

Kirklees Recovery Framework

5 June 2020

Introduction

This framework (and the supporting visual) are designed to outline how Kirklees Council will approach our ongoing response and recovery to Covid 19, at both an organisational / employer level and also in terms of our service delivery, working closely with citizens and partners within a more complex system.

It offers a response to the national approach to recovery, and takes account of the national stages as set out by government. But it is fundamentally a local response which is focused on our enduring priorities, and guided by our commitment to working in ways that reflect the strengths of our diverse communities, and build a more inclusive economy and society.

The framework will shape our planning work throughout four phases:

- Response
- Adaptation
- Living with Covid 19
- Forever Kirklees

The framework will act as a guide in creating a living and changing recovery plan, adapting to a rapidly moving environment.

Our recovery plan for Kirklees, based on this framework, will be built and delivered by officers, members, citizens and partners – working together and always putting safety first and foremost. Our approach will be based around enabling change – building on the best of the positive action we have seen in the most difficult days of our response to date, and recognising that a strong future will rely on how we continue to work together.

And we are clear that the plan based on this framework offered here will be forward looking, and positive in its approach, while recognising the scale of the challenges people, the organisation and indeed the world faces.

National Context

Government set out a recovery strategy "[our plan to rebuild](#)" on 12 May. It identified three phases, and three initial steps to take as we move from Phase 1 to Phase 2.

Three phases

Phase 1: Contain, delay, research and mitigate

Phase 2: Smarter controls

Phase 3: reliable treatment

Three steps:

Step 1: 13 May

Step 2: no earlier than 1 June

Step 3: no earlier than 4 July

The Government initially specified 5 conditions that need to be met in order to adjust lockdown restrictions:

Five tests for adjusting the lockdown

- 1 ➤ The NHS has sufficient capacity to provide critical care and specialist treatment right across the UK
- 2 ➤ A sustained and consistent fall in daily deaths from Coronavirus
- 3 ➤ Reliable data to show that the rate of infection is decreasing to manageable levels across the board
- 4 ➤ Operational challenges including testing and PPE are in hand with supply able to meet future demand
- 5 ➤ Confident that any adjustments to the current measures will not risk a second peak of infections that overwhelms the NHS

The 5 step Covid Alert System will inform future decisions around adjustments to lockdown. It is based on analysis of the coronavirus transmission rate (or 'R' value), set alongside numbers of confirmed cases.

Coronavirus alert levels

UK at level 4

Stage of outbreak		Measures in place
Risk of healthcare services being overwhelmed	5	Lockdown begins
Transmission is high or rising exponentially	4	Social distancing continues
Virus is in general circulation	3	Gradual relaxation of restrictions
Number of cases and transmission is low	2	Minimal social distancing, enhanced tracing
Covid-19 no longer present in UK	1	Routine international monitoring

Our mission

In our response phase we have had a clear shared mission with citizens and partners which has been focused on preventing the loss of life.

That focus will continue but as we enter adaptation and further phases we will also work together to foster inclusion and diversity and focus on:

- Growing an inclusive economy
- Protecting the most vulnerable
- Improving the health and wellbeing of citizens

4 phases

4 distinct phases to recovery:

- Response (immediate and ongoing: responding to immediate needs)
- Adaptation (May onwards: adapting to a changing environment – particularly in terms of changes to lockdown)
- Living with Covid 19 (current assumption is Sept onwards: stabilising our activities)
- Forever Kirklees (current assumption is March 21 onwards: transforming our approaches in a post Covid world)

The emphasis and organisational capacity devoted to these four phases will vary over time, and there are clear interdependencies and overlap across all four. There is also a clear potential that Covid 19 will remain within the population for the foreseeable future.

All four phases will address our focus in terms of the Council as an employer, thinking about our staff and our commitments to them. All four phases will also consider our roles in terms of service delivery, within a complex system in which we work in partnership with other key organisations and citizens.

The phases will be marked by a changing focus for the Council and its partners, and an accompanying changing state of mind for those that work here. Further work will be done to help understand changing attitudes and priorities within communities, in order to best meet local priorities and communicate effectively.

The dates given are clearly indicative, as changes to national regimes or local circumstances may cause them to vary. The dates given indicate implementation – planning across all four phases has already commenced and will be further supported by this framework and additional resources.

Principles

Our recovery is based on values, not templates. Much of what's important now was important to us before the pandemic – in fact the impact of the pandemic has cast a light on how much these things matter.

