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MEETING:	Overview and Scrutiny Committee - Sustainable Barnsley Workstream
DATE:	Tuesday, 12 October 2021
TIME:	2.00 pm
VENUE:	Council Chamber, Barnsley Town Hall

AGENDA

Sustainable Barnsley Workstream

Councillors Cain, K. Dyson, Ennis OBE, Frost, Gollick, Green, Hand-Davis, Hayward, Kitching, Richardson, Stowe and Wraith MBE.

Administrative and Governance Issues for the Committee

1 Apologies for Absence - Parent Governor Representatives

To receive apologies for absence in accordance with Regulation 7 (6) of the Parent Governor Representatives (England) Regulations 2001.

2 Declarations of Pecuniary and Non-Pecuniary Interest

To invite Members of the Committee to make any declarations of pecuniary and non-pecuniary interest in connection with the items on this agenda.

3 Minutes of the Previous Meeting (*Pages 3 - 10*)

To note the minutes of the previous meeting of the Committee held on 7th September, 2021 (Item 3 attached).

Overview and Scrutiny Issues for the Committee

4 Barnsley Flood Recovery (*Pages 11 - 26*)

To receive a report of the of the Executive Director Core Services and the Executive Director Place on Flood Recovery in Barnsley (Item 4a attached) and Flood and Water Management Act 2010 Section 19 Statutory Report (Item 4b attached).

Enquiries to Jane Murphy, Scrutiny Officer

Email scrutiny@barnsley.gov.uk

To: Chair and Members of Overview and Scrutiny Committee:-

Councillors Ennis OBE (Chair), Bowler, Bowser, Cain, Clarke, Coates, K. Dyson, Felton, Fielding, Frost, Gollick, Green, Hand-Davis, Hayward, D. Higginbottom, Kitching, Lodge, Lowe-Flello, Markham, McCarthy, Mitchell, Newing, Noble, Osborne, Pickering, Richardson, Risebury, Smith, Stowe, Sumner, Tattersall, Wilson, Wraith MBE and Wray together with Statutory Co-opted Member Ms. G Carter (Parent Governor Representative)

Electronic Copies Circulated for Information

Sarah Norman, Chief Executive

Shokat Lal, Executive Director Core Services

Rob Winter, Head of Internal Audit and Risk Management

Michael Potter, Service Director, Business Improvement and Communications

Martin McCarthy, Service Director, Governance, Members and Business Support
Press

Witnesses

Item 4 (2.00pm):-

Matt Gladstone, Executive Director Place, BMBC

Paul Castle, Service Director Environment and Transport, Place Directorate, BMBC

Matt Bell, Head of Highways and Engineering, Place Directorate, BMBC

Ian Wilson, Service Manager, Highway Delivery, Place Directorate, BMBC

Daniel Crossley, Head of Repairs, Maintenance & Building, Berneslai Homes

Nicola Staniforth, Project Manager, Place Directorate, BMBC

Councillor Pauline McCarthy, Cabinet Support Member (Environment and
Transportation), BMBC

MEETING:	Overview and Scrutiny Committee - Full Committee
DATE:	Tuesday, 7 September 2021
TIME:	2.00 pm
VENUE:	The Assembly Room - The Civic

MINUTES

Present

Councillors Ennis OBE (Chair), Bowler, Bowser, Cain, Clarke, K. Dyson, Frost, Gollick, Hayward, Kitching, Lodge, Lowe-Flello, Newing, Noble, Osborne, Pickering, Smith, Stowe, Sumner, Tattersall, Wraith MBE and Wray.

16 Apologies for Absence - Parent Governor Representatives

No apologies for absence were received in accordance with Regulation 7 (6) of the Parent Governor Representatives (England) Regulations 2001.

17 Declarations of Pecuniary and Non-Pecuniary Interest

Cllr Tattersall declared a non-pecuniary interest in Minute Nos. 10 and 12 due to her membership of the Corporate Parenting Panel. She also declared a non-pecuniary interest in any matters relating to Berneslai Homes in view of her being a Berneslai Homes Board Member.

Councillor Newing declared a non-pecuniary interest in Minute Nos. 8, 9, 10 and 12 as she works for the NHS.

Councillor Lodge declared a non-pecuniary interest in Minute Nos. 8, 9, 10 and 12 as he is employed by an organisation which supports vulnerable adults and children.

18 Minutes of the Previous Meetings

The minutes of the following meetings were received and approved by Members as a true and accurate record:

Full Committee held on 27 April 2021 (Item 3a)

Sustainable Barnsley Workstream held on 1 June 2021 (Item 3b)

Growing Barnsley Workstream held on 29 June 2021 (Item 3c)

Healthy Barnsley Workstream held on 20 July 2021 (Item 3d)

19 Barnsley Safeguarding Adults Board Annual Report 2020-21

The following witnesses were welcomed to the meeting:

Bob Dyson, Independent Chair, BSAB

Wendy Lowder, Executive Director – Adults & Communities, BMBC

Julie Chapman, Service Director – Adult Social Care & Health, BMBC

Cath Erine, Barnsley Safeguarding Adults Board Manager, BMBC

Cllr Jenny Platts, Cabinet Spokesperson – Adults & Communities, BMBC

Susan Brook, Designated Nurse Safeguarding Adults, Barnsley Clinical Commissioning Group (CCG)
Chief Superintendent James Abdy, Barnsley District Commander, South Yorkshire Police (SYP)
Becky Hoskins, Deputy Director of Nursing & Quality, Barnsley Hospital NHS Foundation Trust (BHNFT)
Emma Cox, Assistant Director of Nursing, Quality & Professions, South West Yorkshire Partnership Foundation Trust (SWYPFT)

Members were shown a presentation about the work of the BSAB and were invited to consider a report of the Executive Director Core Services (Item 4a) and the Barnsley Safeguarding Adults Board Annual Report 2020-21 (Item 4b). Bob Dyson introduced the BSAB Annual Report, highlighting that everything had changed during the pandemic and creative ways of working had to be developed.

