engagement with local cycle and community groups. Feedback indicated the location should be visible from the road and the adjacent 'cycle friendly cafe' Bloc, this will aid passive surveillance to give a feeling of security. The following businesses/groups were consulted:

- Bloc café management
- Cycle Campaign Group
- EPIKS e-bike hire scheme
- River Holme Connections
- Bikeability
- 3 Rivers
- Holmfirth Transition Town Group

**3.1.15** An Integrated Impact Assessment has been undertaken for the scheme and the outcome of this was positive and neutral for environmental and equality impacts respectively. The IIA can be seen in Appendix 7 and on the Council website - [Integrated impact assessments | Kirklees Council](#).

## **3.2 Working with partners**

**3.2.1** The project is funded through the Combined Authority's West Yorkshire Plus Transport Fund, and as such the scheme is being delivered in accordance with the WYCA Assurance Framework.

**3.2.2** The scheme project manager is also liaising with local business in Holmfirth to minimise disruption to trade, both short and long term. The third formal consultation event in January 2020 with the Holmfirth Business Association and local ward members was critical in ensuring this.

**3.2.3** Regular consultation with the Environment Agency (EA) has been critical in identifying potential disruption to local wildlife. Measures are in place to obtain relevant licencing for the works to avert ecological disruption during construction.

**3.2.4** Continued consultation with and feedback from River Holme Connections has influenced the inclusion of the stepped river access in the design proposals, which will assist in the environmental management of the river Holme.

**3.2.5** The Environment Agency have stipulated the need for a bespoke permit to undergo the works to integrate stepped access to the river. Consultation is ongoing with the intent to obtain the relevant permits needed to carry out this work.

## **3.3 Place Based Working**

**3.3.1** The scheme compliments the objectives outlined in the Holme Valley Neighbourhood Development Plan, such as improvements to traffic and enabling more people to work in the Valley through improved journey times and additional parking.

- 3.3.2** Holmfirth is a town with significant pedestrian footfall and significant tourism owing to its distinct heritage. The scheme provides significant improvements to pedestrian access through widened footways and new access between Huddersfield Road and Hollowgate, whilst also improving the aesthetic of Hollowgate with new dustbin storage under the extended car park, as well as soft landscaping and tree planting.
- 3.3.3** Improved travel times, Electric Vehicle charging points and improved pedestrian access contribute to the desired outcome of attracting people and business into the area and increasing employment opportunities.
- 3.3.4** The Holme Valley Neighbourhood Development Plan identifies a need for additional, affordable housing in the Valley; the increased road network capacity and reduced travel times provided by the scheme will assist in accommodating this increase in demand and reduce the impact of congestion.
- 3.3.5** Working with the public and ward members has been critical in ensuring the best outcome for the residents of Holmfirth and as such public engagement activities have significantly shaped the scheme development to date.

### **3.4 Climate Change and Air Quality**

- 3.4.1** Poor air quality is a significant public health issue, and recent Nitrogen Dioxide level monitoring indicates that the air quality in the Holmfirth town centre is poor, with levels just below the maximum objective threshold set in the National Air Quality Strategy.
- 3.4.2** The proposed scheme mitigates the impact of air pollutants by improving the flow of traffic and reducing the amount of stop/start traffic which is a particular influence on air quality.
- 3.4.3** The proposed green infrastructure also helps reduce the atmospheric concentration of carbon by locking it up in both soils and vegetation.
- 3.4.4** The scheme design interventions complement the recently adopted Kirklees Council Air Quality Strategy (2019-2024).
- 3.4.5** The scheme is anticipated to have relatively minimal carbon impacts during construction as a result of the relatively small physical scope of the scheme and no notable vegetation clearance is required to deliver the scheme.
- 3.4.6** The Preferred Option includes the provision of four Electric Vehicle (EV) fast charging points and further charging points and storage for Electric Bikes. This will support the use of more sustainable modes of transport in the Holmfirth area. There is scope in the future for further implementation of EV rapid charging points in the Market Hall car park.
- 3.4.7** Improved bus journey times in and out of Holmfirth will help make this sustainable mode of travel more attractive.

### **3.5 Improving outcomes for children**

- 3.5.1** Improved journey times by bus and car will have a positive impact on travelling to school and colleges both in the Holme Valley and between Holmfirth and Huddersfield.

**3.5.2** Improvements to air quality in the town centre will help ensure a healthy start in life.

### **3.6 Other (e.g. Legal/Financial or Human Resources)**

**3.6.1** The current commercial estimate for the scheme is £7,473,821 which includes risk and contingency.

**3.6.2** There is a funding shortfall of £2,300,000. This will not be attained through further funding from WYCA and will be funded from the Council's Capital Plan. The shortfall between the scheme forecast and available WYCA grant will be met from the Council borrowing previously introduced in the Capital Plan to underwrite and match fund identified West Yorkshire plus Transport schemes.

**3.6.3** After discussion and voting by ward councillors at Planning Sub-Committee on 10<sup>th</sup> February 2022, planning permission was granted for demolition of the Market Hall and extension of the car park and pedestrian bridge on 4<sup>th</sup> March 2022.

## **4. Next steps and timelines**

- September 2022 - Full Business Case (FBC) submission
- December 2022 – FBC+ submission
- December 2022 - Construction contract award
- January 2023 – Construction start
- January 2024 – Scheme completion

## **5. Officer recommendations and reasons**

It is recommended that Cabinet:

1. Endorse Option 4 Appendix 5 Final Scheme.
2. Endorse the submission of the Full Business Case to the West Yorkshire Combined Authority (WYCA) and, subject to approval by WYCA, give approval to progress the scheme to delivery.
3. Accept Grant funding of £5,173,821 from the West Yorkshire Combined Authority.
4. Approve Council Capital Plan contribution funded from Council borrowing of £2,300,000.
5. Approve a spending tolerance of circa 15% (£1,129,130) of forecast cost (£7,473,821), to be funded through the Council's capital plan.
6. Delegate all decisions to enable delivery of the scheme to the Strategic Director of Growth and Regeneration.
7. Authorise the Service Director – Legal, Governance and Commissioning to enter into any instrument required to be executed to facilitate delivery of the scheme.

## **6. Cabinet Portfolio Holder's recommendations**

In full support of this scheme and commend it to cabinet.

## **7. Contact officer**

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Project Manager  
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01484 221000

**8. Background Papers and History of Decisions**

West Yorkshire Transport Fund – Scheme Principles (9<sup>th</sup> February 2016)  
WY+TF Schemes Update  
Cabinet 13 November 2018  
Kirklees Council Strategic Planning Committee decision (10 February 2022)

**9. Service Director responsible**

Edward Highfield  
Service Director, Skills & Regeneration

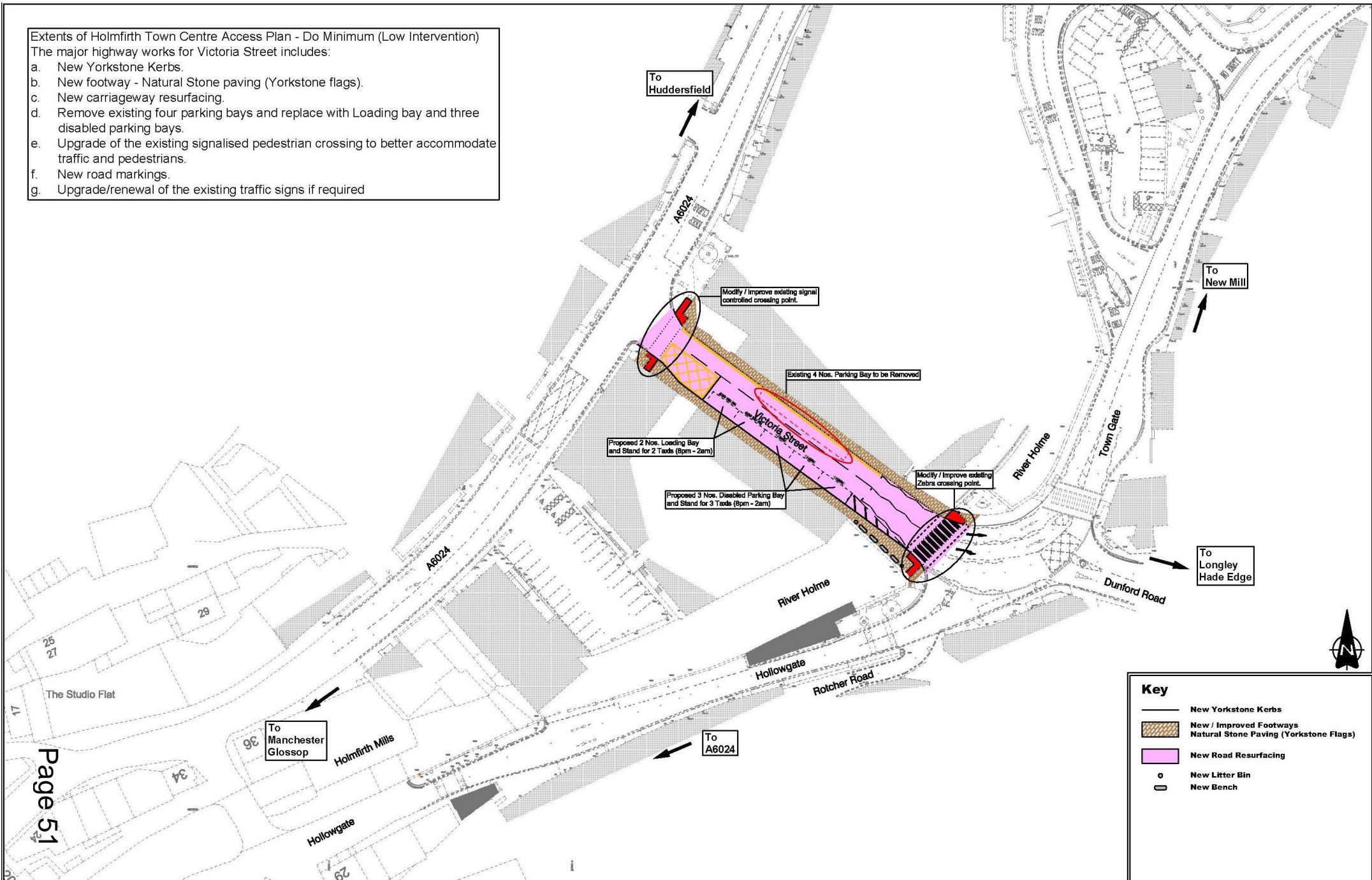


## Appendix 1 – Option 1 (Low Cost)

Rejected at options appraisal as proposal did not deliver enough benefits to meet scheme objectives

Extents of Holmfirth Town Centre Access Plan - Do Minimum (Low Intervention)  
 The major highway works for Victoria Street includes:

- New Yorkstone Kerbs.
- New footway - Natural Stone paving (Yorkstone flags).
- New carriageway resurfacing.
- Remove existing four parking bays and replace with Loading bay and three disabled parking bays.
- Upgrade of the existing signalised pedestrian crossing to better accommodate traffic and pedestrians.
- New road markings.
- Upgrade/renewal of the existing traffic signs if required



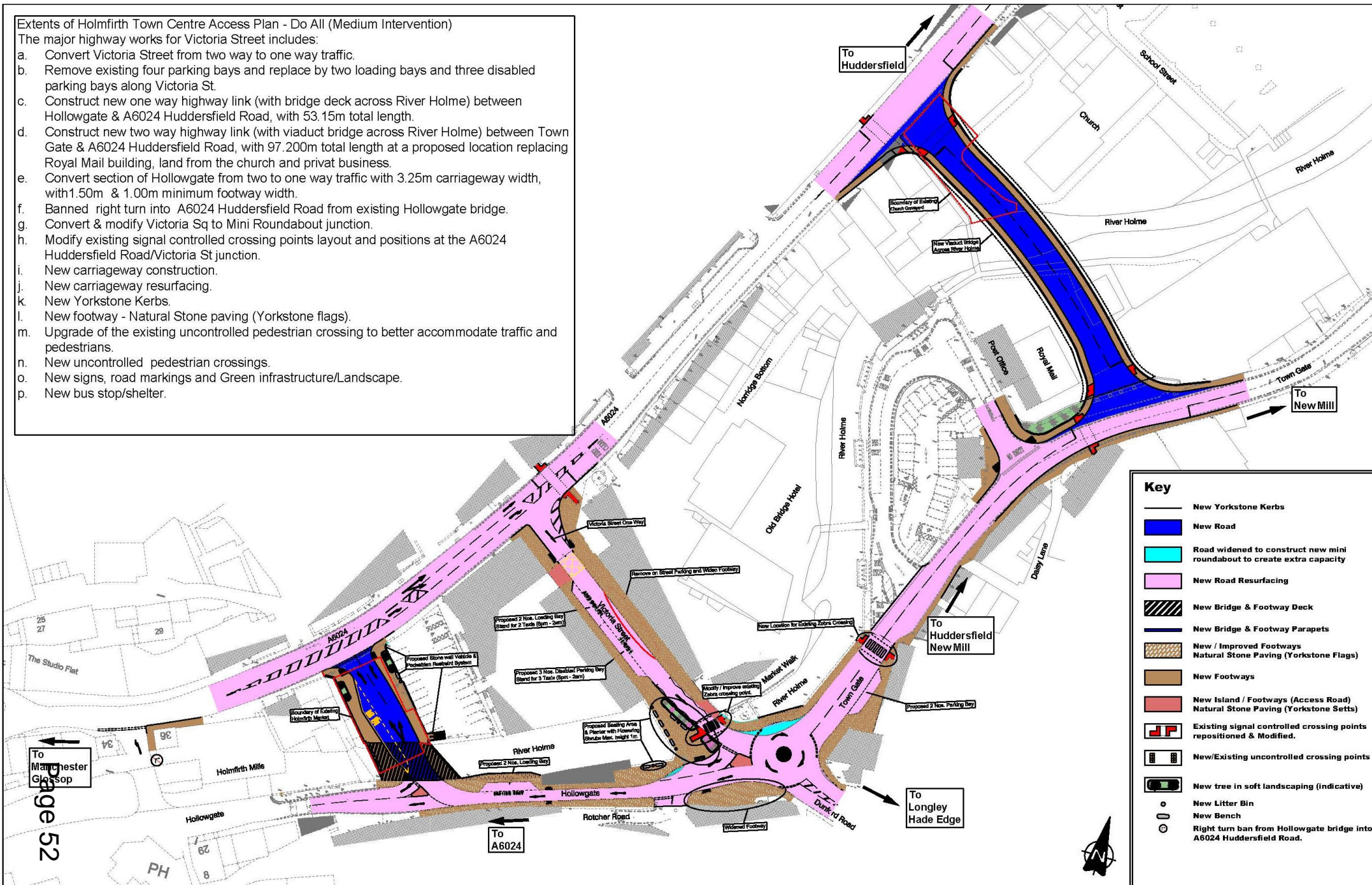
## Appendix 2 – Option 2 (High Cost)

Rejected at options appraisal due to the cost and deliverability challenges of the design

### Extents of Holmfirth Town Centre Access Plan - Do All (Medium Intervention)

The major highway works for Victoria Street includes:

- Convert Victoria Street from two way to one way traffic.
- Remove existing four parking bays and replace by two loading bays and three disabled parking bays along Victoria St.
- Construct new one way highway link (with bridge deck across River Holme) between Hollowgate & A6024 Huddersfield Road, with 53.15m total length.
- Construct new two way highway link (with viaduct bridge across River Holme) between Town Gate & A6024 Huddersfield Road, with 97.200m total length at a proposed location replacing Royal Mail building, land from the church and private business.
- Convert section of Hollowgate from two to one way traffic with 3.25m carriageway width, with 1.50m & 1.00m minimum footway width.
- Banned right turn into A6024 Huddersfield Road from existing Hollowgate bridge.
- Convert & modify Victoria Sq to Mini Roundabout junction.
- Modify existing signal controlled crossing points layout and positions at the A6024 Huddersfield Road/Victoria St junction.
- New carriageway construction.
- New carriageway resurfacing.
- New Yorkstone Kerbs.
- New footway - Natural Stone paving (Yorkstone flags).
- Upgrade of the existing uncontrolled pedestrian crossing to better accommodate traffic and pedestrians.
- New uncontrolled pedestrian crossings.
- New signs, road markings and Green infrastructure/Landscape.
- New bus stop/shelter.



Key	
	New Yorkstone Kerbs
	New Road
	Road widened to construct new mini roundabout to create extra capacity
	New Road Resurfacing
	New Bridge & Footway Deck
	New Bridge & Footway Parapets
	New / Improved Footways Natural Stone Paving (Yorkstone Flags)
	New Footways
	New Island / Footways (Access Road) Natural Stone Paving (Yorkstone Sets)
	Existing signal controlled crossing points repositioned & Modified.
	New/Existing uncontrolled crossing points
	New tree in soft landscaping (indicative)
	New Litter Bin
	New Bench
	Right turn ban from Hollowgate bridge into A6024 Huddersfield Road.