- Safety comes first – there is nothing more important. The health of residents and our staff is central to everything we do. We care about the impact decisions will have on different communities and take account of real time impact, risk and containment methodologies; especially if and when they are changing. Our work will also take into account the long term impact of the pandemic on the physical and mental wellbeing of everyone.
- Focusing on what really matters. We will not lose sight of the issues that really make a difference to the long term quality of life for people, businesses and organisations across Kirklees. Our commitment to building an inclusive economy and investing in our infrastructure is more urgent than it was before the pandemic. Improvements to the wellbeing and life chances of young people must continue. The climate emergency remains a challenge. Cabinet will ensure our recovery is based on the long term outcomes we all want to see in Kirklees, and we will check to see that our pre covid shared outcomes capture our the shared goals we will work towards in the future.
- Tackling inequalities head on - COVID-19 was never a leveller - but recovery could be. We know that the impact of the pandemic will affect different residents more profoundly. Recovery will tackle inequality and empathise with people who have been affected by both the pandemic and longer term factors.
- Working collaboratively with people and partners – building relationships and communicating effectively. Individuals and communities in every part of Kirklees have stepped up to support each other in the initial response to the crisis. It has highlighted the wealth of community spirit and social capital in Kirklees and shows we must continue to strengthen our place-based approach, to work with people and communities and understand how services can be shaped by the people who use them. Members' community leadership role has never been more important in delivering this strengthened relationship between the council and the people it serves. Equally, we must learn from the cooperation that has taken place across sectors over recent weeks to share practices, ideas and resources and build new relationships within Kirklees, regionally and nationally.
- Learning the lessons – being creative and listening closely. The pandemic has challenged the council in unprecedented ways. Changes to services have been radical and we have had to think in new ways about the council's role both strategically and operationally. We will retain that bold and innovative thinking in planning services for the future. We will use data and intelligence as a guide and harness the flexibility, ideas and creativity that has marked our initial response to the crisis. Staff at all levels of the organisation will be bold in rethinking and talking about the way we deliver services and build relationships.
- Flexibility in a changing world - The road to recovery will twist and wind. There is unlikely to be a linear timeline to national, regional or local recovery. Setting arbitrary deadlines or expecting a uniform reintroduction of freedoms, services and economic activity will not provide a reliable roadmap to recovery. Our decisions and services will reflect Kirklees' unique circumstances and the changing nature of the threat. Our planning is done in the context of a complex web of factors based on need, safety and long term objectives. Where we can make gains swiftly that ensure effectiveness, we will, but there will be no knee jerk responses to government

announcements or media speculation. And our flexibility will also encompass the recognition and celebration of our places' diversity, and our understanding that one size does not always fit all.

Themes

Drawing on the principles above, learning from other countries and thinking about the critical issues we want to address, we will mobilise action and plan for Kirklees' recovery through the following themes:

As a system

- Health and wellbeing, including health protection and improvement, infection prevention and control and mental health
- Education: schools, colleges and university (plus childcare settings)
- Business and economy
- Communities: capacity and cohesion
- Vulnerable children and adults
- Environment: including transport and connectivity, public spaces and climate change

And for Kirklees Council as an organisation

- Wellness of workforce, including supporting vulnerable staff
- Accommodation/buildings
- Working time/patterns
- Transport to, from and during work
- Workforce of the future (including future skills needs)

These themes have informed revisions to the Covid 19 work programme to ensure alignment of efforts and resources.

Using this framework

This framework is intended as a guide – setting out an approach, and calling for bold and creative action to develop plans, and deliver change.

As such the focus is on enabling thinking and planning. We want to encourage discussion, decisions and actions across Kirklees. We want to build a sense of mutual trust into our ongoing work, reflecting the appreciation of its role in the response phase. We know that restorative approaches will be helpful, building on the work done across the organisation to develop our high support / high challenge capacity.

Within the Council we will mobilise action around the Covid 19 workstreams and within services. And we will ensure there are routes, including via employee networks, for any member of staff to share learning or put forward ideas for the future.

Our workstreams and services do not and must not operate as silos – as important are the connections across them. And as a Council we do not work alone – as important are our connections to people and partners.

So we will use this framework to guide our work with partners, working through our established partnership settings and newly created groupings. And we will draw on the framework to support engagement with citizens to inform our shared learning and planning, taking the best of our previous place based approaches to citizen engagement and building from there.

At times this might well feel messy. But we work within a complex system, and it is by enabling and mobilising action rather than seeking to control each element of response that we can achieve the most together.

Council protocols:

The Council has established procedures, protocols and mandates that help us work within a complex environment. There is a role for our Corporate Management Group (CMG) to identify the issues that need sharing across the organisation because they have a wide impact. To spot the synergies and dependencies that will strengthen our collective responses. And to identify the decisions that need escalation to Executive Team and Cabinet.

As we work creatively together, we will develop appropriate resources at appropriate phases. In the first instance we have focused on our business continuity response, asking people to provide sitreps and consider their short to medium term plans, alongside a focus on [staff wellbeing support resources](#), and guidance for opening services.

As services consider reinstating delivery and planning future provision, we will continue to share resources, including toolkit material that offers prompts and guides to consider learning, our changed environment and longer term goals. These resources will be shared and kept live on the intranet in order to ensure they reflect the most up to date intelligence and policy guidance.

Much of this planning for adaptation, living with Covid and the longer term will take place within the themes identified above, for which there are support arrangements in place to help with connections across services.

Heads of service will also be encouraged to share their thinking at an early stage with enabler functions to support and challenge their approaches, and help flag connections and further support opportunities

both within the organisation and outside it. These enabler functions will come together as a 'Recovery Support and Challenge Group' to provide this role at pace.