In the ensuing discussion, and in response to detailed questioning and challenge the following matters were highlighted:

A huge amount of awareness raising and training has been done around self-neglect and hoarding. Through the Safer Neighbourhood Service, a hoarding support group has been developed. The issues and triggers to this behaviour are now better understood, and early help can stop the situation spiralling out of control. It is estimated that nationally between 3% - 7% of people have problematic issues with hoarding and this has increased during the pandemic through proactive targeted work, which should be seen as a positive. It was felt that there is a need to mobilise strategic resources and connect the 'front line', engaging others in the community such as the local hairdressers, the Post Office etc. Elected Members also have a role to play in reporting concerns.

Residents of care homes are subject to a full needs assessment with twice yearly reviews. A contract monitoring system is in place for the care homes and social care work closely with the Care Quality Commission (CQC) to ensure care homes reach the required standards of care. There is an established care home network which brings together SWYFT, Public Health and managers of care homes and other health professionals such as the diabetes nurse, podiatrist etc. to ensure needs are met and information received is shared and acted upon. If a care home has to stop taking residents due to negative inspection findings, social care and the CQC work with managers and staff, residents and their families to understand what has happened and to recommend and monitor improvements to raise standards of care. However, this will take time as sustained improvement will take time to embed. In such instances, it is not advisable to move residents out of care homes unless absolutely necessary, as this causes major disruption and can have negative impacts on the lives of residents.

The BSAB Audit process is a mechanism for learning from both good and poor practice, with findings from reviews disseminated amongst all partners, actions and recommendations followed through and embedded into practice. The process also ensures the Board is abiding by its own policies, and provides feedback to staff. A Peer Review is due to take place in around 6 months' time and the findings will be shared with the Scrutiny Committee.

It can be difficult to engage individuals and obtain consent from them. Often, individuals view the way they live their lives as the norm, and do not want any help. It is essential that staff take the time to develop a good relationship to help and support individuals, and they will try different methods to achieve this. Financial abuse can be difficult to deal with, particularly if family members are involved and workers have to initiate an often delicate and difficult conversation to encourage individuals to open up to them.

Communication is one of the biggest challenges facing the BSAB. The new Communication Plan will help the wider population to understand what safeguarding is about, and what responsibilities they have. A considerable amount of work has been done, with easy to understand information provided in many formats. Elected Members have a role to play in sharing the message amongst their networks and in the community. There is a regional Safeguarding Awareness week in November to get the messages across. Local partners such as Barnsley FC and the local market are involved and leaflets etc will be distributed at the transport interchange. There is a reluctance within communities to report safeguarding concerns, awareness raising is being tackled by public facing events with faith groups and others. Elected Members are in a good position to help with this as they have local knowledge.

All agencies involved in safeguarding have high selection and recruitment standards to ensure only the very best levels of service. For example, the police selection process consists of a stakeholder group, who submit questions in advance of interviews. Once employed there is ongoing monitoring and development of individuals, with a structured plan to address any development and training issues. Individuals are rigorously vetted through the DBS process. It is not yet clear how the new Adult Social Care Bill will help with the high turnover of care workers, particularly within domiciliary care. Providers hold responsibility for staff training, but multi-agency training through the BSAB is also available to them.

There has been an audit following the sad deaths of four young homeless individuals in Barnsley. It was found that all of them had troubled lives from a very young age. A joined up approach is needed across children's and adults services to ensure people don't fall through the gaps. Work is now being done through the Safer Partnership Board to look at housing and other issues such as transition to address what may have led the individuals to become homeless. The Multi agency Panel looks at people who are struggling but don't qualify for formal safeguarding intervention and is able to offer help through partners. Work with private landlords has not progressed due to the pandemic but will be picked up as those with private landlords don't have the same services as those with a social landlord. A private sector housing plan is to be brought forward shortly. The Police work across all types of tenancy and are ideally placed to refer in to the process.

Members were advised that the most effective way to report a safeguarding concern is through Adult Social Care. There is a robust 'front door', referrals are triaged and the most appropriate response is given. Adult Social Care sits within the Customer Access Team (CAT) and feedback is given to every referral. Interim arrangements fall within the Better Lives Barnsley Programme. Members will be provided with the relevant contact phone number.

RESOLVED that

- (i) Witnesses be thanked for their attendance and contribution and for the excellent work of the BSAB in safeguarding vulnerable people in Barnsley;
- (ii) Members continue to raise awareness of safeguarding and report concerns in their communities, and
- (iii) Members be provided with the contact number for reporting safeguarding concerns.

20 Draft Barnsley Local Safeguarding Children's Partnership Annual Report 2020-21

The following witnesses were welcomed to the meeting:

Bob Dyson, Independent Chair, LSCP

Mel John-Ross, Executive Director, Children's Services, BMBC

Pam Allen, Interim Service Director, Children's Social Care & Safeguarding, BMBC

Cllr Sarah Tattersall, Cabinet Support Member – Children's Services, BMBC

Chief Superintendent James Abdy, Barnsley District Commander, South Yorkshire Police (SYP)

Nikki Kelly, Named Nurse Safeguarding Children, Barnsley Hospital NHS Foundation Trust (BHNFT)

Angela Fawcett, Designated Nurse Safeguarding Children and Looked After Children, Barnsley Clinical Commissioning Group (CCG)

Emma Cox, Assistant Director of Nursing, Quality & Professions, South West Yorkshire Partnership NHS Foundation Trust (SWYPFT)

Diane Drury, Head of Safeguarding & Quality Assurance, Children's Services, BMBC

Members were invited to consider a report of the Executive Director Core Services (Item 5a) and the Barnsley Local Safeguarding Children's Partnership Annual Report 2020-21 (Item 5b).

In the ensuing discussion, and in response to detailed questioning and challenge the following matters were highlighted:

Bullying is a constant theme within safeguarding and has far reaching impacts on children. All schools are required to have an Anti-bullying strategy, which forms part of each school's annual self assessment. Tackling bullying relies on initial reporting of concerns and schools need to recognise the impact of bullying on an individual and take action. Schools are visited regularly and OFSTED inspect schools against their bullying procedure. The SEND Youth Forum and the Youth Councils were involved in refreshing the overall Strategy and included some very powerful case studies, with the voice of the child evident throughout. These bodies also helped to develop the Anti-Bullying Commitment which all schools in the Barnsley Alliance have signed up to and is in evidence in all schools. The SEND Youth Forum is being supported to produce a young people's peer challenge where they go in to schools and look for evidence of commitment.