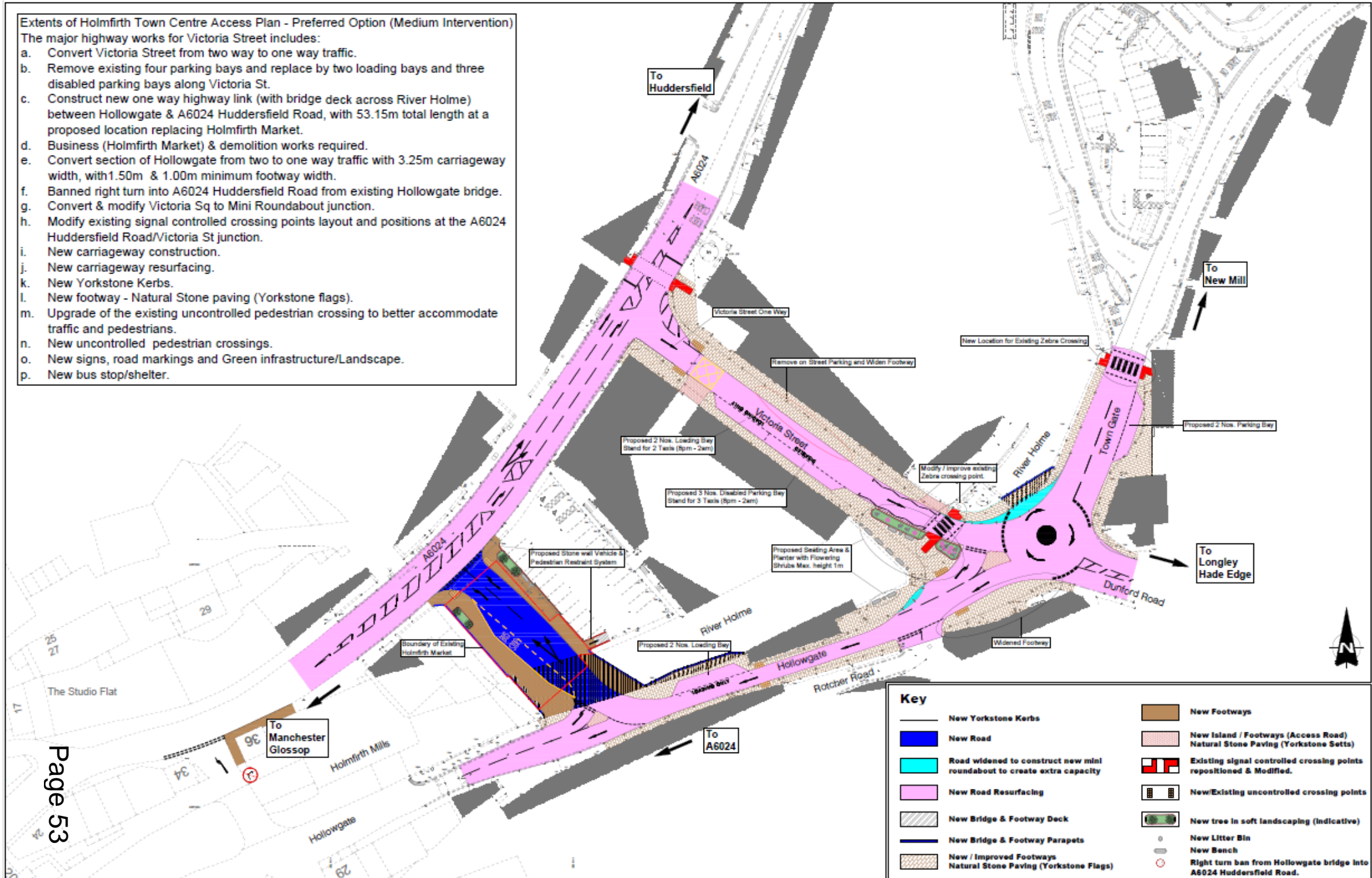
# Appendix 3 – Option 3 (Medium Cost)

Subjected to public consultation in **March/April 2019** and subsequently revised to **Option 4 (Preferred Option)**

## Extents of Holmfirth Town Centre Access Plan - Preferred Option (Medium Intervention)

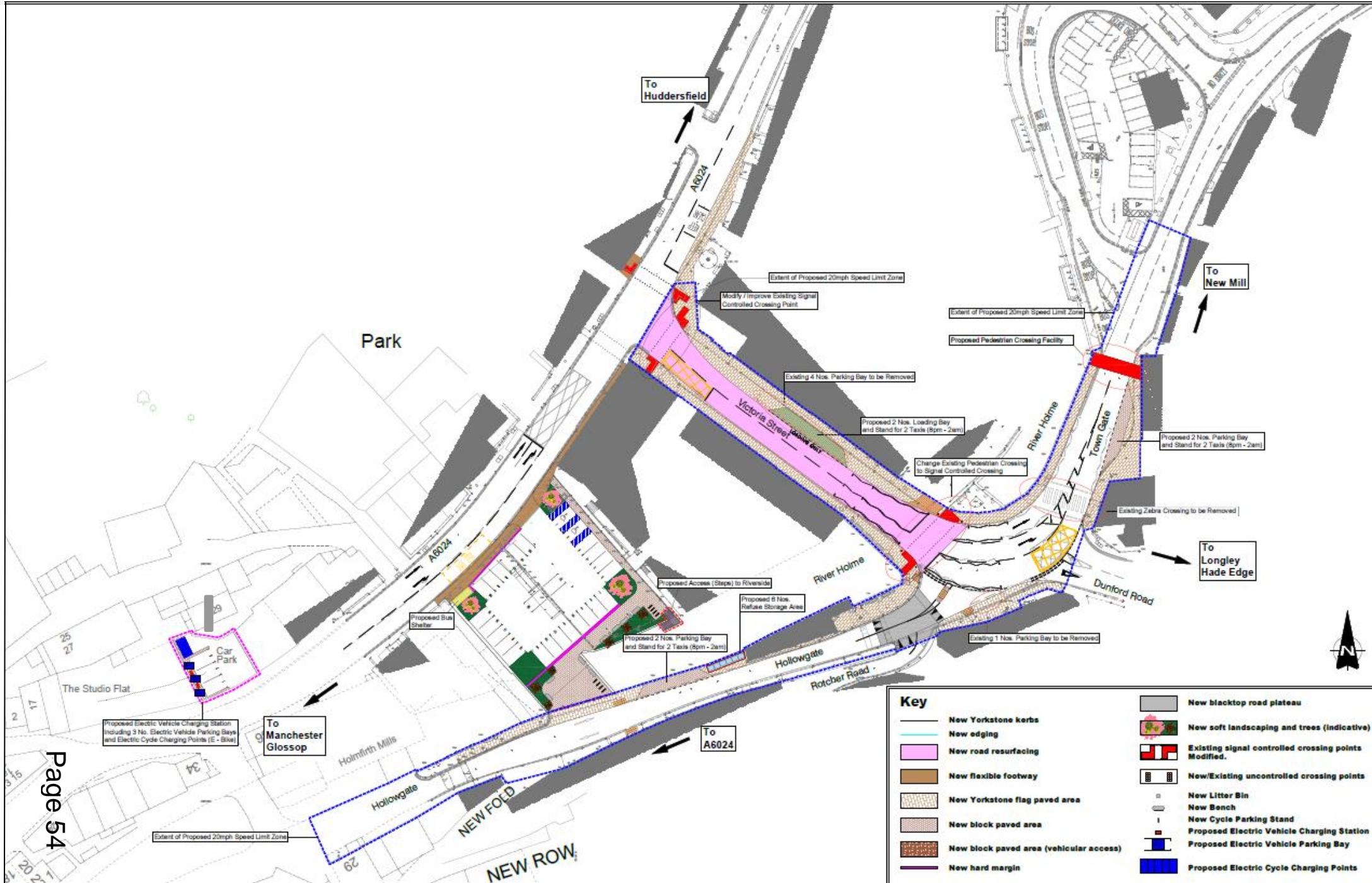
The major highway works for Victoria Street includes:

- Convert Victoria Street from two way to one way traffic.
- Remove existing four parking bays and replace by two loading bays and three disabled parking bays along Victoria St.
- Construct new one way highway link (with bridge deck across River Holme) between Hollowgate & A6024 Huddersfield Road, with 53.15m total length at a proposed location replacing Holmfirth Market.
- Business (Holmfirth Market) & demolition works required.
- Convert section of Hollowgate from two to one way traffic with 3.25m carriageway width, with 1.50m & 1.00m minimum footway width.
- Banned right turn into A6024 Huddersfield Road from existing Hollowgate bridge.
- Convert & modify Victoria Sq to Mini Roundabout junction.
- Modify existing signal controlled crossing points layout and positions at the A6024 Huddersfield Road/Victoria St junction.
- New carriageway construction.
- New carriageway resurfacing.
- New Yorkstone Kerbs.
- New footway - Natural Stone paving (Yorkstone flags).
- Upgrade of the existing uncontrolled pedestrian crossing to better accommodate traffic and pedestrians.
- New uncontrolled pedestrian crossings.
- New signs, road markings and Green infrastructure/Landscape.
- New bus stop/shelter.



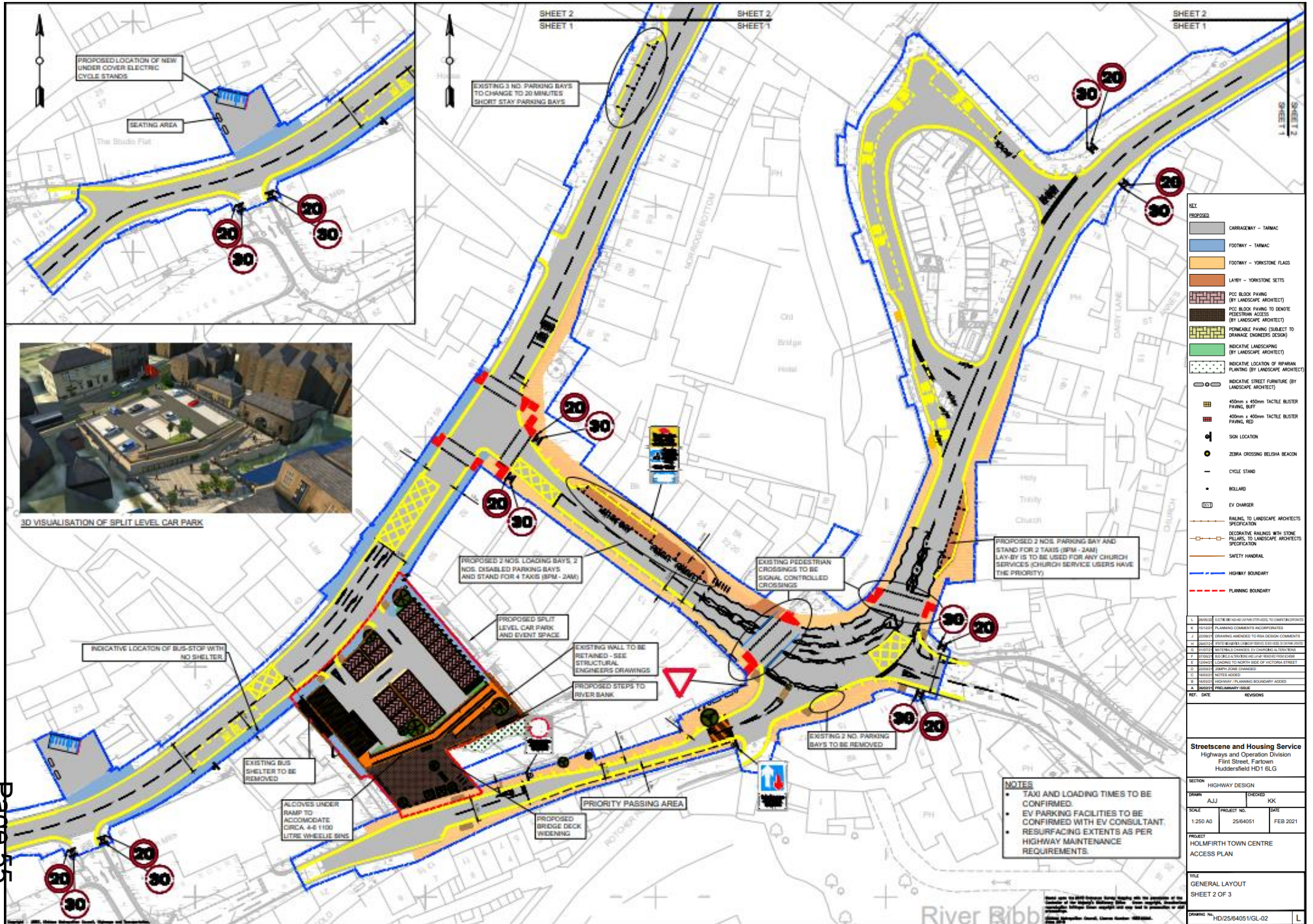
# Appendix 4 – Option 4 (Preferred Option)

Subjected to public consultation in **September 2019**. Progressed with EV car park revisions to **Final Scheme**.

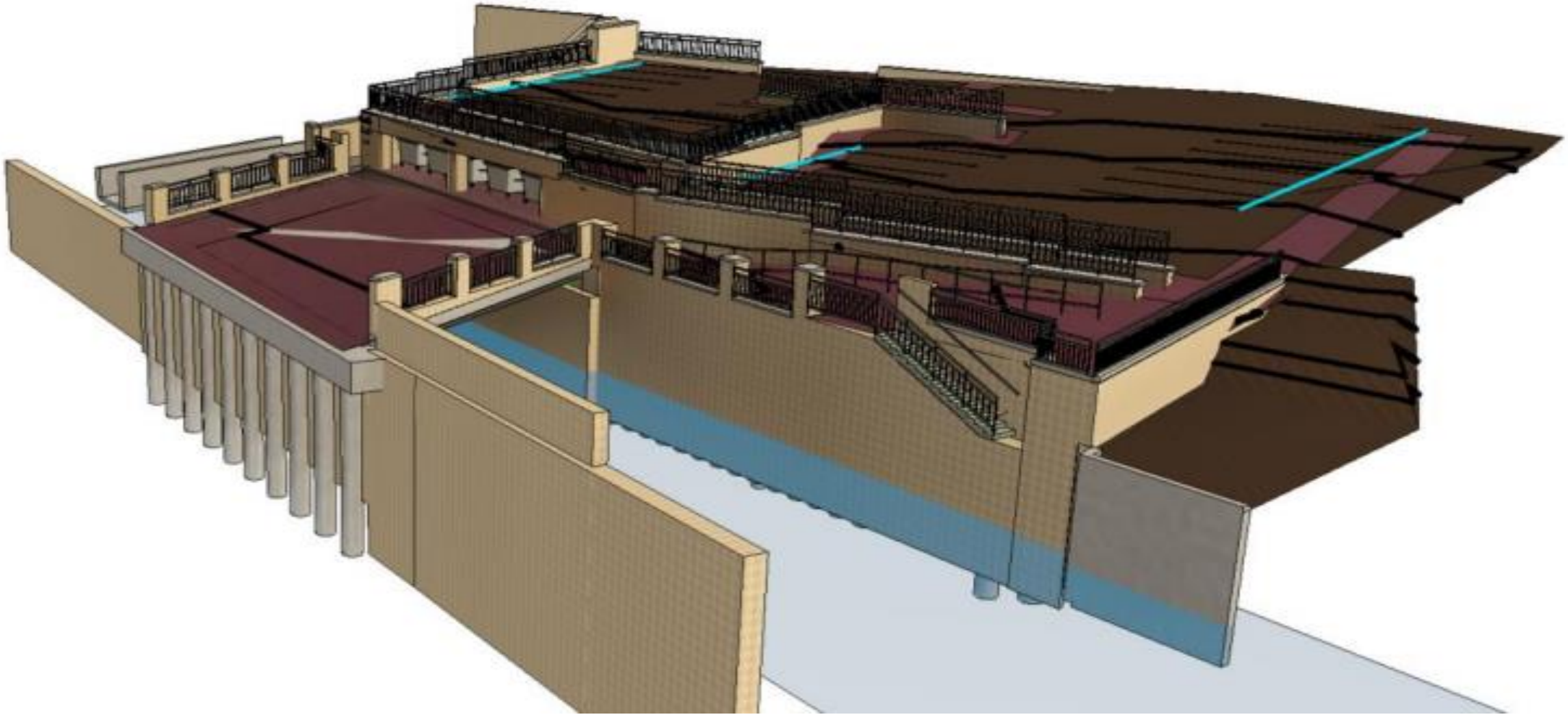


# Appendix 5 – Final Scheme

Includes all interventions from the Preferred Option, with a cycle hub replacing the EV car park on Huddersfield Road.



Appendix 6 – Stepped River Access design plans



## Appendix 7 – Integrated Impact Assessment



Summary	Equalities	Environment	Engagement
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### PROJECT DETAILS

**Name of project or policy:**

**Directorate:** Growth and Regeneration  
**Senior Officer responsible for policy/service:** Richard Hollinson

**Service:** Major Projects  
**Lead Officer responsible for EIA:** Andy Raleigh

**Specific Service Area/Policy:** Major Transport Schemes  
**Date of EIA (Stage 1):** 03/06/2022

**Brief outline of proposal and the overall aims/purpose of making this change:**

The Holmfirth Town Centre Access Plan will see highway and public realm improvements throughout the town centre. The plan includes the demolition of the former market hall building and extension of the adjacent Huddersfield Road car park.

Kirklees Council, in partnership with the West Yorkshire Combined Authority (WYCA), is developing the scheme to:

- Create a more attractive environment for residents, businesses, and visitors
- Improve efficiency and journey time reliability for all road users
- Ease traffic congestion
- Create better access for residents, businesses and visitors.

Theme	Calculated Scores						Stage 2 Assessment Required
	Proposal	Impact	P + I	Mitigation	Evidence	M + E	
Equalities	6	3.9	9.9	0	4	4	No
Environment		3.5	3.5	5	4	9	No

### NATURE OF CHANGE

WHAT IS YOUR PROPOSAL?	Please select YES or NO
To <b>introduce</b> a service, activity or policy (i.e. <b>start</b> doing something)	YES
To <b>remove</b> a service, activity or policy (i.e. <b>stop</b> doing something)	NO
To <b>reduce</b> a service or activity (i.e. <b>do less</b> of something)	NO
To <b>increase</b> a service or activity (i.e. <b>do more</b> of something)	NO
To <b>change</b> a service, activity or policy (i.e. <b>redesign</b> it)	YES
To <b>start charging</b> for (or increase the charge for) a service or activity (i.e. ask people to <b>pay</b> for or to pay more for something)	NO



WHAT LEVEL OF IMPACT DO YOU THINK YOUR PROPOSAL WILL HAVE ON...	Level of Impact Please select from drop down
Kirklees <b>employees</b> within this service/directorate? (overall)	Neutral
Kirklees <b>residents</b> living in a specific ward/local area?	Positive
Please tell us which area/ward will be affected:	Holme Valley South
<b>Residents</b> across Kirklees? (i.e. most/all local people)	Positive
Existing <b>service users</b> ?	Positive



Each of the following groups?		Please select from drop down
<i>(Think about how your proposal might affect, either positively or negatively, any individuals/communities. Please consider the impact for both employees and residents - within these protected characteristic groups).</i>		
...age	What impact is there on Kirklees <b>employees</b> /internal working practices?	Neutral
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Positive
...disability	What impact is there on Kirklees <b>employees</b> /internal working practices?	Neutral
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Very Positive
...gender reassignment	What impact is there on Kirklees <b>employees</b> /internal working practices?	Neutral
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Neutral
...marriage/ civil partnership	What impact is there on Kirklees <b>employees</b> /internal working practices?	Neutral
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Neutral
...pregnancy & maternity	What impact is there on Kirklees <b>employees</b> /internal working practices?	Neutral
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Very Positive
...race	What impact is there on Kirklees <b>employees</b> /internal working practices?	Neutral
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Neutral
...religion & belief	What impact is there on Kirklees <b>employees</b> /internal working practices?	Neutral
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Neutral
...sex	What impact is there on Kirklees <b>employees</b> /internal working practices?	Neutral
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Neutral
...sexual orientation	What impact is there on Kirklees <b>employees</b> /internal working practices?	Neutral
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Neutral
...those in poverty or low-come	What impact is there on Kirklees <b>employees</b> /internal working practices?	Neutral
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Positive
...unpaid carers	What impact is there on Kirklees <b>employees</b> /internal working practices?	Neutral
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Positive