Business continuity will continue to play a role in considering the implications from this work, the interdependencies and the impact, and will act as a route to flag issues for discussion at Service Director circles, and for decision at ET and Cabinet.

Indicators

We will ensure that the plans we make using this framework as a guide are specific and measurable, and build in appropriate indicators. Our work on the broader indicators that measure progress against our shared outcomes will continue to be critical to informing our understanding of the context in which we work, and help us understand the long term impacts of both the pandemic and our response to it.

Our current arrangements:

Our current capacity has been mobilised around our business continuity protocols and reflecting the different nature of this emergency, a work programme of ongoing activity.

Kirklees Covid 19 programme themes: as updated 19 May 2020 - this moves the programme response into the adaptation phase.

As a system:

Recovery Framework theme	COVID-19 Response phase	COVID-19 Adaptation phase	Wider System links - Examples	Assurance mechanisms
Health protection –Inc face mask usage.	Business Continuity (daily SitReps, multiple weekly meetings – internal & partnership)	Business Continuity (as before with addition of Business Continuity - Recovery partnership meeting)	Public Health Service Local Resilience Forum	Representation of Policy, Public Health & Transformation in theme meetings Direct reports to Gold
Mental Health	Mental Health	Mental Health	Staff Wellness Bereavement Services Third sector providers Thematic partnership meetings e.g. Suicide Prevention Partnership	Continue management within COVID programme – fortnightly reporting by exception & recommend reinstatement of thematic partnership mtgs
Ongoing support for vulnerable people – incl. homeless, domestic abuse	Vulnerable Children & Adults theme (incl. Temporary Accommodation project)	Vulnerable Children & Adults theme	Health Wellbeing Partnership Safeguarding Boards Thematic partnership meetings e.g. Domestic Abuse Strategic Partnership	Fortnightly reporting by exception & recommend reinstatement of thematic partnership mtgs Embedding new ways of working in BAU
Schools (plus colleges and Uni)	Schools theme	Education provision theme (expanding Schools theme to include	Education and Learning Partnership	Fortnightly reporting by exception

		Colleges & University – either holistically or through aligned workstreams)	Children’s Improvement Board Learning & Education SLT	Engaging wider representation in Schools theme activity to expand to holistic ‘Education Provision’ theme
Businesses (including childcare, retail, leisure etc)	Business & Economy theme (incl. Events)	Business & Economy theme (incl. Events)	Anchor Organisations Partnership ? Chambers of Commerce Huddersfield BID partnership	Fortnightly reporting by exception Engaging with Business sector to develop revised vision of Kirklees economy Production of Economic Recovery Plan
Transport – incl. digital infrastructure?	Not directly covered (except occasionally through Business Continuity)	Option - Establish new programme theme or embed as cross-cutting consideration across all themes?	Access to Services Strategy West Yorkshire Passenger Transport Authority	Explore rationale for inclusion of digital infrastructure / is this about Access to Services? Identify key staff / partners
Leisure / recreation	Not directly covered (except some links to Business & Economy & Health Improvement themes)	Option - Establish new programme theme or embed as cross-cutting consideration across all themes?	Economy & Infrastructure Directorate Public Health KAL KNH	Explore the purpose of this theme and relationship to existing Services and planned activity Direct reports to Exec Team Business Meeting
Public spaces – incl. markets, streets, parks	Not directly covered (except some links to Business & Economy & Health Improvement themes)	Option - Establish new programme theme or embed as cross-cutting consideration across all themes?	Economy & Infrastructure Directorate Public Health KAL KNH	Explore the purpose of this theme and relationship to existing Services and activity Direct reports to Exec Team Business Meeting
Food supplies	Harnessing Community Capacity	Transition from COVID-19 programme theme to BAU for Communities & Customers Directorate	Poverty Partnership VCS Partnership Place Based working board Public Health	Embedding new ways of working in BAU

Community action / mutual support	Harnessing Community Capacity	Transition from COVID-19 programme theme to BAU for Communities & Customers Directorate	VCS Partnership Place Based working board	Embedding new ways of working in BAU Direct reports to Exec Team Business Meeting
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As an organisation

Recovery Framework theme	COVID-19 Response phase	COVID-19 Adaptation phase	Assurance mechanisms
Accommodation/Buildings	Business Continuity theme	Business Continuity theme	Direct reports to Gold / Exec Team Business Meetings
Transport to, from and during work	Business Continuity theme	Business Continuity theme	Direct reports to Gold / Exec Team Business Meetings
Working time/patterns	Staff Wellness & Capacity theme	People Strategy Programme	Re-establish Programme Board and enable reporting by exception to Exec Team
Wellness of workforce			
Supporting Vulnerable staff			
Future skills needs	Staff Wellness & Capacity theme Guardian of the Future theme	Peoples Strategy Programme Guardian of the Future theme	Re-establish Programme Board and enable reporting by exception to Exec Team

Service delivery, including the workforce of the future.

**Establish links between Programme & GOF
Theme Steering Group
Establish governance arrangements for
relevant activity through Modern
Organisation Board**