It was highlighted that bullying can lead on to tragedies such as the recent stabbing of a 15 year old boy in Monk Bretton, and needs to be tackled using a multi agency approach. There is a definite crossover between safeguarding and the Community Safety Partnership. Funding has been allocated by the Police to reduce knife crime etc., with a whole host of activities to address this. Bullying and knife crime has to be considered against the backdrop of the online world, where online bullying can spill over into real life. Prevalence of knives and gang activity is relatively low in Barnsley but nevertheless a significant piece of work is being done to address it, with Police Officers going in to schools to work with them and to offer support, as education is key to tackling this growing issue.

A discussion took place around ways to address the criminalisation of young people, particularly males, who engage in 'sexting' and sharing images on social media etc using mobile technology. This type of behaviour can ruin future life chances and many young people aren't aware of the longer term implications. All schools are involved in educating young people about the dangers of this type of behaviour. A recent large scale operation involved the exploitation of children by an offender in Wales, with a cluster of activity in Barnsley connected to Facebook. It was pointed out that 'spent' convictions and cautions of young people will not reappear in later life, based on individual assessment. The Police don't want to criminalise this type of behaviour when the issue is education. Rather, there is a proportionate enquiry aimed at diverting individuals away from that behaviour through education. Prosecution will be pursued only if it is in the public interest. Education and diversion is a better option. Barnsley is in the top quartile nationally for young people entering the youth justice system for the first time. Partnership work is effective, with good outcomes evidenced.

Lots of work is done on child Neglect in Barnsley, which can present as a form of parental bullying and hidden harm. Neglect continues to be most likely reason for a child to be taken into care. A Neglect Strategy and toolkit has been produced alongside the NSPCC. It may be necessary to resurrect the Neglect sub-group, but this will need resourcing as responsibility for Neglect was shared amongst the other sub-groups in the Action Plan. Early Help and Intervention to promote good parenting is important in tackling neglect, but parents have to accept help and parents need to be encouraged to use community support to help them. Staff have to have the time to have difficult conversations and the time and skills to be curious and persistent, which has been difficult to achieve during the pandemic?

The recent audit examined a wide range of issues. Elective Home Education (EHE) is a particular area of concern as there has been a big increase during the pandemic, leading to potential safeguarding concerns as children are not seen in schools and may fall through the gap. Work with the Barnsley Sexual Abuse and Rape Crisis Service (BSARCS) has been strengthened, as the audit found that Barnsley wasn't making best use of that organisation to ensure correct support for children needing wraparound care. Our response to this has now been strengthened. During the pandemic, the Board's training offer was increased, with almost twice as many people taking up the 'virtual' training offer. Topics covered include safe sleeping and safety in the first year of life.

Sexual abuse and harassment is a very emotive topic which when identified is taken very seriously. This has evolved in recent times with the use of social media.

Education Improvement Officers ensure findings of the inspection report are cascaded and discussed with both primary and secondary headteachers. There is also an audit tool to support schools to help them to review the robustness of their approach to this issue. When OFSTED inspect schools this is a criteria which has to be evidenced. Twilight training sessions and webinars are provided for head teachers and designated safeguarding leads. An external trainer provides robust training covering policies, procedures and awareness raising.

Availability of CAMHS for young people is a national problem, with long waiting times for treatment. There is significant investment in the service alongside an action plan. Schools can be a pathway into the acute service. The Early Help offer is also in place and can be accessed before CAMHS. CAMHS services worked differently during pandemic, both in terms of group and individual work, but never stopped and provided an emergency service at all times. Where children and families did not have computer access, equipment was provided. Members were urged to feed in any concerns they may have so that they can be addressed. Early Help offer in place before get to CAMHS.

It was reported that sadly 13 babies have died in 5 years in Barnsley, some of which may have been due to modifiable factors such as co-sleeping. Child deaths are always investigated, with the aim of learning lessons and modifying practices. Everyone has a responsibility to report concerns - for example, unsafe sleeping arrangements can be identified by agencies other than health such as a housing officer may see a child sleeping on a sofa, which will need addressing. Training programmes are rolled out to different agencies to spread learning as widely as possible. There are many training programmes, such as Managing Crying, Don't Shake the Baby and the ICON programme which gives parents strategies to deal with behaviours such as crying. GPs, hospitals and community services all have procedures in place to alert when babies and young children are not being brought to appointments - they are not simply marked as 'did not attend' as there may be a safeguarding issue.

Early Help is a strong element of the partnership, with a review of the all age Early Help Strategy due to the pandemic. There has been a lot of disruption and staff changes in some localities but the Early Help service is generally stable, despite the challenges presented by the pandemic. If Members are concerned about the Early Help service in their area they should flag concerns up with Children's Services, who are happy to investigate further.

It was reported that court proceedings have been delayed during the pandemic, but the service is slowly getting back to normal. This is a national issue which has had a significant impact on children.

RESOLVED that witnesses be thanked for their attendance and contribution and the report be noted.

21 Children's Social Care Performance Report

Members were invited to consider a cover report relating to Children's Social Care Performance. The redacted report was provided for information only.

RESOLVED that the report be noted

22 Exclusion of the Public and Press

RESOLVED that the public and press be excluded from this meeting during consideration of the items so marked because of the likely disclosure of exempt information as defined by the specific paragraphs of Part I of Schedule 12A of the Local Government Act 1972 as amended, subject to the public interest test.

23 Children's Social Care Performance Report

Members were invited to consider a cover report relating to Children's Social Care Performance (Item 8a) in relation to the Data Report (Item 8b) and the Explanatory Document (Item 8c). Mel John-Ross introduced the report. Areas to note include the increase in contacts and assessments; the rise in the number of children in care; the strength of partnership working during the pandemic (particularly with schools) and the flexibility of working offered during the pandemic.

Strong overall performance has been maintained in the majority of areas throughout the report, despite the additional challenges and pressures brought about by the pandemic.