WHAT LEVEL OF IMPACT DO YOU THINK YOUR PROPOSAL WILL HAVE ON...	Level of Impact Please select from drop down
Kirklees Council's <b>internal practices</b> ?	Neutral
Lifestyles of those <b>who live and work in</b> Kirklees?	Positive
<b>Practices of suppliers</b> to Kirklees council?	Positive
<b>Practices of other partners</b> of Kirklees council?	Positive

Each of the following environmental themes? (Please select from the drop down list)			
	People	Partners	Places
... clean air (including Climate Changing Gases)	Positive Score: 1	Positive Score: 1	Positive Score: 1
... Clean and plentiful water	Neutral Score: 2	Neutral Score: 2	Neutral Score: 2
... Wildlife and habitats	Neutral Score: 2	Neutral Score: 2	Neutral Score: 2
... Resilience to harm from environmental hazards	Positive Score: 1	Neutral Score: 2	Positive Score: 1
... Sustainability and efficiency of use of resources from nature	Positive Score: 1	Positive Score: 1	Positive Score: 1
... Beauty, heritage and engagement with the natural environment	Positive Score: 1	Positive Score: 1	Neutral Score: 2
... Resilience to the effects of climate change	Positive Score: 1	Neutral Score: 2	Positive Score: 1
... Production, recycling or disposal of waste	Neutral Score: 2	Neutral Score: 2	Positive Score: 1
... Exposure to chemicals	Neutral Score: 2	Neutral Score: 2	Neutral Score: 2

Have you taken any <b>specialist advice</b> linked to your proposal? (Legal, HR etc)?	Yes
Do you have any <b>evidence/intelligence</b> to support your assessment (in section 2) of the impact of your proposal on...	No
...employees?	Yes
...Kirklees residents?	No
...service users?	Yes
...any protected characteristic groups?	Yes
<p>Please list your <b>equalities</b> evidence/intelligence here [you can include hyperlinks to files/research/websites]:  Outline Business Case (OBC) for this scheme outlines the expected impact on some of the protected characteristics, including improving pedestrian access for elderly people with mobility issues and those living with a disability and in wheelchairs by widening footways and relocating crossings.</p> <p>At present, there are areas of Holmfirth town centre with pavement widths of 0.78m, which is insufficient for access for wheelchair users or two people walking side-by-side i.e., parent and child. The scheme proposal will deliver pavement widths that are nearly doubled in most cases and allow sufficient room for access for all users. This will also provide a benefit to parents with small children, both in prams and walking side-by-side, as currently there is insufficient width in several places in the town centre to allow this, all of which are being rectified in the scheme.</p> <p>The operation of the Holmfirth market will continue without interruption. The market will take place at an alternative location during the work period and will the aim to return to the site following construction.</p> <p>There will be a benefit to those in poverty/on low income by improving access in and out of the town centre and reducing journey times to neighbouring towns and cities, including Huddersfield - enhancing employment opportunity.</p> <p>Unpaid carers will also benefit from the reduced journey times, reducing scheduling pressures for carers.</p>	

	Please select from drop down
To what extent do you feel you are able to mitigate any potential negative impact of your proposal outlined on the different groups of people?	FULLY
To what extent do you feel you have considered your Public Sector Equality Duty?	FULLY

Environmental Themes	
Have you taken any <b>specialist advice</b> linked to your proposal?	Yes
... Kirklees Council practices?	No
Do you have any <b>evidence/intelligence</b> to support your assessment (in section 2) of the impact of your proposal on...	Yes
... resident and worker lifestyles?	Yes
... Practices of Supplier to Kirklees Council?	No
... Practices of other Kirklees Council partners?	Yes

Please list your environmental evidence/intelligence here [you can include hyperlinks to files/research/websites]:  
 An ecological appraisal, climate change statement and flood risk evaluation have all been carried out in relation to this scheme by consultants Wardell Armstrong. The ecological appraisal did not highlight any significant risk to local wildlife; except for possible disruption to bat habitats; a survey is scheduled to take place this summer and subsequent habitation measures to ensure minimal disruption. A Biodiversity Management Plan has been produced for the scheme and details that bat, bird, and bee boxes will be installed during development.

The Climate Change statement highlights the most likely environmental factors that will affect the development as a result of climate change, such as increased temperatures and precipitation. Suggested mitigation measures for temperature increases include landscaping (which is part of the proposal) including drought-resistant plant life.

Mitigation measures for the reduction of carbon emissions include onsite reuse of suitable materials, relocation of street furniture, storage of items for reuse in future and use of precast products. There are clear objectives within the scheme to improve the local air quality by reducing vehicle dwell times at junctions in the town centre due to improved traffic controls. Additionally, the provision of EV charging points and a cycle hub encourages less polluting means of travel in Holmfirth.

The Flood Risk report for the scheme concluded that the proposed development will not increase flood risk elsewhere and will help to reduce flood risk locally, by removing the existing bridge pier. This is a significant measure mitigating the effects on climate change.

Part of the proposals include improved river access to the River Holme for River Holme Connections, who help maintain the natural environment of the river and keeping it free of obstructions which could damage wildlife and increase flood risk..

	Please select from drop down
To what extent do you feel you are able to mitigate any potential negative impact of your proposal on the environmental issues identified?	TO SOME EXTENT

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**Name of meeting: Cabinet (Reference to Council)**

**Date: 5 July 2022**

**Title of report: Inclusive Communities Framework**

**Purpose of report:**

For Cabinet to:

1. Note the contents of the Inclusive Communities Framework (ICF) as recommended by the Communities Board;
2. Decide whether to recommend that the Council adopts the ICF as part of the Article 4 Policy Framework (to be determined at Council); and
3. Decide whether to support the implementation of the ICF (if adopted).

<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>	Yes  <b>If yes give the reason why</b>  The Inclusive Communities Framework will impact all electoral wards.
<b>Key Decision - Is it in the <u>Council's Forward Plan (key decisions and private reports)</u>?</b>	<b>Key Decision – No</b>  <b>Private Report/Private Appendix – No</b>
<b>The Decision - Is it eligible for call in by Scrutiny?</b>	Yes
<b>Date signed off by <u>Strategic Director</u> &amp; name</b>	Mel Meggs 24/06/2022
<b>Is it also signed off by the Service Director for Finance?</b>	Eamonn Croston 23/06/2022
<b>Is it also signed off by the Service Director for Legal Governance and Commissioning?</b>	John Chapman 23/06/2022
<b>Cabinet member <u>portfolio</u></b>	Cllr Carole Pattison Learning, Aspiration and Communities

**Electoral wards affected:** All

**Ward councillors consulted:** Yes via political groups

**Public or private:** Public

**Has GDPR been considered?** Yes

## 1. Summary

As organisations we face challenges in how we work with communities. Often, we do not hear all the voices from the range of people that we need to, losing the valuable experiences that will help us shape better services and places. It is easy to fall into always talking to the same people, and missing people due to their age, background, where they live or their ability to attend a meeting. Our services must respond to a growing diversity of people and ensure we can respond to all their needs collectively and not working in isolation.

The ICF was commissioned by partners on the Communities Partnership Board and is the product of partnership working and engagement, supported by Council officers.

The ICF provides a partner-produced strategic approach to building cohesive communities. It acts as a guide to all Kirklees partners to play their part in talking and listening to communities and, where possible, working out together how to address challenges and unequal access and build on what works. It is guided by the following principles, the pillars of working inclusively:

1. **Belief** that communities hold solutions, with skills and knowledge that is valuable and will help us achieve our shared goals
2. **Build belonging and trust** with and between our diverse communities on shared interests and challenges, celebrating what is good in local places
3. **Care** about what matters to local communities and own our shared actions that give us a collective purpose to make a change

In addition, to support implementation, the ICF provides a toolkit consisting of:

- underpinning knowledge;
- links to useful reference material;
- Our 5 Inclusive Approaches;
- statements;
- examples;



- checklists; and
- a self-evaluation tool to enable reflection on practice and a continuous learning loop.

The Council is one of the organisations considering the adoption of the ICF. As with other partnership strategies (e.g. the Joint Health & Wellbeing Strategy), these are approved at partnership level and then considered for adoption in each individual organisation (e.g. the Council, the police, etc.). The relevant governance processes of each organisation are then used to monitor its implementation in each organisation. The ICF will follow this model, with scrutiny therefore able to take a role in monitoring the Council's implementation of the ICF within Council services.

It is proposed that for the Council the ICF will replace what was previously called the Cohesion Strategy. This is in the Council's Policy Framework as per Article 4 of the constitution. For this reason, the decision about whether the Council adopts the ICF will be made at Full Council.

Article 4 can be found in Part 2 of the Council's constitution – Articles of the Constitution - and details the responsibilities of scrutiny, cabinet and council in relation to the Policy Framework.

More information can be found at:

[The Constitution | Kirklees Council](#)

[Constitution Part 2 Articles of the Constitution \(kirklees.gov.uk\)](#)

## **2. Information required to take a decision**

### **Background**

#### *Partnership discussions*

The commissioning of the ICF by the Communities Board was the result of various partnership and community discussions in recent years.

Before the pandemic the Council began conversations with partners and communities about cohesion and how they experienced the Council's approach. It became clear that partners thought we focused cohesion activity through a very narrow lens and presented cohesion as a 'problem to be fixed'. This, and our experiences working alongside

communities during Covid, allowed for reflection on the role of large organisations like the Council and who was best placed to address cohesion in communities.

The Council were given some very clear messages by partners and communities:

- A range of factors influence how people feel about cohesion, and being included is one of them
- If a wide range of partners create the right inclusive conditions, then communities have a much better chance of being cohesive.
- Do not keep asking us the same questions when we have already told you what is important
- Being included means: knowing neighbours and feeling connected; a feeling of being treated fairly; being safe; having access to opportunities through good education and employment; and being heard and able to influence

Prior to these conversations, people had already told the Kirklees Democracy Commission that they want to be part of 'ongoing conversations, not stop-start consultations' about what happens locally. Furthermore, other discussions with communities, the Council, and partners led to the agreement of the 'Working Alongside' shared value, which describes how we all want to work together to make our local places even better.

### *Council priorities*

The co-production of the ICF was included in our 2021/23 priorities, as set out in Our Council Plan ([link](#)).

In Our Council Plan (2021/23) ([link](#)), we set out how we want everyone to be proud of the communities in which they live, feel happy, be safe, and get on well. Enabling people to get actively involved in their neighbourhoods and the decisions that affect them will create stronger communities and a more cohesive district. Under a new 'Shaped by People' shared outcome, we also set out ([link](#)) how we want everyone to be able to take part in making the places where they live, work and play better. We said we want to know people in our communities well and understand and appreciate what we and others can offer, to help people be able to get help when they need it. We stated that people should feel valued, respected, involved and listened to.

To deliver on this, we committed to ‘support our communities to live well together’ by ‘co-producing a partnership Inclusive Communities Framework to help to achieve safe and cohesive outcomes’, including a guide on how to put principles into action and a framework for how all partners contribute to the building blocks of inclusive communities ([link](#)). The ICF delivers on this commitment.

### **How it will make a difference**

The ICF is guided by the following principles, the pillars of working inclusively:

1. **Belief** that communities hold solutions, with skills and knowledge that is valuable and will help us achieve our shared goals
2. **Build belonging and trust** with and between our diverse communities on shared interests and challenges, celebrating what is good in local places
3. **Care** about what matters to local communities and own our shared actions that give us a collective purpose to make a change

To support implementation and improvement against these principles, the ICF provides a toolkit consisting of:

- underpinning knowledge;
- links to useful reference material;
- Our 5 Inclusive Approaches;
- statements;
- examples;
- checklists; and
- a self-evaluation tool to enable reflection on practice and a continuous learning loop.

Organisations who adopt the ICF, including the Council (if agreed), will use these tools to self-evaluate and support their improvement activities.

Through these tools and practices, the ICF enables an improved way of working with communities, shifting away from siloed approaches that focus on fixing problems or communities, and addressing root causes. It aims to simplify what organisations need to do by providing a structure to how we work, rather than requiring changes to organisational policy and strategy. The ICF therefore provides a way for organisations to still be responsible for their own delivery, policy and impact measures whilst also emphasising their accountability for how these are done through inclusive ways of working. The framework approach provides a wrap around for organisations to be able to actively see how well their actions contribute to inclusive communities. It offers a more mature way of engaging with communities and marks a shift towards 'doing with' not 'to' across the system.

For Kirklees Council, implementation will include shifting our own work around cohesion to role model the ICF principles and approaches.

### **Connections with other Council and partnership strategies**

The ICF is one of four 'top-tier' strategic documents currently in development, setting out how we will achieve our shared outcomes in partnership. The other four are the: Joint Health & Wellbeing Strategy, the Economic Strategy, and the Sustainable Environment Strategy.

As well as the other top-tier strategies, it will also support the delivery of:

- Our Council Plan (2021-23), especially action under the Safe & Cohesive, Shaped by People, and Efficient & Effective outcomes
- Inclusion & Diversity Strategy (2021-23), by complementing its focus on changing the way the Council works with a focus on external engagement and partnership working
- Communities Partnership Plan 2022 – 2027, particularly strategic priority 3: Building Resilient and Inclusive Communities. It will do this by enhancing cohesion and inclusion in programmes of work.

The ICF will be instrumental in supporting the development and implementation of the next iterations of these strategies too.

### **Expected impact**

Effective implementation will lead to:

- Members of the community at the centre of our approach
- Greater resilience within communities
- Improved and in-depth understanding of communities in Kirklees, their lived experience, and the complexity of the issues they experience.
- More evidence and insight data to inform future service delivery
- More efficient and effective allocation of resources
- Easier for services to provide an immediate response whilst holding in sight the long-term solutions and need for collaboration
- Improved learning and development across organisations
- A more partnership-led, whole system, and organisational approach to building a sense of belonging in and across communities.
- More celebration of what's in our communities
- More pride and belonging
- Better local integration of services and place-based working.

## **Evaluation**

In terms of monitoring adoption, self-evaluation, and progress across partners:

- Each organisation will be responsible for self-evaluating with the ICF self-evaluation tool and monitoring its own self-improvement through its own governance structures
- The Communities Board will monitor the impact and implementation of the ICF across partners and will develop a partnership improvement plan

Scrutiny has been asked to consider its role in the Council's implementation of the ICF. At the time of writing this report, the meeting had not taken place, but feedback will be incorporated into the Council's ICF implementation plans.

In addition to monitoring the ICF via self-evaluation, as set out in Our Council Plan, through survey-based methods of measurement and flexible and informal group conversations, we will continue to monitor the proportion of adults feeling they get on well together and the proportion of adults feeling safe. The ICF will play a part in influencing these measures.

## **Risks and mitigation**

There are some risks across partner organisations that will be monitored by the Communities Board:

- The challenges of the emerging post-Covid landscape and its social pressures increasing the risk that services (Council and wider) focus more on the 'immediate' at the expense of long-term strategic development
- Shifting organisational priorities might mean that organisations choose not to adopt the ICF and its principles or are unable to implement it
- Leadership and accountability are directed by siloed budgets

To manage these risks, the Communities Board might consider:

- Promoting proper use of the self-evaluation toolkit
- Ongoing leadership development
- Communities Board approaches to leadership and accountability at the highest level, building on the existing commitment from senior leaders to work collaboratively and realise and enable the capacity in our communities as key to sustainable long-term changes
- Additional support in the first year for organisations to complete their self-evaluation, and development of the resulting implementation and support action plan. These plans will be held by each partner and require appropriate resources and ongoing accountability.

### **Sustainability**

The ICF pillars, inclusive ways of working, and the ongoing implementation and support work demand a continuing dialogue with communities which will ensure the framework remains live and dynamic as part of each organisation's self-improvement activities.

### **Cost breakdown**

There are no specific costs identified in the ICF.

### **Timescale**

5-year Framework with an annual self-evaluation cycle.

### **Integrated Impact Assessment (IIA)**

An IIA has been carried out and is included in the documents.

In summary, based on involvement in the partnership discussions listed above, a social cohesion roundtable, and the evaluation of the Kirklees Community Champions

Programme 2021, officers have judged that the impact will be neutral on the environment and very positive on employees, residents, and service-users across all protected characteristics (age, disability, gender reassignment, marriage/civil partnership, pregnancy and maternity, race, religion and belief, sex, sexual orientation, and unpaid carers) and those who live in poverty or have low-incomes. Because of this, a Stage 2 assessment was not required.

### **Consultees and their opinions**

Communities Board have steered the development activity throughout, supported by a strategic reference group of key partnership leaders. This group has had oversight of development and offered constructive advice throughout the process. Each organisation involved has been tasked with feeding back to their teams information developed via the collaborative work (in 'Design Circles') for further comment and refinement.

In addition, the following groups have been engaged as part of the development process:

- Informal scrutiny (03/02/2022)
- Executive Team (07/06/2022)
- Communities Board (14/06/2022)
- Leadership Management Team (20/06/2022)
- Overview and Scrutiny Management Committee (28/06/2022)
- Third Sector
- Health
- Education services
- Council services, including Senior Leadership Teams in all Council directorates
- Political groups

Feedback from these fora has been incorporated into the final version of the framework.

NB: at the time of writing this report, the OSMC meeting had not taken place.

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

### **• Working with People**

As set out above, at its heart, the ICF is about the relationships between organisations (of which the Council is one) and the communities we serve.

- **Working with Partners**

Developed in collaboration with partners, the ICF will be partnership owned and will offer direction for the inclusive work of any partners who adopt the ICF. It marks a wholesale shift to all partners playing their part.

- **Place Based Working**

The ICF centres on working with communities in their places and reviewing and monitoring relevant insight and data. It has a focus on relationships and connectivity within a place.

Through our Place-Based Working Programme, we are changing our council's relationship with local people, so that we can enable more people to shape their communities as citizens, and not just deliver services to customers.

When we talk about having a 'place-based' approach, we mean working with and alongside our citizens and partners, where they are. It's about recognising and celebrating our unique local places and communities, their strengths and aspirations. Above all, it's about putting our relationships first and growing trust. We don't always have to be the people doing things or deciding things. Our role is also about enabling others to act.

Place based working involves meeting people and communities where they are on their journey (whether this is emotionally, mentally, physically or geographically). So it's not only about where we are in Kirklees – it's about where we are in our lives and where we are in relation to each other. We all want to live in places where everyone can trust each other.

The ICF fully supports this approach.

- **Climate Change and Air Quality**

No direct impact on climate change or air quality.

As part of the suite of top-tier strategic documents, the ICF will support the development and delivery of the Sustainable Environment Strategy (currently in development). It will provide guidance to including communities in the development



and delivery of that work.

By adopting the pillars and inclusive approaches we will hear more from the people who are most adversely impacted by climate change in its broadest sense.

- **Improving outcomes for children**

Children will be positively affected as part of the wider impact on communities.

We know that strong and inclusive communities are a protective factor for our children.

