

To the Chair and Members of Council

DONCASTER GROWING TOGETHER – THE 4 YEAR BOROUGH STRATEGY

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Mayor Ros Jones	All	Yes

EXECUTIVE SUMMARY

1. This report seeks Council approval for the Borough Strategy and delivery programme for the next four years to 2021. This is the next chapter in our improvement journey, confirming our recovery and setting out a **confident, bold ambition** for Doncaster's future.

The strategy is titled 'Doncaster Growing Together'. This reflects its central aim which is to continue to **grow the local economy and place and to develop public services in a way that ensures all of Doncaster's people and communities benefit – inclusive growth**.

It is a **partnership strategy**, requiring inputs and collaboration from across the whole of the Council and from a wide range of public services, voluntary and community organisations and the business community. It is designed to **target partner's attention and resources on the issues that matter most** to Doncaster's present and its future.

It proposes **new ways of working** that respond to local needs and opportunities, including public services working together to manage through continued public service budget reductions. For the Council, the approach is adding further value by strengthening organisational change capacity, and contributing to delivery of the Corporate Plan through work on the Connected Council theme.

The **policy priorities and specific proposals** are set out in four key areas:-

Doncaster Learning – ensuring we prepare our young people for fulfilling lives, with bold reforms that will broaden their horizons and ambitions, bringing our education system and business community together to give our young people more exposure and opportunities to flourish;

Doncaster Working – developing the economy through continued inward investment, targeting higher skilled jobs and more emphasis on supporting existing businesses to grow. Ensuring local people can connect to opportunities is a key aim here.

Doncaster Caring – supporting our most vulnerable residents, whether children, adults, disabled people, families, older people. The emphasis here is on joining up social and health care and support and on shifting our focus to prevention and support that enables people to enjoy life with their families and communities.

Doncaster Living – developing Doncaster as an attractive and secure place to live, including meeting housing needs, including for vulnerable people, developing town centres and the arts culture and leisure offer, and using physical activity, including cycling to improve population health and well - being.

In all four policy areas, the strategy and programme emphasise the need for **contribution from Doncaster citizens**, who need to play a key role in the next stage of journey.

Arrangements are now being finalised to ensure effective delivery of the strategy and programme across partners. This includes **programme governance and accountability/progress reporting** to commence in October. Through this Members of the Executive Board will be regularly updated on progress and will be involved more directly in relevant programme Boards.

Work is also under way to **align partner's budgets and resources** to the programme priorities including the Council's budget, which is the council's contribution to Doncaster Growing Together, as well as playing the key facilitation role.

A **draft public facing narrative** in the form of a fully designed prospectus has been developed which turns technical language into an accessible format. This document will be presented for approval at full council on 21st September. This will be supported by a cross partner communication and media strategy.

The report recommends that members of Council confirm support for the strategy, programme and the public facing prospectus as outlined here.

EXEMPT REPORT

2. Not applicable

RECOMMENDATIONS

3. It is recommended that Council approve the Doncaster Growing Together strategy and programme, and the draft prospectus document.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

4. The principal aim of Doncaster Growing Together is to ensure that economic growth benefits all of Doncaster's citizens and communities. Citizen engagement and contribution in the programme will be a key feature of the way the objectives are met. Ultimately, the success of the programme will be defined by its impact on citizens who should be able to enjoy prosperous and fulfilling lives in Doncaster.

BACKGROUND

5. Why are we setting out a Four Year Borough Strategy now?

The next few years present a massive opportunity and challenge for Doncaster, its people, families and businesses. A growing economy, with exciting new developments and over 12,000 more new jobs on the way, alongside improving public services, have delivered stability and confidence.

However we are not complacent - the journey of recovery for the economy, families and public services is a long term one.

The next four years (this electoral term) is the next stage of the journey, where we must maintain momentum with even less public service resources and in an uncertain economic environment. This will demand a relentless focus on the things that matter most for Doncaster and its people. Meeting this challenge will need new ways of working, with a focus on growth that works for people, prevention, integration and, crucially, contribution from citizens and communities.