It was reiterated that Barnsley remains committed to maintaining a stable work force and agency staff are not used for front line posts, which has been the case for a number of years. Staff welfare and reduction of caseloads for all social workers remains a priority. Face to face working in localities has continued throughout the pandemic but on a more flexible level and the refurbishment of Westgate will not affect staff adversely.

The service was last subject to a full OFSTED inspection in October 2018 and received a judgement of 'good'. The Annual Engagement is due in October 2021. Additional Social Workers and Family Support Workers (assigned to Social Workers) have been recruited. Barnsley is a nationally recognised 'Employer of Choice' for Social Workers.

RESOLVED that

- (i) the performance report be noted, and
- (ii) the service be congratulated on recruitment of social workers and the excellent service provided to children and their families in Barnsley.

Chair

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Barnsley Flood Recovery

1.0 Introduction

- 1.1 This report provides the Overview & Scrutiny Committee with an update regarding activity across the borough following the November 2019 floods which directly affected 100 properties and 11 businesses.
- 1.2 The report covers progress on the following key areas:-
- remedial works undertaken by the Council and partner organisations to date to reduce the likelihood and impact of further flooding
 - measures being undertaken by the Council to bolster the response to any future flooding incidents
 - the “Section 19” report which identifies whether the relevant flood risk management authorities discharged their statutory duties or not
 - the proactive steps being taken in conjunction with Sheffield City Region Combined Authority (SCR) to raise the profile of the lack of investment into flood mitigation in South Yorkshire
- 1.3 Although the response to the COVID pandemic has caused delays with recovery activities, a significant amount has still been achieved and the report demonstrates that:-
- even in the midst of the response and recovery effort to the COVID emergency the Council has retained focus on improving and investing in the areas most susceptible to the impact of flooding
 - Barnsley has been working at regional and national levels to raise the profile of the additional investment needed to protect the most vulnerable communities in Barnsley and across South Yorkshire
- 1.4 To support the report, Item 4b (attached) outlines the investigation carried out by the local authority of the flooding event in Barnsley on 7th and 8th November 2019, as required under Section 19 of the Floods and Water Management Act 2010.

2.0 Background

- 2.1 Flooding can be caused by:-
- Run-off water from fields and over-full rivers, usually following heavy rainfall
 - Blocked drains
 - Cracked or burst water pipes
- 2.2 The local authority is responsible for managing flood risk in Barnsley from surface water, groundwater and ordinary watercourses; the Environment Agency is responsible for managing flood risk relating to rivers and streams; Yorkshire Water is responsible for cracked or burst water pipes and public sewers.
- 2.3 Following the widespread and serious flooding in England during June and July 2007, an independent review was carried out. Following this the Flood and Water Management Act was implemented, and Councils took on additional duties as Lead Local Flood Authorities. The Council, as a Lead Local Flood Authority has a statutory duty to investigate (under Section 19 of the Floods and Water Management Act 2010) on becoming aware of a flood in its area.
- 2.4 Between November 2019 and February 2020 severe flooding affected many parts of the United Kingdom, commencing with South Yorkshire in November 2019. The Met Office HAD-UK dataset shows it to be the wettest 5-month period ending October for the River Dearne and River Don catchment since 1891.
- 2.5 Storms Erik, Freya, Gareth, Hannah and Lorenzo brought strong winds and heavy rains prior to the November flood event with the Met Office reporting South Yorkshire as the wettest county across the

country in autumn 2019, compared to the long-term average (1981-2010) with more than double its average rainfall for the season (425.4mm compared to an average of 208mm).

- 2.6 On 7th November 2019, persistent and intense rainfall fell across many parts of North England arising from a weather front that was stationary across the region from the early hours of Thursday 7th November for approximately 24 hours. The most intense band of rain was located over the four South Yorkshire Authority areas which had devastating effects on communities in those areas who are at flood risk. The November flood event has been estimated as 1:100 – 1:150 year event.
- 2.7 Although the Council is required to carry out a Section 19 investigation following a flooding event, it has discretion in terms of the depth of investigation undertaken and the degree of follow up. Item 4b (attached) details the investigation carried out following the events in November 2019. In addition, area specific investigations into the unique causes of flooding at specific locations have been progressed as part of individual work packages but these are not contained within the Section 19 report, for example, the specialist technical reports that have been prepared for the Lundwood Flood Alleviation Scheme (FAS) and Worsbrough reservoir.

3.0 Current Position

- 3.1 Following the November 2019 floods a number of high-risk locations were identified and plans for remedial works established to improve future flood mitigation. Key work being carried out is as follows:-

Lundwood Flood Alleviation Scheme (FAS)

- 3.2 The Authority had previously carried out a number of pro-active steps to protect properties including the installation of 282 flood vents, 25 door guards and 15 waste pipe locks following the floods of 2007, all of which offer a level of protection for internal areas.
- 3.3 As a follow-up, in June 2020, 70 properties on Lang Avenue (previously affected by flooding) were visited to check that the property flood defences installed continued to be fully functional and identify any further works required. To ensure that the issues had been fully addressed, a Berneslai Homes led task and finish group was established to determine the long-term options for the area.
- 3.4 In October 2020, Yorkshire Water completed a number of maintenance activities to a 500m stretch of the local drainage ditch which removed over 50 tonnes of debris, improving watercourse flow.
- 3.5 All highway gullies in the immediate area have been inspected and maintained.
- 3.6 An independent environmental consultancy agency was engaged to carry out a flood threat assessment, including a solution/options appraisal and cost benefit analysis. The Stage 1 report was received in August 2020 with the draft Stage 2 report received in December 2020. Work is now ongoing to refine the Stage 2 proposals and final options are being reviewed, including refined costings. The recommended resilience work has an initial estimated cost of £525,000 with an upper limit of £1 million.
- 3.7 Business cases have been prepared and submitted to the Capital Oversight Board and categorised as an immediate priority (ref Project C22 – BMBC Priority Investment Schemes).
- 3.8 The Lundwood Flood Alleviation Scheme has been identified as one of 9 regional accelerator programmes put forward by Sheffield City Region (Nov 2020), and has been allocated £150,000 to progress the development of the scheme. The scheme is also part of Barnsley's programme put forward to the Environment Agency for a grant funding contribution in the medium-term plan which was finalised in March 2021.
- 3.9 Proactive engagement has been on-going with local residents and elected members, the most recent of which was a virtual round table discussion and update on 16th March 2021 with Dan Jarvis MP, Cllr Chris Lamb, representatives from Highways and Engineering, Berneslai Homes and local residents.