Through our community-based family support, and support for care leavers we know that a feeling of belonging is critical for children and young people.

- **Financial implications for the people living or working in Kirklees**

No direct financial implications for people living or working in Kirklees.

As part of the suite of top-tier strategic documents, the ICF will support the development and delivery of the Inclusive Economy Strategy (currently in development). It will provide guidance to including communities in the development and delivery of that work.

By adopting the pillars and inclusive approaches we will hear more from people living or working in Kirklees about how they are affected by our decisions.

- **Other (e.g. Legal/Financial or Human Resources)**

No immediate financial or legal implications but there will be ongoing calls on partners' human resources to enable and support the inclusive approaches. This may have an impact on time needed for appropriate staff development.

#### **4. Next steps and timelines**

13/07/2022 Council

14/09/2022 Communities Board

September 2022 onwards – implementation across Council and partners who adopt the framework.

All council services and partners who adopt the ICF will be expected to adopt and follow the principles and approaches outlined in the framework

The Council's annual self-evaluation, alongside those of Partners, will be reported to Communities Board and progress towards working more inclusively will be monitored.

## **5. Officer recommendations and reasons**

That Cabinet:

1. Notes the contents of the Inclusive Communities Framework (ICF) as recommended by the Communities Board;
2. Recommends that the Council adopts the ICF as part of the Article 4 Policy Framework (to be determined at Council); and
3. Supports the implementation of the ICF (if adopted).

## **6. Cabinet Portfolio Holder's recommendations**

I would wish to commend the officer recommendations.

The ICF is a new and positive approach to building inclusive communities, through ongoing conversations and understanding and it helps to achieve our goal of inclusive resilient communities with a sense of belonging.

Cllr Carole Pattison

Cabinet Portfolio Holder for Learning, Aspiration and Communities

## **7. Contact officer**

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

- Informal scrutiny date 03/02/2022 – discussion on the ambitions of the ICF
- Kirklees Council Executive Team 07/06/2022:
  - o recommendation to Council to adopt the ICF
- Communities Board 14/06/2022:
  - o approval of the content of the ICF
  - o recommendation to partners to adopt the ICF
- Leadership Management Team 20/06/2022
  - o recommendation that the Council adopt the ICF
- Overview & Scrutiny Management Committee 28/6/2022
  - o discussion on the implementation of the ICF if adopted

## **9. Service Director responsible**

Jill Greenfield

Service Director for Customer & Communities

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# Inclusive Communities Framework

2022

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## SECTION 1 – INTRO, VISION AND FOREWORD FROM CHAIR OF THE COMMUNITIES PARTNERSHIP BOARD

### FOREWORD FROM CHAIR OF THE COMMUNITIES PARTNERSHIP BOARD, CLLR CAROLE PATTISON

March 2020 altered our lives forever. We were asked to, “stay at home and save lives,” as the UK was put into lockdown because of the coronavirus pandemic. A feeling of uncertainty was felt across the country and many doors were closed. One part of our lives that did not shut and in fact, was enhanced, was our communities. Individuals, local organisations, community and faith groups, organised themselves with one common goal, to help one another.

From doing shopping for their neighbours, to medication collections, to phone calls with isolated people and offering lifts to vaccination appointments, communities made a difference. One of the reasons we saw communities deliver such innovative solutions to the challenges we faced, was because communities knew themselves best.



As we have now moved past the height of covid, there is an appetite in Kirklees for organisations to further build on the power of communities from the past couple of years. The Communities Partnership Board wants to work with partner organisations and the people of Kirklees, to achieve our vision for inclusive communities and by doing so, improve the lives of our residents.

An inclusive community is where all people have a sense of security, connection and belonging. They enable everyone to participate and contribute, they value diversity and are resilient, proud, and welcoming. We recognise that a community that reflects these ideals does not just happen. It takes hard work and perseverance. Everybody contributes to inclusive communities, not just one organisation, group or institution.

For these reasons, we have followed a partnership-based approach to develop our Inclusive Communities Framework. Produced in collaboration with public, voluntary and community sector organisations from across the district, the Inclusive Communities Framework (ICF) articulates a set of core principles and approaches that organisations can use as a guide to move forward, with our communities, on the journey towards inclusivity. These principles and approaches will help organisations understand the communities they serve and will help to break down the barriers that continue to exist for some people.

For this framework to change the lives of people in Kirklees, we need senior leaders from all partner organisations to champion this approach. They can drive the delivery of inclusivity through the work they are responsible for and set the standard for leadership, which inspires others to work in this way. I will hold senior leaders to account and I will expect them to do the same to me. When we equally challenge and support each other, we see the outcomes we desire.

Inequality directly impacts our efforts to create inclusive communities. Inequality creates barriers to employment and opportunity and, whilst this framework alone will not resolve the causes and impact of inequality, it does contribute to overcoming barriers faced by communities.

The pandemic demonstrated how powerful a sense of belonging in our local place can be and I want us to harness this belief and use it to change lives in Kirklees.

**Cllr Carole Pattison**

Chair, Communities Partnership Board



## **SECTION 2 – PARTNERSHIP FOREWORD FROM CHAIR OF THE THIRD SECTOR LEADERS (TSL)**

### **PARTNERSHIP FOREWORD – INCLUSIVE COMMUNITIES FRAMEWORK**

Inclusive communities are everyone's business – the Chair of the Communities Partnership Board makes that case very clear in her foreword and it is one I am more than happy to support as the Chair of Third Sector Leaders. We know that when we collaborate to achieve improvements when working with the communities we serve, we have far greater impact than any one organisation working in isolation – hence the partnership approach to the development of the Inclusive Communities Framework.

One of the most important aspects of the Inclusive Communities Framework concerns the importance of leadership. Our responsibility as leaders of organisations which operate within our communities, cannot be overestimated, including how we create the conditions enabling leadership by and within communities.

An inclusive community is one where everyone feels empowered to speak up and make changes.

It is the duty of those in leadership roles to create these conditions via the work of their organisations and the example they set – the mindsets and behaviours of our leadership need to embody the principles, approaches and practices outlined in the Inclusive Communities Framework, to ensure we make progress on the journey towards inclusive communities.

We must therefore consistently communicate the progress, expected outcomes of our approach and successes, to build trust and foster a sense of belonging within and amongst our communities – inclusive communities are everyone's business!

**Andy Petrie**

Chair, Third Sector Leaders

## SECTION 3 – WHAT WE ARE TRYING TO ACHIEVE WITH AN INCLUSIVE COMMUNITIES FRAMEWORK

The Inclusive Communities Framework is an approach developed in partnership to building communities, where all people have a sense of security, connection and belonging<sup>1</sup>. Where these conditions exist, a place is more likely to have resilient and inclusive communities.

The framework is a tool to enable us, as organisations and services in Kirklees, to work together and be better aligned, with a common approach.

The framework is informed by the 'Working Alongside' shared values, which describe how the Voluntary and Community Sector organisations (VCS) Kirklees Council and health partners want to work together, to make our local places even better. It also helps the council and our partners work towards achieving the 'Shaped by People' shared goal. This new shared, strategic outcome, created by citizens in local places across Kirklees, is all about enabling everyone to be an active citizen.

Inclusion cannot be seen in isolation. Inequality plays a direct role in undermining efforts to create inclusive, cohesive communities. Inequality impacts on a person's sense of belonging, by creating barriers to work, good health and a clean and safe environment to live.

Whilst this framework alone will not resolve the causes and impact of inequality, it does contribute to overcoming barriers faced by communities. We have seen, through the localised response to the covid-19 pandemic, how impactful inclusive, connected and resilient communities can be, when we all work together for a common purpose and how powerful a sense of belonging can be.

People are found to have higher levels of trust, better relations with other people and are more actively engaged in their communities, where investment in cohesion and inclusion takes place. This has been evidenced in the 'Beyond Us and Them' research project, details of which can be found via this link:

[Beyond Us and Them: societal cohesion in the context of covid-19](#)

Before the pandemic, the council began conversations with partners and communities about cohesion and how they experienced our approach. It became clear that this focused cohesion activity through a very narrow lens, presented cohesion as a 'problem to be fixed'. This allowed for reflection on the role of large organisations like the council and understanding who was best placed to address cohesion in communities. It was made clear to us that if we, as a collective, created the right inclusive conditions, then communities had a much better chance of being cohesive. The council were given some very clear messages:

- Do not keep asking us the same questions when we have already told you what is important.
- A range of factors influence how people feel about cohesion, being included is one of them.
- Being included meant knowing neighbours and feeling connected; a feeling of being treated fairly; being safe; having access to opportunities through good education and employment; being heard and able to influence.

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<sup>1</sup> [Pillars-of-Community.pdf \(centreforsocialjustice.org.uk\)](#)

## **PLACE-BASED ENGAGEMENT – WORKING WITH PEOPLE IN LOCAL PLACES**

Through our Place-Based Working Programme, we are changing our council's relationship with local people, so that we can enable more people to shape their communities as citizens and not just deliver services to customers.

When we talk about having a 'place-based' approach, we mean working with and alongside our citizens and partners, where they are. It's about recognising and celebrating our unique local places and communities, their strengths and aspirations. Above all, it's about putting our relationships first and growing trust. We don't always have to be the people doing things or deciding things. Our role is also about enabling others to act.

Place-based working involves meeting people and communities where they are on their journey (whether this is emotionally, mentally, physically or geographically). So it's not only about where we are in Kirklees – it's about where we are in our lives and where we are in relation to each other. We all want to live in places where everyone can trust each other.

People told our Democracy Commission that they want to be part of 'ongoing conversations, not stop-start consultations' about what happens locally. In response, we developed a new Citizen Engagement Framework, which includes using the Place Standard Tool to have conversations about any place (it could be your street, neighbourhood or town). The conversations are often hosted by local groups or councillors and they can happen in any setting, which is enabling more people to be included in conversations about their place. The results give us some clear messages about belonging and influence.

All the activities and results are available online at: [How good is our place?](#)

What we have been told and what we have experienced, working alongside communities during the pandemic, underpins the Inclusive Communities Framework and forms the basis for our work to build relationships and approaches with all our communities and services, which meet local need. We need to ensure our ongoing conversations with communities are co-ordinated, shared, amplified and inclusive.

Equipping staff to have the skills and confidence to work alongside communities and feel empowered to do so, is key in this journey.

There has been no better time than now, to build on the momentum of the community response to the pandemic within Kirklees. However, inclusion does not just happen, it is an active process. It will take planning, thought and intention to create the conditions in Kirklees for inclusive communities.

Partners and services each have their own unique identity and ways of doing things; it is important for this diversity to be retained across the district – it reflects our communities and we have learnt that one size does not fit all. Creativity and innovation come from a place of psychological safety, the assurance that it is ok to try new things, to work together in new ways and to be honest when things go wrong.

Many of us working with communities – particularly grassroots organisations and community anchors – already do this well and have been kind in sharing approaches and good practice, as part of the development of this framework.

The Inclusive Communities Framework brings all this learning together and provides a wraparound framework to support good practice, providing guiding principles, approaches, a toolkit and methods for assessing our impact, which we can all use to weave inclusion into our work. The ICF supports all services in Kirklees to work inclusively with communities and enables local place-based planning and action.

We hope that colleagues, community groups, anchor organisations and statutory services, will refer to the ICF at the early planning stages of any new work with communities and apply it to existing work. The ICF will help us to think and reflect on the work we are doing and seek inspiration and ideas. The toolkit will enable us to sense check our overarching approach and build in evaluation of our work, to measure what we have done and help inform improvements next time around.

The Communities Partnership Board will oversee and monitor the impact of the Inclusive Communities Framework. Individual organisations and services will, through evaluating work undertaken with communities, determine personalised framework implementation and action plans to improve or enhance practice. The ICF can be scaled up or down and can be applied in a way that is proportionate to the task. System leadership will be key to the framework's success in enabling a positive and consistent approach to our work with communities.

## SECTION 4 – SUPPORTING A STRATEGIC APPROACH – KIRKLEES TOP TIER STRATEGIES

We have a shared vision for Kirklees. For it to be a district that combines a strong, sustainable economy with a great quality of life – leading to thriving communities, growing businesses, high prosperity and low inequality where people enjoy better health throughout their lives.

This vision is supported by eight shared outcomes, and we recognise changes in any one of these outcomes impacts others. For example, a population that is more healthy and well means a stronger workforce and a more sustainable economy, and a sustainable economy means more disposable income to help children to have the best start in life. There are countless other examples.

We also have a shared commitment to tackling inequalities, where outcomes for local places and communities are unfair and unequal.

Our top-tier strategies are partnership-led. They explain where we are at in Kirklees – what our opportunities and challenges are, what we most need to do to improve, and the role each of us has to make this happen together. These are the Joint Health and Wellbeing Strategy, Inclusive Economy Strategy, and Environment Strategy while the Inclusive Communities Framework provides an approach to working with communities for these strategies, supporting activity in all areas to contribute to more inclusive communities and a sense of belonging. Like our outcomes, success in one strategy depends on the others.



With a shared sense of purpose, we can bring our collective insight, expertise, and resources together to achieve greater impact and make our local places even better

## **SECTION 5 – CREATING THE INCLUSIVE COMMUNITIES FRAMEWORK**

The Inclusive Communities Framework is a partnership commitment to inclusion across the district and as such, has been a collaborative process, co-created with partners and facilitated by Belong – The Cohesion and Integration Network.

Groups and services were invited to attend and participate in a series of half-day ‘Design Circles’, each of which focused on an aspect of working inclusively.

Participants shared examples of their practice, local insight and discussed what works well in Kirklees, against a backdrop of national research.

From these Design Circles the guiding principles, inclusive approaches and methods for assessing impact evolved. These form our framework and the toolkit included.

Further detail about the Design Circle approach can be found in [Appendix I](#).

## SECTION 6 – KIRKLEES PILLARS OF WORKING INCLUSIVELY

### KIRKLEES PILLARS OF INCLUSIVE WORKING

Our three guiding principles are the pillars that underpin our approaches to building an inclusive community:

- **Belief that communities hold solutions**, with skills and knowledge that is valuable and will help us achieve our shared goals.
- **Build belonging and trust**, with and between our diverse communities on shared interests and challenges, celebrating what is good in local places.
- **Care about what matters to local communities** and own our shared actions that give us a collective purpose to make a change.

These pillars were distilled from the work by partners involved in the Design Circle as foundational touchstones to developing inclusive communities in Kirklees. Partners felt that these pillars were readily transferable to what organisations already have in place, that they were aspirational and that they would focus our collective intention.



## SECTION 7 – TOOLKIT

### WHY A TOOLKIT?

The ICF Toolkit is drawn from best practice across Kirklees partners, as well as supported by national evidence and research on what works, to develop inclusive communities.

We have been able to describe **five inclusive approaches that constitute the Kirklees way of doing things**, that would demonstrate that agencies are putting the principles into action – they are **trusting, equalising, celebrating, communicating and connecting**.



The Inclusive Communities Toolkit provides opportunities for partners across Kirklees to systematically adopt the five inclusive approaches, which will ensure that we all have the confidence, competence and ability to measure how we play our part in inclusive communities. It is designed to provide a reference guide that can be used either by individual agencies or collaboratively with others and includes:

- Underpinning knowledge all agencies / organisations should have.
- Descriptions and examples of the five inclusive approaches.
- Self-evaluation tool – to benchmark and demonstrate improvement actions.
- Evidence of good practice and how to connect to others in Kirklees who are already working inclusively.



The toolkit offers examples that are diverse, to reflect the breadth of roles and responsibilities that partners have across Kirklees. These can be adapted to ensure they are **relevant and proportionate** to your roles and responsibilities.

You will find reference to examples of inclusive practice throughout the framework, supporting you to connect to others and work collaboratively on implementing the framework, sharing experiences and ideas across our partners.

## WHO IS THE TOOLKIT FOR?

The toolkit is for leaders, managers and teams, who want to understand more about the **Kirklees way of doing things** and how their organisation can play their part in contributing to inclusive communities.

The framework makes clear what communities can expect of us and how we want to approach working alongside them. It can also be used as a tool to check in with your partners and communities, about how well are you doing in adopting these approaches in the work you are doing together.

## 7A. UNDERPINNING KNOWLEDGE

This section outlines the key ideas and concepts that all partners should understand, to make sure we all play our part in developing inclusive communities.

### UNDERSTANDING WHAT CAUSES INEQUALITIES

Inequality in our communities is evident when some people and communities do not have equitable (fair and impartial) access to resources, resulting in a poorer quality of life than others. People experience inequalities for many reasons, including (but not limited to) their age, living with a disability, gender re-assignment, race or ethnicity, religion or belief, or gender and sexual orientation, as enshrined in legislation. Many factors influence these inequalities, including structural, economic, and the family into which you are born. All of these reasons can compound and influence the way some people or communities are discriminated against. Understanding the root causes of inequality experienced by our communities helps us to be clear that this is not about individual attributes, but about the structures that create barriers to inclusion.

Inequity refers to a lack of equity, which means 'justice' or 'fairness.' Where there is inequity in a community, it means injustice, unfairness, and bias are being perpetuated. That might sound exactly like inequality, but inequities are what cause inequality.

Where people have and feel they have, fair opportunities and access to education, work and good health, they are able to make a contribution, where they feel they belong. This creates the right conditions for inclusive communities.

By understanding what causes inequality, how it is experienced by people, communities and / or communities of interest, means we can make sure we know what we need to do, where we need to do it and how we do it – it is key to help us focus our resources and efforts in the right places.

### UNDERSTANDING COMMUNITIES

An understanding of communities; how different people experience life in the places they live, who they are and what our relationship is to them, are key to how we all approach working with local communities.

## DEFINING COMMUNITIES

There are a number of different elements to how communities may be defined. If we are to effectively involve communities, we need to be clear about how and where they exist. Communities in Kirklees may be:

- **Geographical communities** i.e. defined by place. For example: ward or district committee boundaries, might be used to define a geographical community, town or village.
- **Communities of interest** i.e. defined by a common demographic characteristic or social interest. For example: young people or lesbian, gay, bisexual, transgender, queer (or questioning) (LGBTQ+) people might be defined as a community of interest.
- **Communities of circumstance** i.e. defined by a shared set of circumstances. For example: benefits claimants might be defined as a community of circumstance.

However, it is important to be aware that these types of communities are not mutually exclusive: a community or an individual may combine more than one of the above elements.

Learning about intersectionality and how it affects all of us, both in our work and personal lives, allows us to respectfully communicate with peers and deepens our understanding of the ways in which diversity, equity and inclusion are relevant to our communities.

Intersectionality is an important concept to understand and bear in mind when thinking about inclusion. It is the next step in understanding and recognising the complexity and nuances of people's lived experiences; they are not simply about being part of one particular group. Protected characteristics provide a useful framework for understanding diversity but the world isn't experienced based on one single characteristic.