The Strategy and programme provides the bold and confident approach that is needed to secure the focus on the key issues, and to plot the improvement and reform journey for the next four years. It provides a sense of shared direction bringing clarity and purpose to councillors, staff, partners and our communities, about the direction of the Borough. Its title 'Doncaster Growing Together' reflects the emphasis on economic and social growth and the partnership focus needed.

Setting out Doncaster Growing Together now enables us to align our policy and budgetary planning cycle to the electoral term with our partners in Team Doncaster. Council and Partner agreement of the strategy in Autumn 2017 allows the focus to be on delivery for the rest of the electoral term.

6. How has it been developed?

Doncaster Growing Together has been developed through an extensive engagement process involving partners from across the Team Doncaster family. It was initially introduced at the Partnership summit in December 2016 and then worked on through various policy and partnership processes since then (for example the implementation of the 'One Doncaster' report of the Education & Skills Commission and the development of the Doncaster Place Plan).

7. What are we trying to achieve with Doncaster Growing Together?

The overarching goals of the programme are to grow Doncaster's economy and place in a way that delivers benefits for all of our citizens and communities – inclusive growth. An outcomes framework has been developed which focuses on inclusive growth as the ultimate aim.

The strategy and outcomes framework also sets a focus on a number of key policy areas:-

- Doncaster Learning
- Doncaster Working
- Doncaster Living
- Doncaster Caring

In each policy theme, new collaborative ways of working are proposed, which aim to harness the collective resources of Team Doncaster partners and communities. Each policy theme contains transformation programmes and reforms which have been defined using evidence and best practice from a local and national level.

A draft public facing narrative in the form of a fully designed prospectus has been developed which turns technical language into an accessible format, a copy of which is attached as an Appendix to this report. A summary what we are trying to achieve for each policy theme is set out below.

8. **Doncaster Learning – What is our Vision?**

The young people of Doncaster are our future. Doncaster Growing Together aims to prepare every one of them for a fulfilled life, by infusing their education with powerful experiences of life beyond school. It will use the workplace and the assets in our community as platforms and fuel for learning.

- Deep, sustainable partnerships, especially with employers, will close the gap between education and life in the real world. Enriched and enhanced learning experiences will help improve outcomes for all children.
- Developments underway include the new National College of High Speed Rail, and the work to get Government approval for a University Technical College and Institute of Technology in Doncaster.
- We will develop ‘100 things to do before you’re 11’: a major programme delivering a guaranteed set of development experiences for children. These activities will broaden the horizons of our most disadvantaged children, increase their ambition for the future and grow their confidence in their ability to succeed.
- Routes to work will be improved with a range of partners, including the Doncaster Skills Academy, businesses, schools and the Careers and Enterprise Company, working together to give young people real exposure to the world of work. This will increase knowledge about the range of opportunities that are available in Doncaster and help young people gain the employability skills they need to succeed.
- We will build on Doncaster and Bassetlaw Hospitals achievement of achieving University Teaching Hospital status, the University Centre at Doncaster College and the new National College for High Speed Rail as a basis to develop our aspirations for a University presence.
- By increasing the higher education opportunities in the borough, we will encourage our residents to study locally and move into the higher skilled jobs that are being created.

9. **Doncaster Working – What is our Vision?**

Good work that provides purpose and meaning, allowing people to pursue their ambitions and contribute to the societies in which they live. Doncaster Growing Together will support inclusive growth that provides all our people with the opportunity to engage in good work.

- Major developments and targeted support for local businesses to grow, will create higher skilled, better paid jobs for local people.
- Developments underway include: FARRRS Phase 2 which is improving access to Doncaster Sheffield Airport and Business Park; and redevelopment of Doncaster Rail Station Forecourt.
- By using Doncaster's economic strengths, challenges and opportunities we will target the inward investment that we need to develop more and better quality jobs for local people. We will help local people access these jobs, including advising on active and sustainable methods of transport.
- We will roll out the Council's 'Buy Local' initiative to our partners and larger companies in Doncaster. By using local supply chains and businesses, we will keep Doncaster money in the local economy, for Doncaster people.
- An employment and advancement service with a 'whole person, whole life' approach will be created. People will receive advice and support on gaining the right employability skills, getting a new or better job, how to become self-employed or set up their own business.