Bulling Dike – Low Valley

- 3.10 Categorised as a Flood Zone 2 location, the dike forms part of the River Dearne catchment. During the events of 2019, the River Dove overtopped its banks, some of the flood waters then entered Bulling Dyke.

This combined with the flows in Bulling Dyke caused the Dyke to overtop, flooding properties on Station Road, Cotterdale Gardens and surrounding streets.

- 3.11 The Danvm Drainage Commissioners Internal Drainage Board (IDB), who elect to maintain the watercourse, following consultations with BMBC, have carried out approximately £0.1m remedial works along its length, during February 2020.

Worsbrough Reservoir

- 3.12 Worsborough reservoir was built in 1793 and has a capacity of 266,000m³. This reservoir is flood categorised as 'A', a "High Risk" reservoir due to its size and potential for flooding 20 properties and businesses downstream.
- 3.13 Prior to the November flood events, the concrete spillway was identified as requiring investigation and possibly requiring works to be carried out. At the request of the All Reservoirs Panel Engineer (DEFRA appointed civil engineer who performs periodic safety inspections), a site visit took place on 7th November 2019. The report from this inspection has been used to form the basis of specifications and activity schedules of work for the various spillway components.
- 3.14 Despite taking mitigating actions to reduce the reservoir levels, the heavy rainfall meant that water was still flowing over the spillway. The Engineer's recommendation was to undertake the structural survey promptly without delay and to prevent, as far as possible, the use of the spillway. Given the levels of rainfall experienced over the 7/8th November 2019 it was anticipated that extensive re-construction work would be required.
- 3.15 Following the initial visit from the All Reservoirs Panel Engineer, a number of technical reports have been commissioned and delivered. The repair works are highly specialist and complex and there are a number of considerations, including, fish stocks; fish breeding season; potential for compensation claim from the anglers; water levels in the river Dove / flooding; displacement of invasive crayfish; loss of commercial income to the Council; access issues for plant / equipment / ballast; working on dangerous structure / height; and reputational issues.
- 3.16 An inspector visited the site on 28 October 2020 to undertake the annual inspection and was satisfied that the plans to undertake the repairs to the Spillway were progressing and would address the identified issues. Following discussions with the inspector and procurement colleagues, it was determined that specialist support would be enlisted to create a schedule of works and contract documentation that could then be used by BMBC to competitively appoint a rope access specialist contractor to carry out the spillway repair works. Availability of all parties to complete this procurement exercise means a contractor was not expected to be appointed until late Spring/Summer 2021. Works commenced in late August 2021 and are expected to be completed in November 2021, weather permitting. In addition, advice was sought from the Environment Agency's Fisheries team in respect of timings to conduct the repairs so as to minimise impact on fish stocks/breeding activity.
- 3.17 In May 2021, the inspector returned to undertake his five yearly inspection which is more detailed. Worsborough Reservoir is designated as a High-Risk Reservoir by the Environment Agency and Section 10 of the Reservoirs Act 1975 places a statutory obligation on the Council to have a High-Risk Reservoir inspected from time to time by an independent qualified civil engineer and to obtain from that engineer a report of the result of the inspection. The draft report has now been received and is under review by officers to understand the implications of its findings. Many recommendations are covered off by the above referred to works but the Council should expect further significant spend requirements in coming years to satisfy all aspects of the report's recommendations. £250,0000 has already been released by the Senior Management Team to progress the investigation and commence the required repairs.
- 3.18 As well as the spillway repairs, there is a requirement to undertake further analysis of embankment erosion and options for repair thereof. As that piece of work has more impact on site visitors/anglers, rather than posing a flood risk, it has been determined that all aspects of that work should be competitively procured. An arm of North Yorkshire County Council, have been appointed under a framework agreement to support with the initial options appraisal, organisation of necessary surveys and production of a design solution. The embankment is split across two portions of the north bank (known locally as Kip's wall and the shallows). The banking along the shallows area is the main focus in this financial year as it has greater risks to general public safety than does the Kip's wall area. It is estimated (though actual costs may change

once the final design is known and site access restrictions are taken into account) a further £400k will be required to repair the shallows area and this should be done within the 2021/22 financial year to minimise risks to the public

Barnsley Culvert Replacement Programme

- 3.19 Barnsley has a large number of watercourses which have been culverted (a structure that allows water to flow under a road etc), many of which date back hundreds of years. Most of the culverts are of unknown structural condition, ownership and in some cases location.
- 3.20 Barnsley has put forward a programme of culvert identification, assessment, and repair into the Environment Agency's Medium-Term Programme and to Sheffield City Region to secure funding to carry out structural and hydraulic surveys on some of these watercourses. Around £6 million over 4 years is required to complete the programme.
- 3.21 The watercourses which will be investigated will be prioritised based upon potential risk of flooding to properties and businesses. The project is at an early stage and recently secured £250,000 of initial investment to commence investigations in the 2021/22 financial year.

Enhanced Highway Maintenance Programme

- 3.22 In 2020, the Council invested an additional £1M to proactively investigate, repair and improve the drainage asset to accelerate the recovery from flooding. A program of enhanced maintenance and investigation has been carried out, prioritised by road classification and history of flooding.
- 3.23 This programme of work has been very successful and has allowed some 5,200 problem locations to be investigated. This investigation programme has resulted in a significant number of non-operational gullies restored to working order and a further 230 schemes completed to improve resilience across the drainage network

Section 19 Report

- 3.24 The final full draft report summarising the impact of the November 2019 floods, the underlying cause of the flood event and, the identification of all Risk Management Authorities with relevant flood risk management functions can be found at Item 4b.