## WHO ARE OUR COMMUNITIES?

Kirklees has diverse communities living in varying geographies. Communities tell us this is important to keep this in view when considering how you contribute to developing inclusive communities in your organisation. For example: what do we mean by neighbourhood, or what do we mean by consultation?

There are many ways of ensuring your organisation understands Kirklees communities:

- **Data** – for example, who? how many? what?
- **Intelligence** – what statutory and other research-based intelligence we have.
- **Insight** – this includes analysis of data and intelligence but also qualitative information such as: stories, case studies, people's views and opinions, gathered through conversations, meetings and surveys.

Links to Kirklees community data sites can be found in [Appendix II](#).

## COMMUNITY PROFILES

Community profiles are useful tools that can provide a shared understanding of the community and can support the planning and delivery of support and services. A good profile actively involves local people and groups, to build a picture of the community and usually includes a combination of the above headings. Ideally it should be a co-produced picture that tells the story of that community and its context.

- Where is the community?
- What areas are there?
- Who is in the community?
- What community networks are there?
- What are their needs?
- What are their assets and strengths?
- Who are the local leaders?

Here is a link to some examples you may wish to use:

[How good is our place?](#)

[Community Knowledge Profiles \(sheffield.gov.uk\)](https://www.sheffield.gov.uk/knowledge-profiles)

## **COMMUNITY NETWORKS**

We could not talk about inclusive communities without giving space to talk about community networks.

Community networks vary in purpose, attendance and formality, but all offer valuable space for organisations and individuals to share and be part of the learning and insights that communities have; to form place-based and action-orientated responses to local issues. This space we refer to as the 'space of opportunity'.

How do Kirklees organisations make the most of the 'space of opportunity' that these networks are creating and how do we nurture and develop more of these spaces? We all need to:

- Understand when to step in and when to step out of the way.
- Identify which groups would or wouldn't welcome council, health and other institutions input and support to enable, empower and resource them.
- 'Show up' and behave professionally at these meetings, to try and build equal, supportive and trusting relationships.
- Develop trust and nurture relationships, rather than create formal structures, systems or assurances.
- Understand which groups exist at a place, neighbourhood or hyper-local level.

We talk more about community networks and the learning from our work with them during the pandemic, later in the framework, using that experience to underpin our inclusive approaches.

The value of formal and informal networks has influenced the rationale for the framework and forms an essential part of local community infrastructure in Kirklees.

## **PRACTICE BASE**

The majority of disciplines have their own evidenced practice base and we are not asking organisations to change that. What we want to do is raise awareness of some well-established practice bases that we use in Kirklees, across organisations, partnerships and with local people, which support the implementation of the ICF.

## **CULTURAL COMPETENCE**

Relationships are key to helping us feel like we belong and can make valued contributions to our own lives and those of others. It can be difficult sometimes, to connect to people when we do not understand our own or others' background or culture.

When working with individuals, communities and families, we also use a variety of approaches, whether that is case work, groups work or community development – not one size fits all.

Cultural competence is the ability to understand; to interact effectively, with and across diverse cultures.

It is not only about respecting and appreciating the cultural contexts of people's lives, but also about understanding the impact of how we deliver the support and services, across diverse communities and how we can effectively address the inequalities experienced by Kirklees communities.

Cultural competence can be improved through training, experiences and education. For our staff and leaders to have cultural competence, they need:

- Understanding of our own culture (it is difficult to understand another's culture if you are not familiar with your own).
- A willingness and opportunity to learn and experience cultural practices and worldviews of others.
- An open and positive attitude toward cultural differences and a readiness to accept and respect those differences.

We need all our staff, regardless of their professional discipline, to be able to work with cultural competence and confidence.

By routinely prioritising cultural competence learning, education and experience opportunities for our staff, we will not only support relationships between individuals and communities to be more inclusive, but we will also ensure that our staff and leaders recognise when we need to challenge institutional discrimination.

Here are some links where you can find examples of when cultural competence can lead to initiatives that tackle institutional discrimination:

[Project Search](#)

[Cultural Competency Training Archives](#)

[Cultural Competence - Practical Guidance](#)

## **STRENGTHS-BASED APPROACHES (SBA)**

Strengths-based approaches (SBA) are approaches that have, as their starting point, the strengths in either people, place or communities' networks. It is often used by adult health and care services, as it resonates well when working with people's capacity to make informed decisions for themselves. More information and training support can be found in The Social Care Institute for Excellence (SCIE):

[Strengths-based approaches | SCIE](#)[Strengths-based approaches | SCIE](#)

## **TRAUMA-INFORMED APPROACHES (TIA)**

Trauma-informed approaches (TIAs) ensure that the ways in which people are supported, considers the impact of past experiences; how those experiences influence the way they experience situations and show up now and in the future. Fundamental to this approach is a switch in the starting points of professionals working with people from, "what did you do?" to, "what happened to you?"

TIAs are used across a number of disciplines and the evidence base is vast, here are some useful links for you to find out more:

[Trauma-informed approaches - NPC](#)

[Adversity and Trauma resources:: West Yorkshire Health & Care Partnership](#)

There are some emerging resources, regarding how trauma-informed practice can support the notion of belonging, as an active intervention.

[Belonging as an intervention: An opportunity to consider the adult that the child will become - CETC](#)

## **RESTORATIVE PRACTICE**

Restorative practice is a way of working that puts the focus on building authentic relationships that provide both challenge and support, reducing the likelihood of conflict to arise in the first place, as well as dealing with conflict if it does. Restorative practice has its roots in restorative justice, with a focus on repairing the harm done through criminal activity to both parties.

See [Appendix IV](#) Restorative Approach Checklist

## **ASSET-BASED COMMUNITY DEVELOPMENT (ABCD)**

Asset-based community development (ABCD) is a community led way of working with communities that focuses on community strengths and assets, rather than on deficits and problems. It has a strong focus on sustainability, being rooted in communities not services.

In Kirklees we have a number of ABCD related approaches adopted by a variety of organisations.

Kirklees Council have a small Local Area Co-ordination team who work alongside communities and can provide access to the network, providing support to organisations who want to find out more.

Further information can be found here:

[Local Area Co-ordination](#)

[Asset Based Community Development \(ABCD\) - Nurture Development](#)

## **PERSONALISATION**

Personalisation shifts thinking about how care and health services are delivered that start with the individual's strengths, preferences and placing them centrally in deciding what care they receive and how its delivered. Personalisation is about choice in how their needs are met.

Further information can be found here:

[Social prescribing | Kirklees Council](#)

[NHS England » Personalised care](#)

## **PERSON CENTRED**

Person-centred approaches are where people are treated as a person first and foremost. Any services are based on the person's needs, being both respectful and responsive to them as a person.

Further information can be found here:

[Person-centred care: Prevention practice examples and research - SCIE](#)

## **ANTI-OPPRESSIVE PRACTICE**

Anti-oppressive practice is a way of working that recognises the power and influence groups have – one of our approaches in the framework focuses on equalising. Founded on reflective questions that recognise these power imbalances, anti-oppressive practice is one way to go about addressing that imbalance. For instance:

- How can we make our services as accessible as possible?
- How can we respect the local communities we deliver our work in?
- How do we create spaces where people feel safe but can also be challenged?

Kirklees has some great initiatives, working across communities and organisations that are rooted in this approach. Iroko is one example. Another interesting piece of work is the West Yorkshire Health and Care Partnership (WYHCP) Root Out Racism campaign.

Further information can be found here:

[WYHRootOutRacism anti-racism movement launch](#)

All of these approaches can be cross referenced in general, to the adoption of the five inclusive approaches and these links can help you explore more about an approach you are interested in.

## 7B. THE FIVE INCLUSIVE APPROACHES



In adopting the three pillars that underpin working inclusively, we can begin to focus on how we will work alongside communities. The Kirklees way of doing things is reflected in the five approaches that form the core of our framework.

In this section we have taken the feedback and learning from the Kirklees ICF Design Circles, local and national examples of good practice to provide:

- **Descriptors** of each approach and why they are important in developing inclusive communities.
- **Statements** that were produced by partners that they felt described what would be true if we were acting in this way.
- **Checklist** questions to aid leadership and management discussions and support implementation / self-assessment score.
- **References** to other materials to support your alignment to the ICF.



## **INCLUSIVE APPROACH ONE: CONNECTING**

Connection is vital on many fronts. Connection to a place through relationships with and the value placed on its assets, such as community groups and centres, greenspaces and shared experiences, supports us to build a sense of pride in our places and a sense of belonging to our surroundings. This connection is vital in supporting us to manage our resources, avoid duplication and contribute to building the local infrastructure that builds resilience and self-sufficiency.

When people can build strong connections and relationships within their communities, they are more likely to feel safe, valued and lead fulfilling lives. This is especially true for those individuals and groups who sometimes face barriers to connecting with their own or wider communities. This can make having a sense of belonging more complicated – for instance: care leavers, LGBTQ+ communities or people with learning difficulties.

This approach requires you to think about your reach into communities and how you can build relationships that allow you to connect.

Our engagement and actions should contribute to building a sense of belonging and not create trauma or damage that undermines this. Placing value on what matters to people, working in a place-based way that recognises and enables people to feel important in our processes.

- 1. We will strengthen the local social infrastructure, through sharing and combining resources; bringing capacity together; minimising unnecessary duplication; organising, co-ordinating and working collaboratively.**
- 2. Through connecting to communities, our Kirklees-wide partnership will establish a better and shared understanding of community assets and the role that they can play, as we marshal our resources towards our shared objectives for Kirklees.**
- 3. We will support people to come together. focused on shared values, interests and priorities; we will make sure these spaces are inclusive and welcoming to people from different backgrounds.**

**CHECKLIST:** THIS CHECKLIST WILL ENABLE YOU TO COMPLETE THE SELF-ASSESSMENT TOOLKIT, AS WELL AS PROVIDE PROMPTS FOR DISCUSSION ABOUT EMBEDDING THIS APPROACH

- What examples do you have of where you have worked in partnership to achieve better outcomes?
- When did you last share resources, including budgets, to improve a shared objective in communities?
- Do you prioritise actions that actively foster a sense of belonging in your organisation / team?
- Are you connected to a wide range of people in local communities that are part of the community profile?

## **CASE STUDY FOR 'CONNECTING' – THE BRANCH**

### **GUIDING PRINCIPLES**

The belief that people need gathering and connecting in meaningful ways. A long-term ethos, based on clear principles, needs to be deliberately formed. People can then feel loved and valued, growing in confidence as they make authentic relationships that assist in co-existing, supporting, and learning from one another.

Community ideas and resilience can be built when local communities are supported actively by a central hub, with practical care and knowledgeable advice. If hubs are organic and responsive to the needs of the community, through developing, by listening to feedback and responding to initiatives, communities can hold solutions to their own challenges

The importance of celebrating diversity and creating a sense of inclusion, which facilitates the transformation of people into their possible best. Supporting individuals holistically into a place of wellbeing and preventing people becoming isolated or reaching a personal crisis. Recognising personal responsibility and encouraging people to be a part of their own solution.

Belief of non-competitive work with other charities and services, to create a wide, caring network with many volunteers.

### **APPROACHES**

#### **Long-term, loving, respecting, connecting, deliberate ethos, responsibility and transformation**

The Branch has been in the community for over 24 years, starting off as community groups, run by volunteers. The trust, longevity and experience really helped when they were needed to respond to community needs, during the covid pandemic.

People were reluctant to admit they needed help, as they weren't sure what the consequences would be of their admission. It felt risky but The Branch have created a culture where people could give and take; take when they need help and give back when they could. This is working towards a place of no shame progression, into empowering them giving back and then volunteering. They started out by asking 'just enough' questions of people to be able to meet their needs and seeking out those people at grassroots level who were able to mobilise the support needed, this meant that trust was built and connections were strengthened.

Providing community places and spaces where people from different backgrounds can find love, connection and belonging. Combatting isolation and strengthening resilience, becoming stronger together. Designing community activities where people participate, become integrated and develop new skills, encouraging them to be the best version of themselves.

Working from the grassroots within the local community, encouraging organic activities to evolve, creating volunteer enthusiasm, group responsibility and peer support, becoming better together. Reaching out to those most excluded in society, offering practical help and providing a voice for the voiceless.

## **INCLUSIVE APPROACH TWO: COMMUNICATING**

Communication is the process by which individuals and groups share their ideas, feelings and thoughts with each other through a variety of mediums. If we create and keep open channels of communication, we will be able to support wider participation of our communities, be more responsive, build solutions together and be able to provide counter narratives to misinformation, prejudice and division when they arise. Listening to our communities and what the people who live in them say is so important if we are to stay 'in tune' with issues and priorities and doing this consistently not just when we want something from communities.

- 1. We will communicate in plain language that people understand. We will use stories, and not just statistics.**
- 2. We will seek out, listen and be informed by community intelligence from the widest range of voices we can and take full account of how communities define the issues of most importance to them.**
- 3. We will be open and honest, listening to what the community needs instead of holding on to preconceived ideas, and making decisions 'for' them. We will be clear about where influence and power are shared, and manage expectations based on respect and transparency.**
- 4. In our work, consultation and engagement, we will make space for lived experience to be shared. It will be evident that agencies and organisations genuinely want to know what people think, we will use 'deep listening' and demonstrate two-way communication; when things are going well and when they are not.**
- 5. We will develop and use effective approaches, including going out into the community physically to build trust as well as using technology; creating space and routes for everyone to feel that their voice is heard (such as giving people time to chat one to one); and checking out and following up.**

**CHECKLIST:** THIS CHECKLIST WILL ENABLE YOU TO COMPLETE THE SELF-ASSESSMENT TOOLKIT, AS WELL AS PROVIDING PROMPTS FOR DISCUSSION ABOUT EMBEDDING THIS APPROACH?

- How do you use existing intelligence from a range of sources to help plan, resource and prioritise services?
- How do you ensure lived experience is 'deeply listened to' at decision-making structures in your organisation?
- How do you know what has changed as a result?

## **CASE STUDY FOR ‘COMMUNICATING’ – HEALTHWATCH**

Healthwatch Kirklees has worked in partnership with organisations across Kirklees to launch a carers lanyard.

We heard from members of the public that they were continually being asked, “Who are you?” and, “Why are you here?” when supporting someone in health and care settings. Carers spoke to us about having a lanyard and card that could be used in any health or social care settings across our locality, to highlight why they were supporting someone.

Healthwatch Kirklees reached out to:

- Locala
- Mid Yorkshire Trust
- Calderdale and Huddersfield NHS Foundation Trust
- Kirklees Council
- My Health Huddersfield
- Carers Count Kirklees
- Carers Wakefield
- Curo Health
- South West Yorkshire Partnership NHS Foundation Trust

All agreed that they would like to be involved in this project and raise awareness of the issues carers experienced.

Members of the public and partners came together to co-design, deliver this project and to discuss how carers could become more visible within health and care settings. Mid Yorkshire has kindly allowed for the roll out of their pink carer lanyards across the whole of Kirklees and additional lanyard stock was purchased jointly by Locala and Kirklees Council.

The lanyards will be launched in Carer’s Week 2022 and all GP services, hospitals and health and care settings have received a stock of lanyards to provide to their carers.

The carers who were involved in their work would now like to work towards expanding this idea to other localities and eventually, across the West Yorkshire region. Healthwatch and partners will continue to communicate and work towards this goal.

## INCLUSIVE APPROACH THREE: EQUALISING

This is about power – how we recognise who has it, who has not and how we use it. How our roles, responsibilities and our structures, can contribute to either creating more inclusive communities, making no difference at all to how communities experience inequality or amplifying the exclusion they may face.

Equalising relationships and structures will help create a culture where people can both give and take, which helps to remove stigma, avoids compromising peoples' dignity and mobilises peoples' ideas, creativity, skills and energy. We will routinely consider such questions as, "who is not represented in the room?". We cannot always equalise a situation and unequal structures exist all around us, some of which we can directly influence and some we can't. Recognising power and understanding how this plays out in working with communities, is important.

Recognising when things are not working well and acknowledging that some issues, such as race and division within and between communities, are difficult to talk about, is part of improving services. Showing that we can accept criticism and challenge, is part of equalising the power dynamics. Problems are opportunities to open up the issues, not an occasion to close things down and hide them.

Adopting an equalising approach requires us to look at how we share [power, resources and risks; fairly and openly, learning when we get things wrong](#) and taking action to put things right where we can.

- 1. We will make sure that access to resources such as our funding, grants and commissioning processes, are accessible in ways which enable this equalisation of power.**
- 2. We recognise and value skills and expertise within communities and see these as essential to being able to achieve our outcomes. We show this by resourcing sustainable solutions, including through community development, appropriate training.**
- 3. We will support and champion a strong, connected and diverse, voluntary and community sector.**
- 4. We will co-produce events, activities and services in ways which are accessible, culturally relevant and take account of peoples' own identities.**
- 5. We will bring the community to decision-making tables, to share power and support communities to make their own decisions.**
- 6. We understand inequality and how it impacts different communities and groups and act to tackle deprivation, prejudice, discrimination, and division.**

**CHECKLIST: THIS CHECKLIST WILL ENABLE YOU TO COMPLETE THE SELF-ASSESSMENT TOOLKIT, AS WELL AS PROVIDING PROMPTS FOR DISCUSSION ABOUT EMBEDDING THIS APPROACH**

- How can communities influence and / or take part in your decision-making processes? Who currently takes part and who does not?
- When things are not going well in communities, how do you listen to all the people impacted?
- How do you involve those impacted by things not going well, in co-designing the solutions, by using the assets that exist in a place and to inform partnership actions?

- How do you ensure you understand the impact of inequalities on communities and ensure co-production considers how it can address those inequalities?