10. **Doncaster Living – What is our Vision?**

Living in a place that is vibrant and full of opportunity, where people enjoy spending time. Doncaster Growing Together will help people to feel good about where they live and to be able to make the most of the opportunities it provides.

- Homes will be built that meet the needs of different people and communities. Around 4000 new homes will be built in the next four years across the private and public sector, including around 400 affordable homes from the Council and partner Housing Association build programmes. Our work will include housing development to help young people leaving care to have a settled and planned transition into independence, and to enable older people to stay independent for as long as possible.
- We will encourage local artists, creatives, sporting types and heritage enthusiasts to work together with business and the public sector to make the most of Doncaster's amazing assets.
- This means releasing the creativity and ingenuity of Doncaster people in order to bring communities together in different ways, helping people get active, and bringing life and energy to our markets and town centres.
- A new Doncaster Town Centre team has been created, with the Council, partner organisations and local groups working together. It is improving the appearance of the town centre, supporting vulnerable people, organising and supporting exciting events, and attracting visitors and investment into the town centre. The approach will be rolled out to other town centres across the borough.

- Building on the success of the Tour de Yorkshire, we are supporting more exciting cycling events. This is an ideal opportunity to market the borough, support the local economy and encourage people to cycle or take part in other sporting activities.
- We are investing in a new Central Library, Museum & Art Gallery which will deliver the latest cultural facilities and services. Cutting edge facilities, technology, services and resources will provide opportunities for young people, entrepreneurs, businesses and residents to develop skills that help build a successful career.

11. **Doncaster Caring – What is our Vision?**

It is our collective responsibility to care for the most vulnerable in our communities.

- We will transform the way we support vulnerable children, families, adults and older people, those with disabilities, veterans, those who are homeless and others faced with disadvantage.
- The Council's social care services are working with health partners to transform the way services are delivered in Doncaster. The Doncaster Place Plan focuses on the key areas that can deliver better services with reduced cost. This is being supported by the Adults Transformation Programme within the Council.
- A new way of providing intermediate care services will provide the support that people need to help them regain their independence after a period of ill health, so that they can return to their own homes.
- Community led support is being developed, with Community Hubs across the borough providing themed sessions and drop-ins. These help people get support and information on local activities and services to help them stay active and independent for longer.
- The commissioning of services from external organisations, by the Council and health partners, will be brought together. As we move towards the full integration of health and social care services in the future.

12. **Citizen contribution**

Citizen contribution is crucial to the delivery of the whole programme. This will come in different forms dependent on the context – but in every policy area citizens will be actively engaged in delivery and shaping our future approach to delivery. This will be central to the success and sustainability of the programme, and will be supported by a Community Engagement Policy, Strategy and Toolkit. This will cover a ladder of citizen engagement from information giving, consultation, co-creation of delivery and outcomes, and supporting citizen empowerment.

13. **How will we deliver Doncaster Growing Together?**

There will be a strong focus on managing the delivery of Doncaster Growing Together, with a programme management approach being taken across Team Doncaster.

Specifics will vary according to the requirements of the policy theme but will share core features. This will include dynamic, well supported and focused delivery partnerships, effective governance and pro-active programme and performance management.

The Team Doncaster Outcomes Framework referred to earlier will provide the high level measures of quality of life across Doncaster. The Performance Management Framework will assess and report progress. Governance and accountability will be clearly structured, with defined roles and responsibilities. This will include Assurance Boards for each policy theme and a Connected Council Assurance Board for internal Council transformation programmes that don't align to the four policy themes.

14. **What's next?**

A timeline of key milestones is shown below.

Following the launch of Doncaster Growing Together, further refinement and wider engagement will take place to develop the full detail of the later stages of the four year plan. A Communication and Engagement Plan includes a series of staff workshops to increase awareness and involvement.