4.0 Future Plans and Challenges

Revised Operational Flood Response Plan

- 4.1 The local authority's Operational Flood Response Plan sets out the actions they will take during a flood event based on the resources they have available.
- 4.2 The plan sets out the strategy in three key areas:-
 - 1. Routine maintenance activities to drainage assets under our control
 - 2. The level of response we will provide to support communities at risk of flooding during a flood event
 - 3. The level of response we will provide to support the recovery process following a flood event
- 4.3 The plan also sets out the locations of key assets and high-risk locations, including, detailed plans for each location, trigger river levels, flood store locations and flooding history and has been revised with input from BMBC's Health, Safety & Emergency Resilience Service and Highway Drainage Engineers to better reflect the lessons learned following the November 2019 flood event. Further revisions will take place following the lessons learned from the February 2021 Storm Christoph event.
- 4.4 The plan was presented to the Local Resilience Forum in September 2020 for ratification and inclusion, as an appendix, into South Yorkshire's LRF Flood Plan. Further collaborative working is required across partner agencies to develop a comprehensive catchment & investment plan linking up the LRF and SCR activities

Leveraging Investment

- 4.5 Following the November 2019 floods, the City Region Mayor and South Yorkshire Local Authorities Leaders jointly submitted a Business and Infrastructure Resilience Flood Priority Programme for South Yorkshire with an investment ask of £271m to protect over 2,800 businesses and 10,300 homes. The Programme was shaped by lessons learned from flooding in November and was designed to invest in new infrastructure and natural flood management measures to mitigate this type of flood event.
- 4.6 On May 5th 2020, the Secretary of State responded indicating that it was “contrary to funding policy to fill funding gaps” and instead redirected the Partnership back towards the annual funding cycle for flood investment administered by the Environment Agency and DEFRA (Department for Food and Rural Affairs).
- 4.7 The Government announced a doubling of investment for flood schemes in its March 2020 budget. Nationally this equates to £5.2 billion of investment over the next six-year programme between April 2021 and to March 2027. In light of this, the Environment Agency (EA) has been working with local authorities to refresh its spending programme for South Yorkshire. The Programme will take account of changes in local projects and reflect South Yorkshire’s Flood Priority Programme as closely as possible.
- 4.8 Current proposals would see around 100 flood schemes implemented in total in South Yorkshire, with an estimated value of around £420 million. Projects range from small scale drainage works and property level protection measures to large scale flood defence schemes such as Rotherham to Kilnhurst (£24 million) and the Upper Don (£38 million). The schemes included in this Programme specific to Barnsley and led by the local authority are:-
- Lundwood Flood Alleviation Scheme (£1M)
 - Bansley Culvert Programme (£6M)
 - Worsbrough Reservoir (TBD following further investigation)
 - Church Street, Darton (TBD following further investigation)
- 4.9 In addition to those led by the local authority, the Environment Agency will lead on:-
- A Nature based Solutions Programme in the Mid-Don (Barnsley and Rotherham) area
 - The National Environment Agency investment programme (including the South Yorkshire regional element) was agreed and published at the end of March 2021, with annual reviews scheduled thereafter
 - The development of the South Yorkshire flood priority programme providing a strong basis for further planning and development of joined up flood mitigation and adaptation activity at the South Yorkshire scale.
- 4.10 Working in partnership with the Environment Agency, local authorities and other stakeholders developed a new Catchment Wide Flood Plan for South Yorkshire, having been approved by the South Yorkshire Chief Executives in January 2021. The launch date of the catchment plan is scheduled for December 2021. The plan sets out an integrated holistic policy and investment approach to addressing future flood risks across South Yorkshire, and the collective actions to respond to the climate and environment emergency. It will provide a strong, strategic level ambition to not only tackle the causes of flooding, but also the symptoms, and will aim to do this in a way that benefits all communities in South Yorkshire. The Plan provides an opportunity to do things differently and become a national example of innovation and excellence.
- 4.11 The plan is being driven by both the Sheffield City Region (SCR) and the South Yorkshire Flood Partnership and the Council is well represented on both groups. In addition, the Yorkshire regional Flood and Coastal Committee environmental sub-group is investigating a source to sea approach, evaluating a package of Natural Flood Management and hard engineering options.
- 4.12 Discussions have also taken place between the SCR Mayor, Leaders and the Government which culminated in a South Yorkshire Flooding roundtable hosted by the Secretary of State on October 8th 2020. Following the round table discussion, the Mayoral Combined Authority wrote to the Secretary of State for Environment, Food and Rural Affairs on November 6th 2020 requesting additional funding support for priority projects.
- 4.13 In addition, the Mayoral Combined Authority (MCA) set out a proposal to make £5.5M of SCR funding available for a list of 9 accelerator projects. two of which (Lundwood FAS and Barnsley Culvert

Programme) are named projects within the Barnsley area. Subsequent discussions have now culminated in an allocation of £400,000 to accelerate the delivery of both the Lundwood FAS (£150,000) and the Barnsley Culvert Programme (£250,000).

Recent Flood Events- Lessons Learned

- 4.14 Government restrictions and COVID secure ways of working have introduced additional complexities for the deployment of resources in a flood response scenario.
- 4.15 Storms Alex (2-4 October 2020), Aiden (31st October 2020), Bella (26-27 December 2020) and Christoph (18-20 January 2021) were all high risk, heavy rain events that brought with them the potential for increased flood risk for the Yorkshire and Humber region.
- 4.16 Thankfully, these storms were of a size and scale that could be managed by the council's in-house resource, supported by the traditional standby and winter rosters. The events demonstrated that the revised safe systems of work for response are effective.
- 4.17 The impacts of these storms were not of a significant enough scale or duration to put the council's full capacity and capability to the test, however a number of lessons learned were captured and referred back to the Senior Management Team for review. As a result, a number of recommendations for improvement have been made, which include:-
1. Expansion of the Corporate Emergency Resilience Team with additional roles of on-call Silver Officers
 2. Further development of vulnerable persons intelligence arrangements and information sharing between response agencies (i.e. Fire and Rescue and South Yorkshire Police)
 3. Review the Operational Flood Plan with the learning from the Storm Christoph flood response activities
 4. Reviewing flood information webpages and flooding key messages for inclusion in the Operational Flood Plan
 5. Strengthen links with community volunteers to further develop community-based response resources and engagement

Impact on Communities

- 4.18 Flooding in Barnsley has affected people from a range of communities, ages and backgrounds. However, long-term impacts are exacerbated by pre-existing disadvantages, for example health problems, isolation and poverty. A strong focus on continued flood recovery and renewal in Barnsley by its very nature seeks to protect our most vulnerable populations from the disproportionate impact of future flooding on their wellbeing and life chances.
- 4.19 Flooding has a significant impact on public health. The November floods generated a number of physical risks for people, from the direct risk of the incident itself to the contamination risk associated with clean-up activities. The November 2019 event also had a considerable impact on the emotional wellbeing of affected people, families and communities.
- 4.20 It is therefore crucial that focus remains on flood recovery and mitigation works to minimize the risks of significant future flooding and secure improved health and wellbeing outcomes for the residents of Barnsley.