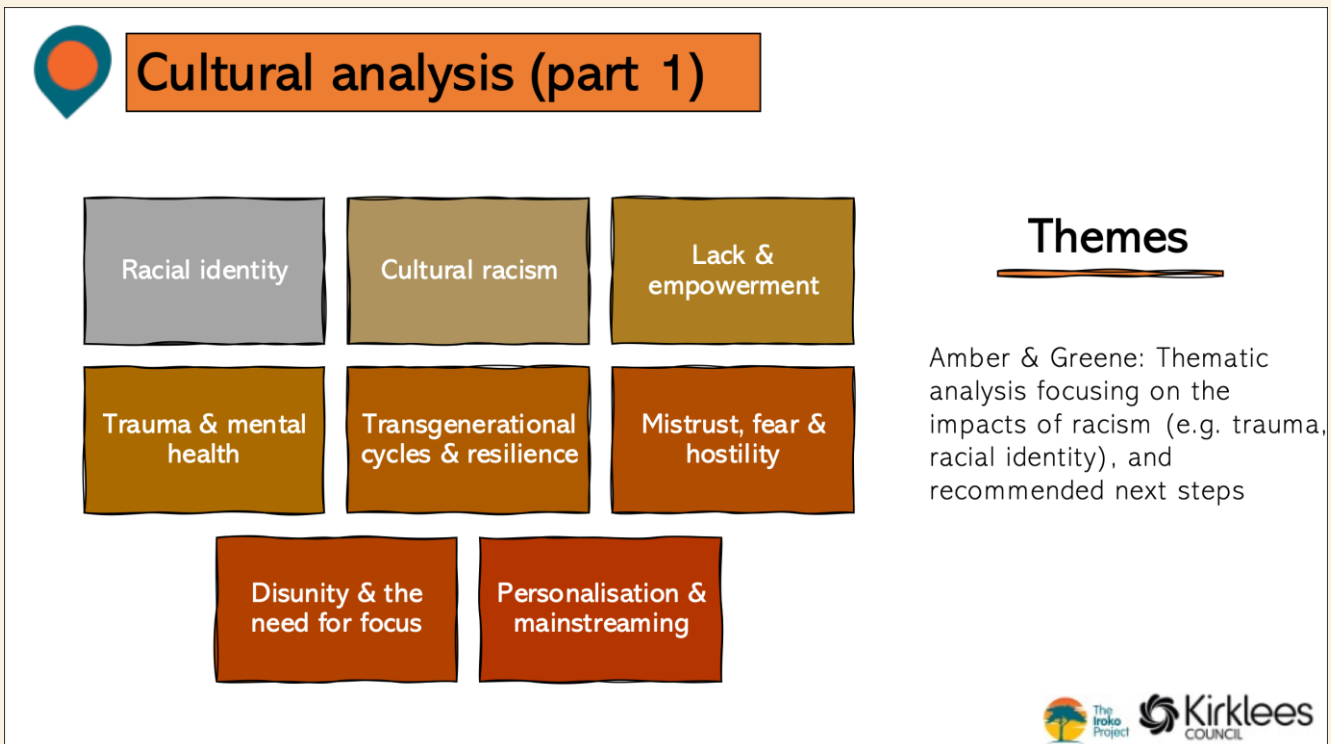
## CASE STUDY FOR ‘EQUALISING’ – GROWING GREAT PLACES

[Growing Great Places - About \(spacehive.com\)](https://spacehive.com)

## CASE STUDY FOR ‘EQUALISING’ – IROKO PROJECT, WORKING IN AN EQUALISING WAY

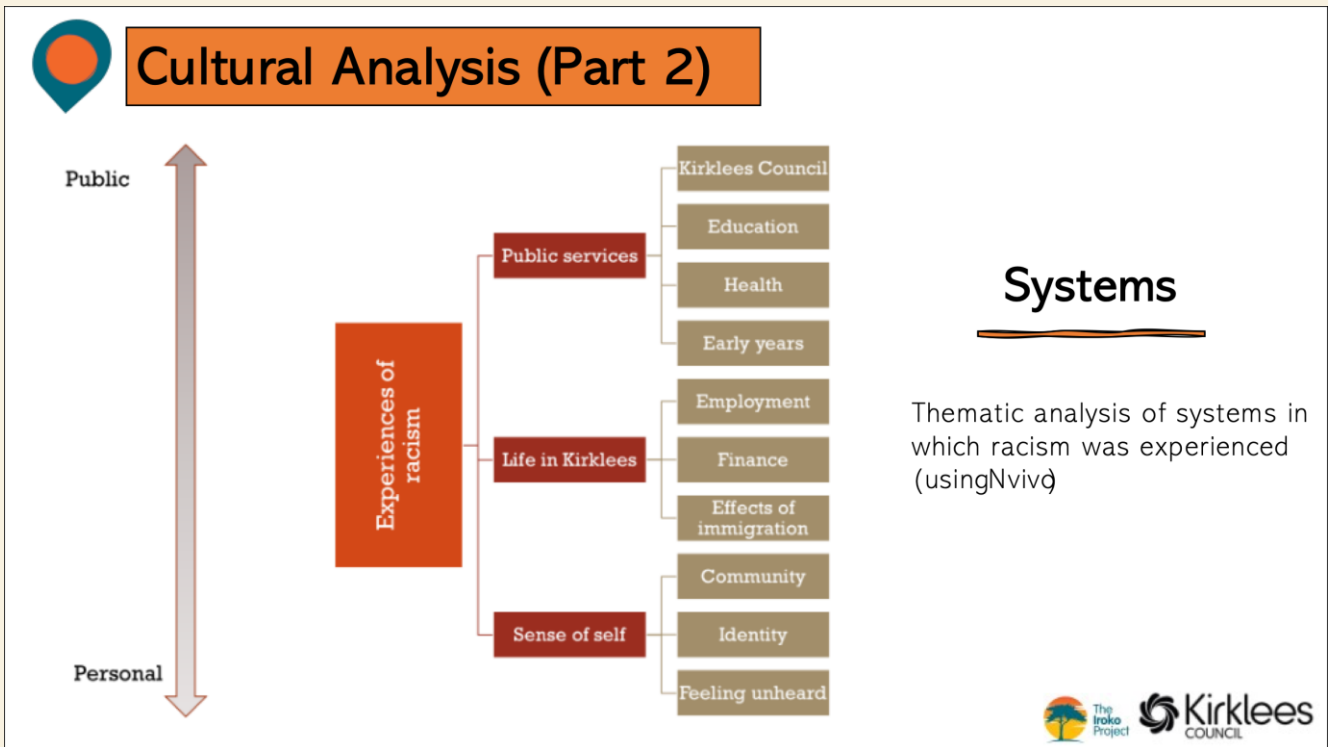
The Iroko project is a Kirklees Council and community collaboration, aiming to understand the inequalities facing the Black, African and Caribbean community in Kirklees and co-design an action plan to tackle these inequalities. It is led by ten external (to the council) community members of the local Black community (Iroko Ambassadors) who use their knowledge, lived experience and relationships to guide and facilitate community engagement.

The analysis of some of the information collected as a part of the Iroko project sessions #HearMyVoice, concentrated on sharing experiences of racism in small focus groups. There was a total of 63 participants and facilitators, with both participants and facilitators coming from the Black, African and Caribbean community in Kirklees and ranging in age from 30-65+. Each of the sessions focused on a different theme: Living, Leadership and Legacy where participants shared stories from their lived experiences of racism, in relation to the themes.



This analysis has started to reveal the depth of insight available in the information collected, as well as the themes identified in the diagram above (which are racial identity; cultural racism; lack and empowerment; trauma and mental health; transgenerational cycles and resilience; mistrust, fear and hostility; disunity and the need for focus; personalisation and mainstreaming), a number of concepts also ran through multiple themes, including:

- **Representation**, which was raised in relation to employment, education, public services, and mental health services, revealing its importance, particularly in the public sphere.
- **Resilience**, which was described as a “can-do attitude” and was proudly spoken of in terms of participants’ attitudes, experiences and challenges they face, with being black within Kirklees.



What is clear from this analysis, is that the issue of racism remains endemic. It has been present throughout participants’ whole lives, in both public and personal spaces. This suggests that tackling racism will require an approach that attends to both public and systematic factors, such as: quality and diversity policies, as well as more personal factors, such as: the way people think, through measures, such as: unconscious bias training. A full report is available which will underpin work with the BAC community.

### **CASE STUDY FOR ‘EQUALISING’ – CO-PRODUCTION BOARD**

In 2019, people working within Kirklees Adult Social Care, started to explore how to create more opportunities for co-production. Although there were pockets of co-production happening, the ambition was for this to become the ‘way we do things’. With support from The Social Care Institute for Excellence (SCIE) people who draw on social care and support, carers, family members and staff, were invited to come together, to co-produce a plan for how to make this ambition a reality.

The group decided to test and learn through taking a co-productive approach with two projects:

- Developing an integrated contact centre service for health and care.
- A review of the Direct Payments Policy.

Throughout 2021, people who draw on care and support, carers and Kirklees Council staff, continued to have conversations about how to build on the learning of the two projects and

make the Kirklees Vision for Adult Social Care, a reality through co-production. They set out to create a new Co-Production Board. This group worked together to shape the whole process of setting up the board, including creating the terms of reference and the recruitment materials, as well as designing and taking part in the recruitment process. Board members and co-production partners involved with co-produced projects, are paid for their time and contributions.

This is how members of the board describe what they are working to achieve:

*“We are a group of local people, working in partnership with Kirklees Council and other local partners. We are independent and offer advice and support around co-producing projects.”*

*“We are people with lived experience that intend to play an equal role in designing, delivering and evaluating services, rather than making suggestions that professionals are responsible for deciding upon and implementing. Co-production is a two-way process; in return for working together with the council, everyone involved should get something out of being involved e.g. learning, payment, friendship.”*

*“As community members we are committed to working positively together as part of a team, to improve the way services are designed locally. We believe we can make a difference and would like more members of the community to come forward and join us, to be part of this innovative approach.”*



## **INCLUSIVE APPROACH FOUR: TRUSTING**

Setting the culture of our relationship with communities is fundamental to being inclusive. What we know in Kirklees, is that relationships based on trust are more effective and resilient.

### **WHAT DO WE MEAN BY TRUST?**

In its simplest form, trust is a set of behaviours, such as acting in a way that is honest, kind and reliable; a belief that people and organisations will behave in those certain ways.

Trust is developed through relationships. The trust between organisations and communities builds the bridge to the resources and support, which help communities get where they want to be.

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*“You can’t collaborate with people you don’t trust.”  
Stephen Covey, Progress at the Speed of Trust.*

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- 1. We make sure our teams are supported to prioritise building relationships with communities.**
- 2. We are honest and open about what we have to do, what we can and cannot do, in respect of our areas of responsibility, whilst also creating time and space for listening to what this may mean for communities.**
- 3. We recognise that decisions are best made as close as possible to the communities they affect. Communities also come to trust that this will happen.**
- 4. We do what we say will we do.**

**CHECKLIST:** THIS CHECKLIST WILL ENABLE YOU TO COMPLETE THE SELF-ASSESSMENT TOOLKIT, AS WELL AS PROVIDING PROMPTS FOR DISCUSSION ABOUT EMBEDDING THIS APPROACH

- How would you describe your relationship with communities?
- Is this a shared understanding across your whole organisation?
- Do you have better relationships in some places or with some people, rather than others?
- How would communities describe their relationship to your organisation? And are there any differences between your perspectives?
- How do you enable, empower and resource your teams to build trusting relationships?

## **CASE STUDY FOR 'TRUSTING' – COMMUNITY CHAMPIONS**

The Community Champions programme was a Government funded, short-term programme that became so much more. Delivered in collaboration with the voluntary sector, health organisations and the council, at its core was trust and communication.

Its primary aim was to promote covid safety and increase vaccine uptake within identified communities – Black, African and Caribbean communities, geographical areas with low take up, with South Asian communities, unpaid carers and people living with a disability.

From the start, the approach was flexible and adaptable – not prescriptive. We had a set of shared outcomes and trusted our voluntary and community sector to know what would work. Communities were empowered to drive their own change and placed value on local people and local knowledge.

Trust – in action. We learnt to genuinely recognise and work with each other's strengths.

The value of flexibility and adaptability in a fast paced and constantly changing scenario, was key. Groups found ways to work with the community that worked for them. They engaged within ever-changing regulation and guidelines and often changing target groups.

The importance of relationships, communication and conversation was fundamental.

Our Learning and Support network ensured voices were being heard; we were acknowledging and understanding challenges. New connections for VCS organisations were made – with GPs, primary care networks and pharmacies – and these were not one-off conversations, they created new and strong relationships.

- New possibilities and opportunities – for champions, VCS organisations and the council.
- Champion's self-esteem and confidence improved, and they gained new skills and employment.
- How we listen matters; the messenger is as important as the message.
- We saw the impact when communities take the lead and we collaborate.

## **INCLUSIVE APPROACH FIVE: CELEBRATING**

The action of celebrating what communities and individuals achieve, all help to build a sense of belonging and trust. It also increases the sense of shared values and respect between communities and organisations, to acknowledge what is good in our places and what we can achieve together. It encourages and supports individuals and communities to continue contributing and be part of the changes they want to make in their communities. Evidence tells us where more people volunteer, communities benefit from closer social connections, higher trust in organisations and higher levels of optimism and resilience.

- 1. We will credit and celebrate the achievements of individuals and organisations. Contributors should be rewarded for their time and input (this does not always have to be monetary).**
- 2. We will encourage active social engagement and support volunteering (and seek to remove the barriers to people taking part).**
- 3. By using the arts, sport and other fields of activity, we will promote a shared vision of place.**

**CHECKLIST:** THIS CHECKLIST WILL ENABLE YOU TO COMPLETE THE SELF-ASSESSMENT TOOLKIT, AS WELL AS PROVIDING PROMPTS FOR DISCUSSION ABOUT EMBEDDING THIS APPROACH?

- Do you have a volunteer / recognition scheme?
- What volunteering / participation opportunities do you have?
- How did you check that events were culturally relevant i.e. food, timings, etc.?
- How do you make sure you get to hear about the good things happening in communities?
- When did you last celebrate something with local people? How did it feel?

## **CASE STUDY FOR ‘CELEBRATING’ – MAKE SPACE FOR US**

Make Space for Us is a research project between Yorkshire Sport Foundation, Women in Sport, Make Space for Us and Kirklees Council (Parks and Everybody Active team).

The project aims to gain an understanding around teenage girls’ perceptions of being active in green spaces, in this case, Holroyd Park in Ravensthorpe. Similar projects are taking place in Burngreave (Sheffield) and Greensborough Park (Rotherham).

Ravensthorpe is a focus area for Yorkshire Sport Foundation due to data and insight around physical inactivity levels. Yorkshire Sport Foundation also wanted to work in an area where the potential of investment could be identified.

There have been two stakeholder workshops run by Yorkshire Sport Foundation and Women in Sport, with local authority partners. Local authority partners helped identify key schools and community groups within the local area. The schools and community groups identified teenage girls who were from Ravensthorpe, who were incentivised to take part with iTunes vouchers. The consultation was held face-to-face in Ravensthorpe, in a safe and trusted space, allowing the teenage girls to really express their thoughts and opinions.

The intention is that Holroyd Park will be used by teenage girls, which will improve inactivity levels, create a safe and welcoming space, reduce anti-social behaviour and develop an asset that is used by the community who helped shape the asset. The learning and approach from the research will also enable its use across other green spaces across Kirklees.

## **CASE STUDY FOR ‘CELEBRATING’ – WEST YORKSHIRE POLICE (WYP) – KIRKLEES DISTRICT REWARD AND RECOGNITION PRESENTATIONS**

District celebration events are held twice a year, celebrating the achievements of police officers, support staff, citizens of policing, partners and members of our community, for ‘going the extra mile’ and ‘making a difference’.

The presentations reward and recognise the achievements and hard work, promoting joint working.

The benefits of holding inclusive DISTRICT presentations include:

- Sense of belonging.
- Increased partnership working.
- Community empowerment.
- Improved culture.
- Higher loyalty and satisfaction from employees and our community.
- Promotion of inclusivity: ‘Everyone is part of the team’.
- Increased productivity and engagement across the District.

WYP are proud to have ranked 20th in the most inclusive companies list. We would like to enhance our position, by continuing to forge even more effective relations, with all key stakeholders moving forwards.

## LINKING THE FIVE INCLUSIVE APPROACHES TO COMMUNITY NETWORKS

By building on the ICF five inclusive approaches there is an opportunity for organisations to invest in a relationship with Community Networks, without knowing what the outcomes are going to be; to focus on relationships with people, rather than projects, services or programmes. Organisations should take this opportunity to invite themselves to consider how they ‘show up’ as contributors to these networks, as mutual spaces and as equal partners, trusting that the approach will help us all get to where we need to be.

The following table provides a summary of the learning taken from working alongside some of the Kirklees community networks during the covid-19 pandemic, showing what good looks like and highlighting how they relate to the ICF five inclusive approaches.

Learning	Inclusive Community Framework Approach	Learning from working with/alongside Community Networks during the pandemic
Importance of building relationships	Trusting Communicating	<ul style="list-style-type: none"> <li>To work together across a place.</li> <li>To combine processes / systems / communication to act as one team, with one community response.</li> <li>That once engaged, networks want to be part of future dialogue, identifying opportunities for ways the council / health and other institutions can work together more.</li> </ul>
To trust each other	Trusting Equalising	<ul style="list-style-type: none"> <li>To trust each other, take risks and develop trusting relationships.</li> <li>To share power, resources and risks fairly and openly, learning when we get things wrong.</li> <li>Not all activity needs to be formalised or resourced – it’s the connection that matters.</li> </ul>
How to communicate (manner and mechanism)	Equalising Communicating	<ul style="list-style-type: none"> <li>The importance of neutral spaces to meet.</li> <li>To listen and learn – not try to control a Community Network or its activities.</li> <li>The value of external facilitation to help the council / health and other institutions, as well as enabling residents / groups to learn together.</li> <li>The council / health and other institutions do not need to respond immediately but instead, can listen to what is shared, reflect and respond later.</li> <li>That there are different ways to use online platforms to meet, communicate and collaborate, which are different to those most commonly used by council / health and other institutions e.g. WhatsApp, Zoom, Facebook groups, Cloud storage.</li> </ul>

<p>Understand each other's strengths</p>	<p>Equalising Connecting Celebrating Communicating</p>	<ul style="list-style-type: none"> <li>• Community Networks can act quickly and with ease, compared to the council / health and other institutions (speed of response).</li> <li>• How the council / health and other institution could / would want to shape future joint approaches to activity.</li> <li>• To bring the knowledge and information that exists within the council / health and other institutions to share with Community Networks.</li> <li>• The power of informal and hyper-local networks.</li> </ul>
<p>Ways to reach and address inequalities</p>	<p>Trusting Equalising Connecting</p>	<ul style="list-style-type: none"> <li>• That Community Networks offer new ways of working with / alongside local residents, to reach and address inequalities e.g. Community Champions project and Project Iroko.</li> <li>• That networks can find / identify those with previously hidden needs and act as a connector with formal services where needed.</li> </ul>

## SECTION 8 – MEASURES AND IMPACT

### HOW WILL WE KNOW WE ARE MAKING A DIFFERENCE?

The absence of prescribed outcomes for partners within the ICF is deliberate, however, outcome-focused, self-evaluation, is a positive part of all our work with communities. As always – how and what we choose to and are able to measure, should be part of the initial planning for a piece of work.

We want to build on the measures which organisations in Kirklees already have, some of which are national and / or regulatory measures i.e. Ofsted, Police Performance Outcomes and Equality Impact Assessment.

We are all committed to working towards and achieving, partnership shared outcomes for the district: [Our Council Plan 2021/23 | Kirklees Council](#)

Many of us also have organisational measures, such as corporate plans or measures required by funders.

During the Design Circles, partners shared examples of how and what they measure to assess the impact of their work. Links to some of these are shared below for reference and inspiration.