21.09.17	Full Council
Sept. '17 to Nov. '17	Staff workshops
Oct '17	Team Doncaster Summit & launch events
Oct '17 to Feb '18	Engagement & further refinement of programmes
05.03.17	Full Council – Budget & DGT refresh

In addition to this, the revised Performance Management Framework and Governance model will be implemented to support the delivery of the changes and reforms that make up Doncaster Growing Together.

OPTIONS CONSIDERED

15. The options that were considered were:

- I. Do not develop a specific strategy and programme for the next four years (not recommended)
- II. Develop a DMBC only four year strategy and programme aligned to budgets (not recommended)
- III. Develop a Team Doncaster four year strategy and programme, aligned to budgets (**recommended option**)

REASONS FOR RECOMMENDED OPTION

16. The issues that need to be addressed to successfully chart the next stage of the Borough's journey can only be addressed in Partnership. This will require a bold and confident approach that identifies key issues and aligns plans and resources behind this.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

17. Doncaster Growing Together will provide the primary delivery mechanism for delivering the Council and Team Doncaster's key outcomes. Summaries of the implications on each are detailed below.

Outcomes	Implications
<p>All people in Doncaster benefit from a thriving and resilient economy.</p> <ul style="list-style-type: none"> • <i>Mayoral Priority: Creating Jobs and Housing</i> • <i>Mayoral Priority: Be a strong voice for our veterans</i> • <i>Mayoral Priority: Protecting Doncaster's vital services</i> 	<p>The central aim of the strategy and programme is to grow the economy in a way that secures improves opportunities and quality of life for Doncaster residents.</p>
<p>People live safe, healthy, active and independent lives.</p> <ul style="list-style-type: none"> • <i>Mayoral Priority: Safeguarding our Communities</i> • <i>Mayoral Priority: Bringing down the cost of living</i> 	<p>The Caring policy area of the strategy is focused directly on supporting Doncaster's most vulnerable people. The Working policy area will focus directly on improving incomes and living standards.</p>
<p>People in Doncaster benefit from a high quality built and natural environment.</p> <ul style="list-style-type: none"> • <i>Mayoral Priority: Creating Jobs and Housing</i> • <i>Mayoral Priority: Safeguarding our Communities</i> • <i>Mayoral Priority: Bringing down the cost of living</i> 	<p>The Living policy area will directly focus on improving Doncaster's offer as a place to live, including the quality of the environment.</p>
<p>All families thrive.</p> <ul style="list-style-type: none"> • <i>Mayoral Priority: Protecting Doncaster's vital services</i> 	<p>The whole programme is focused on improving the quality of life and opportunities for families. The caring area is directly focused on supporting vulnerable families and individuals.</p>
<p>Council services are modern and value for money.</p>	<p>The programme will drive the development of new ways of working to ensure best use of council and partners resources. This includes new collaborative ways of working will combine the resources of Team Doncaster partners, communities and others.</p>
<p>Working with our partners we will provide strong leadership and governance.</p>	<p>The strategy and programme will be underpinned by strong partnership programme management and governance.</p>

RISKS AND ASSUMPTIONS

- Due to the scope, and large number, of reforms and programmes in Doncaster Growing Together, there is a risk that there are insufficient key staff available to support and drive them. This would delay detailed definition and subsequent delivery. The initial and subsequent resource requirements

of each programme is being assessed and monitored.

The role of 'Business Change Manager' within services is essential for the successful delivery of programmes and the achievement of the intended outcomes.

LEGAL IMPLICATIONS

19. There are no specific legal implications in relation to approving the draft narrative document. Further legal advice and assistance will be required as the programme of change for the next four years is developed.

FINANCIAL IMPLICATIONS

20. It is expected that the Doncaster Growing Together transformation will lead to efficiencies both within the organisation and across the partnership. There is currently £3m savings proposed in the MTFF estimated to come from the DGT portfolio (£0.5m in 2019/20 and £2.5m in 2020/21). Savings will be allocated to individual programmes during the detailed definition phase when the programme benefits and resultant savings have been established. A report to Directors has set out the resources required for the management of the DGT portfolio and Corporate programmes, this will be the basis of a bid for funding from the Service Transformation Fund.