5.0 Invited Witnesses

5.1 The following witnesses have been invited to answer questions from the Committee:-

- Matt Gladstone, Executive Director Place, BMBC
- Paul Castle, Service Director Environment and Transport, Place Directorate, BMBC
- Matt Bell, Head of Highways and Engineering, Place Directorate, BMBC
- Ian Wilson, Service Manager, Highway Delivery, Place Directorate, BMBC
- Daniel Crossley, Head of Repairs, Maintenance & Building, Berneslai Homes
- Nicola Staniforth, Project Manager, Place Directorate, BMBC
- Councillor Pauline McCarthy, Cabinet Support Member (Environment and Transportation), BMBC

6.0 Possible Areas for Investigation

Members may wish to ask questions around the following areas:-

- What does success look like and how will you know if it has been achieved?
- What are the barriers to achieving success and how do you plan to overcome them?
- What specific risks are associated with the plans?
- What is the system for monitoring & evaluating progress?
- How do you plan to gain the necessary investments to carry out the plans?
- Are there sufficient resources to carry out periodic maintenance to prevent future flooding events?
- How have you communicated these plans with residents and how have you managed their expectations?
- How have you worked with partners to ensure a multi-agency approach to flood recovery plans?
- How will you engage community volunteers to support community-based responses?
- When will investigations start on the Worsbrough Reservoir and Church Street, Darton schemes?
- What risk assessments have been carried out across the borough to identify other possible areas of flooding in the future?
- What considerations have been given to climate change when making plans to prevent future flooding events?
- What can members do to support the Barnsley flood recovery plans?

7.0 Background Papers and Useful Links

- Item 4b (attached) Flood & Water Management Act 2010: Section 19 Statutory Report
- Flood and Water Management Act 2010
https://www.legislation.gov.uk/ukpga/2010/29/pdfs/ukpga_20100029_en.pdf
- Met Office HAD-UK Datasets
<https://www.metoffice.gov.uk/research/climate/maps-and-data/data/haduk-grid/datasets>

8.0 Glossary

DEFRA	Department for Environment, Food & Rural Affairs
FAS	(Lunwood) Flood Alleviation Scheme
MCA	Mayoral Combined Authority
SCR	Sheffield City Region
EA	Environment Agency
IDB	Danvm Drainage Commissioners Internal Drainage Board

9.0 Officer Contact

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4 October 2021

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BARNSLEY
Metropolitan Borough Council

FLOOD AND WATER MANAGEMENT ACT 2010

SECTION 19 STATUTORY REPORT:

**INVESTIGATION OF FLOODING EVENT IN BARNSLEY
ON 7TH AND 8TH NOVEMBER 2019**

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1.0 Introduction

Barnsley Metropolitan Borough Council, as the Lead Local Flood Authority (LLFA), has a responsibility under Section 19 of the Flood and Water Management Act 2010 to investigate significant flood incidents in its area. Section 19 states:

1. On becoming aware of a flood in its area, a lead local flood authority must, to the extent that it considers it necessary or appropriate, investigate:
 - a. Which risk management authorities have relevant flood risk management functions, and;
 - b. Whether each of those risk management authorities has exercised, or is proposing to exercise, those functions in response to the flood.
2. Where an authority carries out an investigation under the above subsection it must:
 - a. Publish the results of its investigation, and;
 - b. Notify any relevant risk management authorities.

Risk Management Authorities (RMA) are defined in The Flood and Water Management Act 2010. In Barnsley, these are:

- Lead Local Flood Authority – Barnsley MBC
- The Environment Agency – Yorkshire Area
- An Internal Drainage Board – Danvm Drainage Commissioners.
- A Water Company - Yorkshire Water Services Ltd
- A Highway Authority – Barnsley MBC & Highways England

Investigation under the provisions of the Flood and Water Management Act does not include scrutiny of the emergency response to a flooding event. Investigations of this kind may take place under different provisions e.g. the Civil Contingencies Act or local authority scrutiny processes.

2.0 Rainfall Event and Warnings

Barnsley experienced heavy rainfall throughout Thursday 7th November 2019 that continued into the early hours of Friday 8th November. Environment Agency rain gauges recorded 73 mm of rain having fallen on the borough over a 24 hour period.

The Environment Agency has reported that rainfall levels and river depths were second only in magnitude to the 2007 event in Barnsley. The storm has been estimated to have been a 1:100 to 1:150 annual exceedance probability event.

3.0 Barnsley MBC Response to Rainfall Event

On Wednesday 6th November 2019, the Met Office issued an amber rain warning at 23:44 followed by a Flood Forecasting Centre amber flood alert for surface water at 00:36 on Thursday 7th November 2019. As a result, this placed the Council's flood response at 'Level One Be Prepared'. The following section provides an account of the events that followed:

Response Thursday 7th and Friday 8th November 2019

- Highway drainage issues increased steadily over the morning and on this basis the Council's Emergency Control Room was opened at 12:00 staffed by both Council and Berneslai Homes managers with staff identified who could be rostered through to 19:00 on Friday 8th November
- An operational control room was established at Smithies Lane depot with road closures, tactical sandbagging and highway drainage issues managed from the depot
- Flood Warnings were subsequently issued for the
 - River Dearne at Darton and Barugh (12:07)
 - River Dove from Aldham Bridge to Low Valley including Wombwell Ings Caravan Site (14:37)
 - River Dearne at Burton Grange and Lundwood (16:30)
 - The issue of the flood warnings raised the flood response to 'Level Two Take Action'
- The flood warnings were gradually removed on Friday 8th (along with the flood alert for the River Don) and Saturday 9th November; and the flood alerts Monday 11th November
- Flooding response continued throughout Thursday 7th and then overnight and into Friday 8th November and included:
 - Issuing of warning and informing messages to residents, staff and Members via both Corporate Communications and the Contact Centre
 - Road closures
 - Tactical issuing of sandbags to mitigate highway drainage issues where the use of sandbags was assessed as likely to be operationally effective
 - Being prepared to offer emergency accommodation
 - Being prepared to support vulnerable people

Recovery Friday 8th November to present

- Flood Recovery Group met on Friday 8th November and then daily until Friday 15th November reverting to weekday meetings from Monday 18th November
- Two main areas impacted by flooding were identified: Low Valley and Burton Grange with Stronger, Safer and Healthier Communities and Berneslai Homes respectively taking the lead in these areas
- Initial support was provided to residents where this was not being provided by insurers:
 - 'Clean and clear' for flood affected properties (including waste removal, provision of cleaning materials and jet washing of affected sites)
 - Emergency/alternative accommodation
 - Utility safety checks and restoration of utilities
- Individual post flooding needs assessments were undertaken or offered to be undertaken in each property affected by flooding
- Subsequently a range of additional support has been offered to affected residents including support to vulnerable adults
- In relation to affected Council properties at Burton Grange Berneslai Homes have:
 - Assessed each property for repairs and maintenance needs
 - Undertaken urgent repairs to allow homes to remain habitable
 - Begun the process of remedial works on affected properties

Local, regional and national co-ordination

- The response and recovery have been and continue to be a co-ordinated effort between the Council and Berneslai Homes
- Throughout this incident the Council has co-ordinated its response and recovery with partners in South Yorkshire Local Resilience Forum (SYLRF)
- In addition to borough response and recovery efforts the Council has provided multi-service mutual aid to Doncaster MBC where the worst flooding impacts were seen in South Yorkshire
- The Council has ongoing dialog with regional and national politicians (including Secretaries of State) and HM Government departments regarding the recovery impacts and efforts
- The Council is leading the SYLRF Recovery Co-ordination Group for the County

4.0 Summary of flooding impacts

The Council's investigations have determined that the incident resulted in 100 residential properties and 14 commercial properties being flooded internally.

- Predominantly two areas were affected by flooding:
 - *Low Valley*
 - *Caravan site – 15 properties*
 - *Cotterdale Gardens – 16 properties*

- *Station Road (including Elm Cottages) – 34 properties*
 - *Burton Grange*
 - *Lang Avenue – 24 properties*
 - *Michaels Road - 3 properties*
- Six residents were initially provided with emergency accommodation however, none were placed in reception/rest centres
- Six affected businesses have been identified albeit Enterprising Barnsley are undertaking further and ongoing assessments of the impacts on the local business community
- Transport was disrupted with 34 roads being flooded across the borough and 20 roads closed to traffic.
- Operational Control received approximately 185 flooding related requests for service.

5.0 Causes of Flooding

As outlined at item 2.0 of this report, a considerable amount of rain fell on the Dearne and Dove catchments impacting on the borough on 7th and 8th November. Very wet conditions in early autumn meant that soils in the upland areas were already saturated at the start of November, reducing their capacity to store rainfall, thereby increasing runoff and exacerbating flooding.

Watercourses and local drainage systems were overwhelmed by the intensity of rainfall and, in some cases, blocked by debris washed down during the event resulting in flooding to property and roads.

6.0 Identification Of Flood Risk Management Functions

Risk Management Authorities

Risk Management Authorities (RMA) have flood risk management functions according to the type of flooding as follows:

Main Rivers	- Environment Agency
Ordinary Watercourses	- LLFA
Surface Water Flooding	- LLFA
Public Sewers	- Water Company
Highway Flooding	- Highway Authority

The identification of a RMA as having these functions does not imply that the RMA has responsibility or liability for the flooding, or for taking any action beyond investigation.

The Risk Management Authorities which have flood risk management functions relating to this flooding incident are:

Residential Property Address	Number of properties flooded internally	Number of Businesses flooded internally	Risk Management Authorities with Relevant Flood Risk Management Functions
Church Street, Darton	2	2	Environment Agency
Cooper Lane, Hoylandswaine	1	0	Barnsley MBC as Highway Authority
Cotterdale Gardens, Low Valley	16	0	Environment Agency Danvm IDB
High Street, Grimethorpe	0	2	Barnsley MBC as LLFA
Huddersfield Road, Penistone	0	1	Barnsley MBC as LLFA
Ings Road, Low Valley	15	0	Environment Agency
Lang Avenue, Lundwood	24	0	Barnsley MBC as LLFA Yorkshire Water Environment Agency
Lidget Lane, Pilley	1	0	Barnsley MBC as LLFA
Manchester Road, Thurlstone	1	0	Barnsley MBC as LLFA
Michael's Road, Lundwood	3	0	Barnsley MBC as LLFA Yorkshire Water Environment Agency
Pinfold Lane, Royston	1	0	Barnsley MBC as LLFA
Sheffield Road, Hoyland	1	0	Barnsley MBC as Highway Authority

Residential Property Address	Number of properties flooded internally	Number of Businesses flooded internally	Risk Management Authorities with Relevant Flood Risk Management Functions
Sitka Close, Royston	1	0	Barnsley MBC as LLFA
Station Road, Low Valley	34	1	Environment Agency Danvm IDB
Wombwell Lane, Wombwell	0	5	Danvm IDB Barnsley MBC as Highway Authority

7.0 Future Actions

This Section 19 Report identifies the Risk Management Authorities relevant to each flood location, but detailed consideration of further investigations and action is beyond the scope of this report.

Where the principal RMA identified is not Barnsley Council, the relevant RMA will be the primary contact for further information.

Where the Council has been identified as the principal RMA, investigations are ongoing. The investigations will identify where flood alleviation measures may be feasible and where applicable schemes will be promoted, but this is subject to funding being available.