From the discussions at the Design Circles, a set of methods for assessing our work and its impact has been developed.

We considered how our collective contributions and progress towards achieving inclusive communities could be tracked. This has led to the creation of a simple, self-evaluation tool, which allows for continuous learning and improvement. This in itself will also develop and change as we learn.

## **CASE STUDY – LOCAL SERVICES 2 YOU AND PARTNERS**

### **ASHBROW COMMUNITY YOUTH SUPPORT STRATEGY**

The area was experiencing a high level of gang related activity and violence, involving young people and although there was lots of positive activity taking place to try and counter this, the impact wasn't clear. A series of meetings were held involving ward councillors, residents, community groups, schools, Kirklees Council, the police and others.

From this, a community-based strategy to tackling the issue was developed. The purpose of this was to develop a way of working collaboratively with young people and communities in the locality, improving understanding, intelligence and the ability to meet needs and tackle the issues. It also aimed to support the community response and understand how agencies can best work together to engage, work with, support and respond to these locally identified needs.

From this work a local network of around ten community organisations has developed, which has led to greater collaboration and co-ordination of activity locally, with groups supporting each other. The voice of young people has informed the approach through those community groups and the Ashbrow Youth Panel, ensuring the insights of young people are central.

As well as ensuring a strong network of activities, the approach has also involved developing local learning, volunteering and employment opportunities to provide positive pathways for young people.

There is still more work to do to tackle the issue of serious violence in our community but the work to date provides a strong foundation on which to build.



## **METHODS FOR ASSESSING OUR WORK AND ITS IMPACT**

There are challenges involved in deciding the appropriate measures to assess our work. What works for one piece of work may not be right for another, or we may have measures imposed upon us as a condition of funding. Careful consideration should be given to how we collect insight, intelligence and data (as well as when this should be done and by whom) so we can understand the difference our work has made to communities and how our work contributes to building inclusion.

Partners discussed these challenges during the development of the ICF, where they reached consensus and a shared understanding of the good practice considerations listed below. These build on the guiding principles and inclusive approaches within the toolkit and are our starting point when thinking about how to measure and evaluate our work with communities. They should be used alongside the self-evaluation tool.

### **TAKING THE TIME**

- As we are planning and delivering work, we will build in time for the right kind of assessment methods, with a focus on ‘how will we know we have made a difference?’
- These are not afterthoughts or add-ons to be done hurriedly after the work is completed but an integral part of what we are doing.
- Whenever appropriate, we will make time for listening, reflection and relationship-building.

### **USING COMBINED APPROACHES**

- We will gather and draw understanding from both quantitative and qualitative information. We will make use of the value that comes from both small-scale (intensive) and large-scale (extensive) assessment processes. This could include questionnaires and surveys, focus groups, anecdotal comments, mystery shopping, reporting mechanisms, demographic information and asking people to share their experiences through written stories or videos.
- In our engagement, assessment and evaluation work and in publicising and promoting our activities, we will use different channels and methods – face-to-face, online and paper-based, considering the principles of environmental sustainability.

### **SHARING WHAT WE KNOW**

- People from different agencies and organisations, at different ‘levels’ within the organisations, will share information with each other as appropriate (whilst working in line with relevant data protection legislation and good practice on confidentiality). In this way, all of us will be able to make use of what each of us know.
- Using what is already there.

### **NOTICING ‘WHAT WE ARE NOT NOTICING’**

- We will be alert to such questions as, “who is not in the room?” Are there people with an interest in the issues we are working on, who we feel we have not heard from?
- On this basis, we will take proactive steps so that people who have not so far been involved, can participate.

## **KEEPING IT SIMPLE**

- During assessment and evaluation activities (as in our engagement and service delivery) we will keep the language simple and free of jargon.
- We will show what we mean by using examples and stories, not just data and concepts.

## **USING APPROPRIATE LANGUAGE**

- We will use categories and language which will be recognised by the people we are talking about – and seen as respectful by them.

## **GETTING HOLD OF THE INTANGIBLES**

- We want to be innovative and brave; we want to understand and get underneath the ‘hard to define’ challenges in local neighbourhoods and communities. This might include issues of trust, influence and leadership that can be complex and embedded.
- The quality and quantity of social connections; the levels and forms of social mixing between people from different groups, places and communities; attitudes towards difference, diversity and shared values, are all considerations in each piece of work.

## **‘MINDING THE GAP’**

- We will notice differences and distances between the way that official organisations are talking about an issue and how community members see things (a recent example of this would be the extent to which community members are confident about the messages being used to promote the take up of the covid-19 vaccine and the successes of the champions model, using local trusted voices).

## **ACKNOWLEDGING THE PROBLEMS**

- We will acknowledge the problems and challenges which we and our communities are facing – and the challenges we face together in addressing them.
- Honest discussions, listening to each other and working out who is best placed to make a difference, may be more impactful than: ‘doing what we always do and getting what we always get’.

## **CELEBRATING THE POSITIVES**

- We will write up and promote good news stories, sharing the successes together (which will often be about how we are addressing the problems and challenges).
- We will organise celebration events and use other ways to highlight the positive steps we are all taking and the good work that is going on.

## THE SELF-EVALUATION TOOL

By completing a self-evaluation of our work, we highlight what we have achieved, how well we have implemented the inclusive approaches, what we may do differently next time and what support we need for that.

The self-evaluation tool will help us understand the impact the ICF is having on Kirklees communities, by considering each approach and reflecting on how well we are incorporating them into our work. It is not a precise impact measurement tool but it does give us an indicator of how well we are doing, as well as both an organisational and partnership view of the actions we need to take to do even better.

We are asking that each organisation commits to carrying out the self-evaluation on an annual basis. Organisations could choose to use the tool more often or for individual activities and programmes of work.

See [Appendix V](#) for an overview of the self-evaluation questions.

The self-evaluation toolkit once completed will result in the following:

- An organisational high-level, self-evaluation score.
- An ICF Implementation and Support Plan for the next 12 months.

This information should be collated and submitted to the Communities Board for review and to support the development of the partnership ICF Implementation and Support Plan.

The scores and implementation plans are an important measure of progress and we have designed the process and tools to have a ripple effect. This will be through the process of self-evaluation and learning that we trust will raise awareness and galvanise commitment to building inclusive communities. There should be as much importance placed on the quality and value of the self-reflective dialogue as the actual scores.

Each organisation has its own leadership structures, governance and impact measures, so would need to work through how it can use the tool to arrive at high-level score as well as developing an Implementation and Support Plan for their respective organisation.

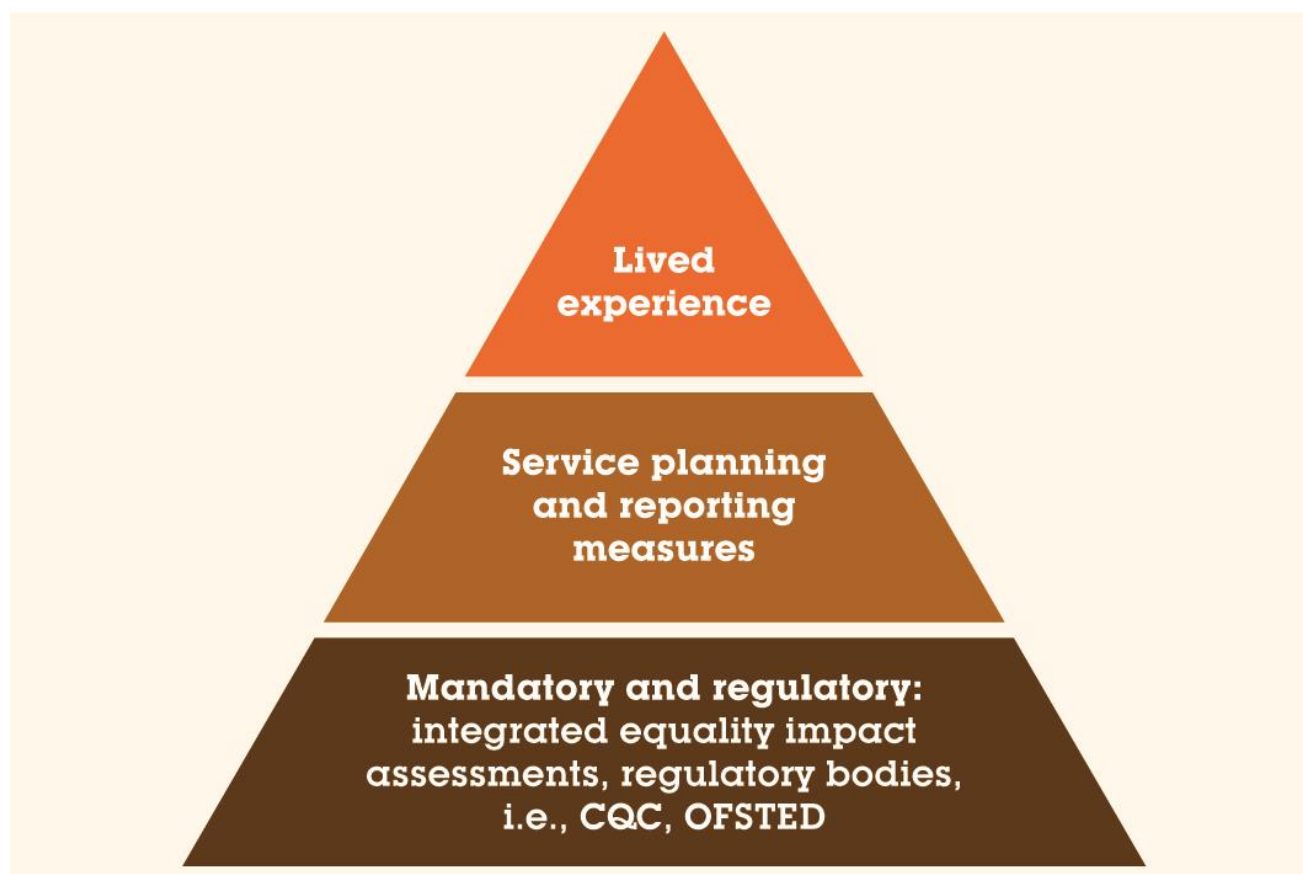
## **AN EXAMPLE OF HOW AN ORGANISATION SUCH AS KIRKLEES COUNCIL MAY GO ABOUT USING THE ICF SELF-EVALUATION TOOLKIT**

The first year's evaluation will provide the baseline for monitoring progress in subsequent years. Self-evaluation against the ICF will be an annual exercise.

### **STEP 1: TO ESTABLISH EVALUATION SCORES AND IDENTIFY FURTHER ACTION:**

- Hold an annual, directorate level meeting, for half a day.
- Review existing directorate outcome reporting and impact measures against the five inclusive approaches, using the self-evaluation tool.
- Existing evidence could be drawn from:
  1. The directorates mandatory and regulatory measures.
  2. Service reporting / impact measures.
  3. Lived experience – case studies, stories, feedback and consultations.

This will establish current self-evaluation scores and indicate compliance with regards the five inclusive approaches, including their levels of confidence in applying the inclusive approaches to their work.



The tool will also support the directorate to identify the actions they need to take over the next 12 months, to improve their practice and the support or learning need to achieve these. From these, the directorates are enabled to create their individual **ICF Implementation and Support Plan. We anticipate these will be embedded within the existing service planning processes.**

The Directorate Self-Evaluation will be submitted to the Executive Team (ET).

## STEP 2: ORGANISATIONAL OVERSIGHT

The Executive Team would hold a focused annual ICF review of the five, Kirklees directorates' self-evaluation scores, action plans and support required. They would agree an organisational high-level score and **organisational ICF Implementation and Support Plan**.

This collated version would formulate Kirklees Council's submission to the Communities Board.

The Communities Board would review the self-evaluation submissions of all participating organisations, to monitor the impact of the ICF and commission an annual report on progress, with a set of summary recommendations.

The Communities Board would then share these plans back with participating organisations and make the required recommendations to the Communities Board and other relevant, key Kirklees partnership boards, to support the ongoing implementation of the ICF.



## SECTION 9 – IMPLEMENTATION

### THE ROLE OF LEADERS IN IMPLEMENTING THE ICF

Strong and shared or distributed leadership is needed to support our organisations and the staff in them, to make inclusive communities everybody's business.



When we think of systems of leadership, institutions generally operate within a vertical leadership model (hierarchical) whereas, communities generally have a more organic, horizontal leadership model. These differing models of leadership can create tension with each other.

What the organisations can do as supporters and enablers, is explore the 'space of opportunity' where both organisations and communities can come together, to discover what is possible when we meet as equals.

Developing inclusive communities fits in to this space of opportunity.

[Participatory Community Building Guidebook 2020](#)

Working in this space of opportunity is the **key leadership objective** and we need leaders at every level to demonstrate the following attributes in order successfully implement the ICF.

**Accountability** – committed to having a visible commitment to inclusion, hold themselves and others accountable for how they contribute to inclusive communities. Provide high challenge and high support to the work delivered by their organisation and others in communities and building positive relationships.

**Responsibility** – take responsibility for ensuring the system and processes are in place so that the ICF can be implemented fully. There is an expectation that partnership boards will regularly hold their partners to account and review how their collective work at the board is contributing to inclusive communities. Responding when things are not going well, making sure they do what they can to play their part because they care about the communities of Kirklees.

**Understanding** – leaders need to be curious about intelligence and insight, use listening to communities as an essential part of their origination data and intelligence, using this to inform their design, planning and delivery. Understand what cultural competence is needed to support staff to work effectively and to maximise the space of opportunity.

**Collaborate** – prioritise strong partnerships, use their own spheres of influence to drive and embed the ICF. Align resources, contributing to help create the conditions for inclusive communities. Strategic leaders will champion the ICF at every level, from implementation to championing the communities they work alongside.

## **COMMUNITIES BOARD – LEADERS OF CHANGE**

The Kirklees Communities Board, is elected member led and works alongside the Kirklees Health and Well Being Board and the Children’s and Adults Safeguarding Boards, has a significant role in embedding the Inclusive Communities Framework across the district.

The Board and its partners are key to articulating and achieving the vision of the Inclusive Communities Framework, by using the language of inclusivity and role modelling the guiding principles and approaches within their respective organisations and services. They will take individual and collective responsibility for championing the approaches required to achieve the system change priorities needed to create the conditions for inclusive communities.

As well as driving behavioural change, the board will monitor the impact of the ICF, by evaluating their own work and having oversight of the work of others. They will provide high challenge and high support to organisations working alongside our communities across Kirklees and hold each other to account, building positive and authentic relationships.

## **SYSTEM LEADERSHIP – SHARED RESPONSIBILITY**

Whilst none of us are formally ‘in-charge’, adopting the guiding principles, approaches and toolkit of the Inclusive Communities Framework, enables all of us to lead person-centred and community-orientated work, creating a wave of system leadership which inspires others to work in this way.

The ICF supports local leaders at all levels, to work alongside communities and to act in a way that embodies the three key pillars of building inclusive communities. They need to be active in building the story of our local areas, as welcoming, open places, where everyone is treated with dignity and respect and feels that they belong.

Working in this way will help to build competence, skills and knowledge across the system, strengthening local connections and trust within communities, giving us all the opportunity to contribute to developing and implementing inclusive communities and a shared vision of ‘place’.

## **IMPLEMENTATION AND SUPPORT**

As part of the self-evaluation toolkit, there will be produced:

- An annual report on progress and a set of summary recommendations.
- A high-level progress report to the Partnership Executive.
- A Kirklees-wide Implementation and Support Plan.

This process will provide the key monitoring and review function for the ICF.

The scores, along with the Implementation and Support Plans, will be reviewed on annual basis, as part of continuous cycle of improvement.

The Implementation and Support Plan will provide the main monitoring function of how well the ICF is being implemented across Kirklees, providing tangible ways of making recommendations across partners and other partnership boards.

Using these documents, a set of implementation support workshops will be commissioned by the Communities Board. This will enable the ICF to be a dynamic framework and support ongoing learning and continuous improvement by:

- Routinely self-evaluating our work and relationships to communities.
- Connecting others to good practice.
- Delivering workshops on common themes identified by partners.

ICF workshops, for the first year of delivery, will focus on the foundational approaches to support organisations building their own understanding of these.

**The Implementation and Support Plan will be updated annually.**



## SECTION 10 – APPENDICES

### APPENDIX I – HOW WE DID IT

The Inclusive Communities Framework is a partnership commitment to inclusion across the district and as such, has been a collaborative process, co-created with partners and facilitated by 'Belong – The Cohesion and Integration Network'.

#### WHY A PROFESSIONAL FRAMEWORK

Following covid, there was a collective ambition across Kirklees to build on how organisations could further build on the power of communities that had been so evident during the pandemic. At the same time, there was a fast-emerging realisation across the UK that communities know themselves best and could bring about the best solutions to the challenges they face.

In Kirklees, we have a considerable community insight about what they have told us is important to them and how they want organisations to work alongside them. It is clear that the way we all worked together during the last two years has had a positive impact on relationships that we all want to retain.

This was in the context of challenging and divisive narratives, looking to apportion blame for the pandemic when a lack of trust in our leadership system became more evident and, at a time when long standing health inequality was amplified.

It is clear we need to change some of the ways in which we have been working as a system and as such, this framework has a primary focus on organisations within that system.

#### HOW WE WENT ABOUT IT

Diverse groups and organisations working across the district with different communities attended a series of half-day, virtual Design Circles, each of which focused on an element of working inclusively but also referenced the work which had gone before. A restorative approach was used. Partners contributed their insight, experience and reflections on what works well and what more could be done to create a sense of belonging and fairness; they were invited to provide their feedback on the content created from each Design Circle, which was shared between sessions. This approach was complemented by a broader engagement strategy, including discussions with a Strategic Reference Group, the Communities Partnership Board, members and other groups. We have also, through the Belong Network, reviewed existing and emerging, national best practice.

All of this feedback was used to triangulate and sense check what we were producing from the **Design Circles**.

## **DESIGN CIRCLE 1 – OCTOBER 2021**

Design Circle 1 focused on what we all do to contribute to inclusive communities, with partners responding to the questions:

- “What is the most important thing that your organisation does which helps towards integration in Kirklees?”
- “As we develop and apply an Inclusive Communities Framework in Kirklees, what will this mean to our places and our people and what will we start to notice?”

From this, a set of draft principles were produced to describe what we need to have as a foundation when working with communities. These have been further distilled into the Kirklees Pillars of Working Inclusively, shared earlier in the framework.

## **DESIGN CIRCLE 2 – NOVEMBER 2021**

Design Circle 2 focused on good practice in Kirklees, ensuring voices are heard, how to focus on the needs of and involve, particular people, groups or areas, the challenges to inclusive approaches and how to work through these.

The output from Design Circle 2 was a set of draft approaches, describing how we work inclusively.