HUMAN RESOURCES IMPLICATIONS

21. There are no immediate Human Resources implications arising from the recommendations. Doncaster Growing Together will however require Human Resources engagement at the appropriate time, so that there is sufficient focus on Human Resources issues, particularly in terms of resource deployment, workforce and organisational development, and building the principles of the Plan into roles.

TECHNOLOGY IMPLICATIONS

22. The specific technology requirements and implications relating to the delivery of Doncaster Growing Together cannot be fully defined at this stage. However, Digital & ICT resources should be fully involved from the outset to ensure the right processes and business requirements are identified to inform the procurement and implementation of the right technology to support the proposed programmes and reforms, where applicable.

The Council's on-going progress towards becoming a modern digital authority as detailed in the ICT Strategy, Digital and Customer Service Strategies will provide essential enablers to support the delivery of Doncaster Growing Together.

Robust and effective ICT governance arrangements will continue to be needed to ensure the delivery of the key priorities in line with the Doncaster Growing Together Four Year Plan. As soon as any technology work is identified, a submission to the ICT Governance Board should be developed to ensure it is considered and prioritised against all other deliverables to meet the Council's key objectives, and ensure capacity in the very challenging ICT and Digital work plan.

EQUALITY IMPLICATIONS

23. Decision makers must consider the Council's duties under the Public Sector Equality Duty at s149 of the Equality Act 2010. The duty requires the Council, when exercising its functions, to have 'due regard' to the need to eliminate discrimination, harassment and victimisation and other conduct prohibited under the act, and to advance equality of opportunity and foster good relations between those who share a 'protected characteristic' and those who do not share that protected characteristic.

As an over-arching key strategic approach the Doncaster Growing Together Programme isn't subject to a 'due regard' statement. However, all the key programmes and projects that will deliver the DGT programme will require a comprehensive due regard statement to evidence how equality, diversity and inclusion continues to underpin everything we do.

COMMUNICATIONS IMPLICATIONS

24. An integrated communications plan has been prepared to communicate the key elements of Doncaster Growing Together, as well as to engage with internal and external audiences. The plan focuses on elements that will promote Doncaster Growing Together in creative and innovative ways, encouraging participation and buy in from these audiences. It is aligned to communications being planned for the budget and State of the Borough reports which are being considered within the same timeframe.

A brand for Doncaster Growing Together has been developed which will be used to signal communications around the plan and be available for use by Team Doncaster partners in their associated communications.

CONSULTATION

25. Consultation that has taken place on the development of specific reforms and programmes includes
- One Doncaster - Independent Commission on Education and Skills
 - Town Centre Masterplan
 - Doncaster's Place Plan
 - Town Centre stakeholder workshops
 - Complex Lives Alliance

Consultation and engagement on the direction and content of the full Doncaster Growing Together portfolio includes

- Team Doncaster
- Discussions at Executive Board and Cabinet
- Directors
- Labour Group
- Members Engagement Sessions
- Members Seminar
- Overview and Scrutiny Management Committee

There will be the opportunity for additional engagement and further refinement of the DGT programmes, from October 2017 to end of February 2018. Members will be engaged in programme Boards and will have opportunities to enhance and influence the programme in the lead up to the March 2018 budget setting process.

BACKGROUND PAPERS

26. The background papers to this report are:

Doncaster Growing Together – the 4 Year Borough Strategy, Cabinet 5th September 2017

<https://doncasterintranet.moderngov.co.uk/ieListDocuments.aspx?CId=131&MId=2627>

Doncaster Growing Together – the 4 Year Borough Strategy, Overview & Scrutiny Management Committee, 1st September 2017

<https://doncasterintranet.moderngov.co.uk/ieListDocuments.aspx?CId=136&MId=2711>

Community Engagement Framework: Policy, Cabinet 18th July 2017

<http://doncaster.moderngov.co.uk/ieListDocuments.aspx?CId=131&MId=2625>

One Doncaster - Independent Commission on Education and Skills

<http://www.teamdoncaster.org.uk/one-doncaster>

Town Centre Masterplan

<http://www.doncaster.gov.uk/services/planning/doncaster-town-centre-masterplan>

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