These have been translated into a toolkit, providing simple checklists for us to reference our work against. Case studies have been provided to demonstrate the approaches in practice.

## **DESIGN CIRCLE 3 - FEBRUARY 2022**

Design Circle 3 centred on how to assess our work in line with the draft principles and approaches developed in previous Design Circles and what else we could do, so that we know how we are making a positive difference and understand the impact of our work with communities.

Partners use a range of measures which feel proportionate and appropriate according to their work, the communities they work with and their capacity. It was agreed that having the flexibility and freedom to determine measures which feel ‘right’ is important, but organisations are often required to report on measures and impact, to satisfy the needs of funding bodies.

The output from Design Circle 3 was a draft set of methods for assessing our work and its impact. Using these and the toolkit elements developed in Design Circle 2, a simple self-evaluation tool has been developed.

## **APPENDIX II – KIRKLEES COMMUNITY DATA SITES**

[Kirklees Observatory](#)

[Involve](#)

[Kirklees Joint Strategic Needs Assessment](#)

[Kirklees Communities Partnership Plan](#)

[CLiK \(Current living in Kirklees\) Survey 2021](#)

[Young Peoples Survey 2022](#)

[Place Standard - How good is our place?](#)

## **APPENDIX III - CONTRIBUTORS**

### **DESIGN CIRCLES**

- Belong – The Cohesion and Integration Network
- Healthwatch Kirklees
- Indian Muslim Welfare Service
- Kirklees College
- Kirklees Council Directorates (Corporate, Growth and Regeneration, Adults and Health, Children and Families, Environment and Climate Change)
- Locala
- LS2Y
- NHS Kirklees Clinical Commissioning Group
- Outlookers
- The Branch
- The Brunswick Centre
- Thornton Lodge Action Group
- Third Sector Leaders
- West Yorkshire Police
- West Yorkshire Combined Authority

### **STRATEGIC REFERENCE GROUP**

- LCD West Yorkshire
- Healthwatch
- Clinical Commissioning Group
- South West Yorkshire Partnership NHS Foundation Trust
- Kirklees College
- West Yorkshire Police
- Third Sector Leaders
- Locala
- Kirklees College

### **PARTNERSHIPS**

- Mental Health Alliance
- Health and Care Partnership
- JSMT
- CCG Partnership Forum

- Tackling Inequalities Partnership Board

## COMMUNITIES PARTNERSHIP BOARD

<b>Name</b>	<b>Position</b>	<b>Organisation</b>
Amanda Evans	Service Director for Adult Social Care Operations	Kirklees Council
Jo Richmond	Head of Communities	Kirklees Council
Cllr Masood Ahmed	Labour, Dewsbury South, councillor and member of the PCC Panel	Kirklees Council
Cllr Cahal Burke	Liberal Democrat, Lindley, councillor and member of the PCC Panel	Kirklees Council
Cllr Mohan Sokhal	Labour, Greenhead, councillor	Kirklees Council
Cllr Carole Pattison	(Chair of Communities Board), Portfolio Holder of Learning, Aspiration and Communities	Kirklees Council
Cllr Naheed Mather	Portfolio Holder of Environment	Kirklees Council
Cllr Mark Thompson	Conservative, Birstall and Birkenshaw, councillor and member of the PCC Panel	Kirklees Council
Iain Yates	Delivery Manager (Policing and Crime)	West Yorkshire Combined Authority
Joanne Atkin	Head of Kirklees Probation Delivery Unit	Kirklees Probation Service
Val Johnson	3rd Sector Leaders Representative	TSL Kirklees
Louise Fletcher	Head of Nursing & Safeguarding	NHS Kirklees CCGs & Calderdale CCG
Jill Greenfield	Service Director Customer & Communities	Kirklees Council
Julie Kiddy	Operations Manager	Wakefield and Kirklees Victim Support
James Griffiths	Kirklees Divisional Commander	West Yorkshire Police
Lee Hamilton	Safer Kirklees Manager	Kirklees Council
Mel Meggs	Director for Children's Services	Kirklees Council
Rachel Spencer Henshall	Strategic Director – Corporate Strategy and Commissioning	Kirklees Council
Dale Gardiner	Kirklees District Commander	West Yorkshire Fire and Rescue
Jacqui Stansfield	Service Manager, Adults Safeguarding Board	Kirklees Council
Sharon Hewitt (TBC)	Board Manager, Children's Safeguarding Partnership	Kirklees Council

## APPENDIX IV – RESTORATIVE PRACTICE CHECKLIST

Whether you are thinking about your service planning, beginning a new project, developing a strategy or simply reviewing the way you approach something in your work, the following prompts might help you to adopt a restorative approach.

Whatever it is you're working on, think about how you might ensure that it:

- Puts a focus on relationships – whether it's between managers and employees, between colleagues, between partners or between employee and service users or citizens:
  - Who are the people involved or impacted by this piece of work and how might relationships be strengthened?
  - Are there opportunities to promote stronger connections?
  - Do interactions promote care and respect?
- Supports a 'with' approach:
  - From the very beginning, does it incorporate curious listening to those impacted in order to really understand what is needed?
  - Does it empower people to make decisions based on their own needs?
  - Does it encourage accountability?
  - Where decisions are made by people in a position of power, have others had an opportunity to be listened to and their views considered?
  - Are expectations clearly communicated and does it allow for clarifying expectations?
  - Does it allow for everyone to be involved, whatever their connection to it might be?
  - Is there anything stopping certain people being involved?
- Includes ways to learn, grow and improve:
  - Does it promote reflection?
  - Does it allow for identifying what went well and what didn't go so well?
  - Does it allow for acknowledging when mistakes have been made?
  - Does it allow for safe and respectful challenge?
  - Are there opportunities and mechanisms for feedback, sharing lived experience and are these accessible? Are these encouraged? Will these be heard, and acknowledged? Will people be kept informed of outcomes, including changes?
  - Have connections with other parts of the system been identified and nurtured, so that learning can be shared and accountability understood?

## APPENDIX V – SELF-EVALUATION

The 5 inclusive approaches	What actions did / will you take to align with this approach?	How have / will you measure this? How will you know you have made a difference?	How well have you aligned to this approach? Rate success from 1 poor to 5 high success)	How confident do you feel aligning to this approach? Rate success from 1 not confident to 5 extremely confident	What will you do differently to be even better next time?	Is there any support needed to provide better alignment to this approach?
Connecting						
Communicating						
Equalising						
Trusting						
Celebrating						

Pillars of working inclusively - Please reflect on how each pillar has underpinned your work	
Belief that communities hold solutions, with skills and knowledge that is valuable and will help us achieve our shared goals.	
Build belonging and trust with and between our diverse communities on shared interests and challenges, celebrating what is good in local places.	
Care about what matters to local communities and own our shared actions that give us a collective purpose to make a change.	

What is the most important learning point to share with others from this self-evaluation?

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## Inclusive Communities Framework Self Evaluation

The self evaluation is designed to support the adoption of the Inclusive Communities Framework (ICF). The self evaluation will help to focus on the impact the ICF is having on Kirklees residents by taking into account each Inclusive approach, and reflecting on how the pillars of working inclusively have underpinned your work.

### The 3 Pillars of working inclusively

Belief that communities hold solutions, with skills and knowledge that is valuable and will help us achieve our shared goals

Build belonging and trust with and between our diverse communities on shared interests and challenges, celebrating what is good in local places

Care about what matters to local communities and own our shared actions that give us a collective purpose to make a change

### The 5 Approaches

<b>Connecting</b>	<ul style="list-style-type: none"> <li>• We will strengthen local social infrastructure, through sharing and combining resources; bringing capacity together; minimising unnecessary duplication; organising and co-ordinating; and working collaboratively</li> <li>• Through connecting to communities, we will support our Kirklees wide partnership will establish a better and shared understanding of community assets and the role that they can play, as we marshal our resources towards our shared objectives for Kirklees</li> <li>• We will support people to come together focused on shared values, interests and priorities, we will make sure these spaces are inclusive and welcoming to people from different backgrounds</li> </ul>
<b>Communicating</b>	<ul style="list-style-type: none"> <li>• We will communicate in plain language that people understand. We will use stories, and not just statistics</li> <li>• We will seek out and be informed by community intelligence and take full account of how communities define the issues of most importance to them</li> <li>• We will be open and honest, listening to what the community needs instead of holding on to preconceived ideas, and making decisions 'for' them. We will be clear about what they can and cannot do, and manage expectations based on respect and transparency</li> <li>• In our work and consultations, we will make space for lived experience to be shared</li> <li>• We will develop and use effective approaches, including going out into the community physically to build trust; creating space and routes for everyone to feel that their voice is heard; and checking out and following up</li> </ul>
<b>Equalising</b>	<ul style="list-style-type: none"> <li>• We will make sure that access to resources such as our funding, grants, commissioning processes are accessible in ways which enable this equalisation of power</li> <li>• We value that communities have skills and expertise essential to being able to achieve our outcomes. We show this by resourcing sustainable solutions, including through community development, appropriate training.</li> <li>• We will support and champion a strong, connected, and diverse voluntary and community sector</li> <li>• We will deliver events, activities and services in ways which are accessible, culturally relevant, and take account of peoples' own identities</li> <li>• We will bring the community to decision-making tables</li> <li>• We understand inequalities and how they impact different communities and groups differently, and act to tackle deprivation, prejudice, discrimination, and division</li> </ul>
<b>Trusting</b>	<ul style="list-style-type: none"> <li>• We make sure our teams are supported to prioritise to build relationships with communities- we do what we say will we do</li> <li>• We are honest and open about what we have to do, what we can and cannot do in respect of our areas of responsibility, whilst listening to what this may mean for communities</li> <li>• We recognise that decisions are best made as close as possible to the communities they affect. Communities also come to trust that this will happen</li> </ul>
<b>Celebrating</b>	<ul style="list-style-type: none"> <li>• We will credit and celebrate the achievements of individuals and organisations. Contributors should be rewarded for their time and input</li> <li>• We will encourage active social engagement and support volunteering (and seek to remove the barriers to people taking part)</li> <li>• By using the arts, sport and other fields of activity, we will promote a shared vision of place</li> </ul>

## Inclusive Communities Framework - Self Evaluation

<b>Organisation</b>	
<b>Overall role in building Inclusive communities</b>	<i>Why we need to do this work / is needed?</i>
<b>What are the intended outcomes?</b>	<i>What is the difference you intend to make and to who? How will you know you have made a difference?</i>
<b>What are the main activities to be carried out?</b>	<i>What activities will you carry out to work towards the above outcomes?</i>

<b>5 Approaches</b>	<b>What actions did/will you take to align with this Approach's statements?</b>	<b>How have/will you measure this? How will you know you have made a difference?</b>	<b>How well have you aligned to this approach? (Success rating 1-5) (1 being poor and 5 being success)</b>	<b>How confident do you feel to aligning to this approach? (Success rating 1-5) (1 = Not confident and 5 = extremely confident)</b>	<b>What will you do differently to be even better next time? This will inform your organisational action plan for next 12mths</b>	<b>Is there any support needed to provide better alignment to this approach? This will inform the ICF implementation plan including themed workshops of support</b>
<b>Connecting</b>						
<b>Communicating</b>						
<b>Equalising</b>						
<b>Trusting</b>						
<b>Celebrating</b>						

**Pillars of working inclusively - Please reflect on how each pillar has underpinned your work**

Belief that communities hold solutions, with skills and knowledge that is valuable and will help us achieve our shared goals	
Build belonging and trust with and between our diverse communities on shared interests and challenges, celebrating what is good in local places	
Care about what matters to local communities and own our shared actions that give us a collective purpose to make a change	

**What is the most important learning point to share with others from this self-evaluation?**

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## EIA STAGE 1 – SCREENING ASSESSMENT

### PROJECT DETAILS

**Name of project or policy:**  
Kirklees Inclusive Communities Framework

**Directorate:** Senior Officer responsible for policy/service:  
Customer and Communities Jill Greenfield

**Service:** Lead Officer responsible for EIA:  
Communities Jill Greenfield

**Specific Service Area/Policy:** Date of EIA (Stage 1):  
Inclusive Communities Framework 24/05/2022

**Brief outline of proposal and the overall aims/purpose of making this change:**  
Kirklees Inclusive Communities Framework is a professional facing, partnership commitment to inclusion across the district. It provides a set of guiding principles, inclusive approaches, a toolkit and a self-evaluation.

### ASSESSMENT SUMMARY

Theme	Calculated Scores						Stage 2 Assessment Required
	Proposal	Impact	P + I	Mitigation	Evidence	M + E	
Equalities	6	0	6	0	4	4	No
Environment		4.3	4.3	0	4	4	No

### NATURE OF CHANGE

WHAT IS YOUR PROPOSAL?	Please select YES or NO
To <b>introduce</b> a service, activity or policy (i.e. <b>start</b> doing something)	YES
To <b>remove</b> a service, activity or policy (i.e. <b>stop</b> doing something)	NO
To <b>reduce</b> a service or activity (i.e. <b>do less</b> of something)	NO
To <b>increase</b> a service or activity (i.e. <b>do more</b> of something)	YES
To <b>change</b> a service, activity or policy (i.e. <b>redesign</b> it)	NO
To <b>start charging</b> for (or increase the charge for) a service or activity (i.e. ask people to <b>pay</b> for or to pay more for something)	NO

WHAT LEVEL OF IMPACT DO YOU THINK YOUR PROPOSAL WILL HAVE ON...	Level of Impact Please select from drop down
Kirklees <b>employees</b> within this service/directorate? (overall)	Very Positive
Kirklees <b>residents</b> living in a specific ward/local area?	Very Positive
Please tell us which area/ward will be affected:	All
<b>Residents</b> across Kirklees? (i.e. most/all local people)	Very Positive
Existing <b>service users</b> ?	Very Positive

Each of the following groups? <i>(Think about how your proposal might affect, either positively or negatively, any individuals/communities. Please consider the impact for both employees and residents - within these protected characteristic groups).</i>	Please select from drop down	
...age	What impact is there on Kirklees <b>employees</b> /internal working practices?	Very Positive
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Very Positive
...disability	What impact is there on Kirklees <b>employees</b> /internal working practices?	Very Positive
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Very Positive
...gender reassignment	What impact is there on Kirklees <b>employees</b> /internal working practices?	Very Positive
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Very Positive
...marriage/ civil partnership	What impact is there on Kirklees <b>employees</b> /internal working practices?	Very Positive
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Very Positive
...pregnancy & maternity	What impact is there on Kirklees <b>employees</b> /internal working practices?	Very Positive
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Very Positive
...race	What impact is there on Kirklees <b>employees</b> /internal working practices?	Very Positive
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Very Positive
...religion & belief	What impact is there on Kirklees <b>employees</b> /internal working practices?	Very Positive
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Very Positive
...sex	What impact is there on Kirklees <b>employees</b> /internal working practices?	Very Positive
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Very Positive
...sexual orientation	What impact is there on Kirklees <b>employees</b> /internal working practices?	Very Positive
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Very Positive
...those in poverty or low-income	What impact is there on Kirklees <b>employees</b> /internal working practices?	Very Positive
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Very Positive
...unpaid carers	What impact is there on Kirklees <b>employees</b> /internal working practices?	Very Positive
	What impact is there on Kirklees <b>residents</b> /external service delivery?	Very Positive

WHAT LEVEL OF IMPACT DO YOU THINK YOUR PROPOSAL WILL HAVE ON...		Level of Impact	
		Please select from drop down	
Kirklees Council's <b>internal practices</b> ?		Very Positive	
Lifestyles of <b>those who live and work</b> in Kirklees?		Positive	
<b>Practices of suppliers</b> to Kirklees council?		Neutral	
<b>Practices of other partners</b> of Kirklees council?		Very Positive	
Each of the following <b>environmental themes</b> ? (Please select from the drop down list)			
	People	Partners	Places
...clean air (including Climate Changing Gases)	Neutral Score: 2	Neutral Score: 2	Neutral Score: 2
...Clean and plentiful water	Neutral Score: 2	Neutral Score: 2	Neutral Score: 2
... Wildlife and habitats	Neutral Score: 2	Neutral Score: 2	Neutral Score: 2
...Resilience to harm from environmental hazards	Neutral Score: 2	Neutral Score: 2	Neutral Score: 2
... Sustainability and efficiency of use of resources from nature	Neutral Score: 2	Neutral Score: 2	Neutral Score: 2
...Beauty, heritage and engagement with the natural environment	Neutral Score: 2	Neutral Score: 2	Neutral Score: 2
... Resilience to the effects of climate change	Neutral Score: 2	Neutral Score: 2	Neutral Score: 2
...Production, recycling or disposal of waste	Neutral Score: 2	Neutral Score: 2	Neutral Score: 2
... Exposure to chemicals	Neutral Score: 2	Neutral Score: 2	Neutral Score: 2

**HOW ARE YOU USING ADVICE AND EVIDENCE/INTELLIGENCE TO HELP YOU?** Please select YES or NO

Equality Themes	
Have you taken any <b>specialist advice</b> linked to your proposal? (Legal, HR etc)?	No
...employees?	No
Do you have any <b>evidence/intelligence</b> to support your assessment (in section 2) of the impact of your proposal on...	...Kirklees residents?
	...service users?
	...any protected characteristic groups?
Please list your <b>equalities</b> evidence/intelligence here [you can include hyperlinks to files/research/websites]: <a href="https://www.belongnetwork.co.uk/resources/beyond-us-and-them-societal-cohesion-in-britain-through-eighteen-months-of-covid-19/">https://www.belongnetwork.co.uk/resources/beyond-us-and-them-societal-cohesion-in-britain-through-eighteen-months-of-covid-19/</a> Insight gained from organisations who supported the development of the ICF, and who work with communities Evaluation of the Kirklees Community Champions Programme 2021	

	Please select from drop down
To what extent do you feel you are able to mitigate any potential negative impact of your proposal outlined on the different groups of people?	FULLY
To what extent do you feel you have considered your Public Sector Equality Duty?	FULLY

Environmental Themes	
Have you taken any <b>specialist advice</b> linked to your proposal?	Yes
...Kirklees Council practices?	Yes
Do you have any <b>evidence/intelligence</b> to support your assessment (in section 2) of the impact of your proposal on...	...resident and worker lifestyles?
	...Practices of Supplier to Kirklees Council?
	...Practices of other Kirklees Council partners?
Please list your environmental evidence/intelligence here [you can include hyperlinks to files/research/websites]: Discussion with Colin Parr, Strategic Director for Environment and Climate Change and Riognach Dewhirst, Environment Officer about how the ICF will apply to environmental work. Partners have been instrumental in the development of the ICF and how to apply the principles and inclusive approaches when working with communities. The ICF is as applicable to work centred on environmental issues as it is to any other work.	

	Please select from drop down
To what extent do you feel you are able to mitigate any potential negative impact of your proposal on the environmental issues identified?	FULLY