



# Doncaster Council

## Agenda

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To all Members of the

# CABINET

Notice is given that a Meeting of the Cabinet is to be held as follows:

**Venue:** Room 8, Civic Office, Waterdale, Doncaster, DN1 3BU

**Date:** Tuesday, 19th June, 2018

**Time:** 10.00 am

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### Items for discussion:

1. Apologies for Absence.
2. To consider the extent, if any, to which the public and press are to be excluded from the meeting.
3. Public Questions and Statements.

(A period not exceeding 20 minutes for questions and statements from members of the public and Elected Members to the Mayor of Doncaster, Ros Jones. Questions/Statements should relate specifically to an item of business on the agenda and be limited to a maximum of 100 words. As stated within Executive Procedure Rule 3.3 each person will be allowed to submit one question/statement per meeting. A question may only be asked if notice has been given by delivering it in writing or by e-mail to the Governance Team no later than 5.00 p.m. on Thursday, 14th June, 2018. Each question or statement must give the name and address of the person submitting it. Questions/Statements should be sent to the Governance Team, Floor 2, Civic Office, Waterdale, Doncaster, DN1 3BU, or by email to [Democratic.Services@doncaster.gov.uk](mailto:Democratic.Services@doncaster.gov.uk)).

**Jo Miller**  
Chief Executive

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Issued on: Monday, 11 June 2018

**Governance Services Officer for this meeting:**

Amber Torrington  
Tel. 01302 737462

**Doncaster Metropolitan Borough Council**

[www.doncaster.gov.uk](http://www.doncaster.gov.uk)

4. Declarations of Interest, if any.
5. Decision Record Forms from the meeting held on 5th June 2018 for noting (previously circulated).

**A. Reports where the public and press may not be excluded**

**Key Decisions**

- |    |  |         |
|----|--|---------|
| 6. | 2017-18 Quarter 4 Finance and Performance Improvement Report and 'Delivering for Doncaster' Booklet. | 1 - 62  |
| 7. | Get Doncaster Walking Strategy.  | 63 - 86 |

**Non-Key Decisions**

- |    |   |          |
|----|---|----------|
| 8. | St. Leger Homes of Doncaster (SLHD) Performance and Delivery Update: 2017/18 Quarter 4. | 87 - 96  |
| 9. | Markets Options Appraisal Report.   | 97 - 118 |

**Cabinet Members**

**Chair**

Ros Jones, Mayor of Doncaster

**Vice-Chair**

Councillor Glyn Jones, Deputy Mayor

**Portfolio Holder for:**

Housing and Equalities

Councillor Nigel Ball

Public Health, Leisure and Culture

Councillor Joe Blackham

Highways, Street Scene and Trading Services

Councillor Rachael Blake

Adult Social Care

Councillor Nuala Fennelly

Children, Young People and Schools

Councillor Chris McGuinness

Communities, Voluntary Sector and the Environment

Councillor Bill Mordue

Business, Skills and Economic Development

Councillor Jane Nightingale

Customer and Corporate Services



## Doncaster Council

### Report

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Date: 19th June 2018

To the Mayor and Members of Cabinet

2017-18 Quarter 4 Finance and Performance Improvement Report & 'Delivering for Doncaster' Booklet

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

#### EXECUTIVE SUMMARY

1. This report focuses on the quarter 4 financial and performance information to indicate our current position towards our 2017/18 budget, performance against key Service Standards and our progress towards delivery of outcomes set out in the Mayor's 4-year plan 'Doncaster Growing Together'. Overall performance in quarter 4 and throughout the year has been good, the majority of performance measures are on track and finances well managed with an overspend amounting to just 0.5% of total spend.

#### Financial Position: £2.5m overspend

2. At year-end, the Council overspent by £2.5m, which is a £1.3m reduction from the quarter 3 forecast. Further details are provided in the paragraphs 34 to 38.

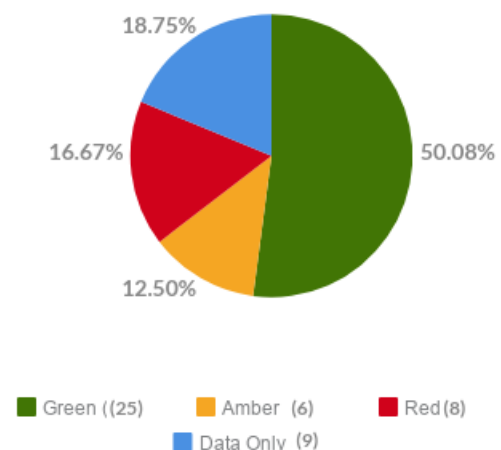
#### Performance

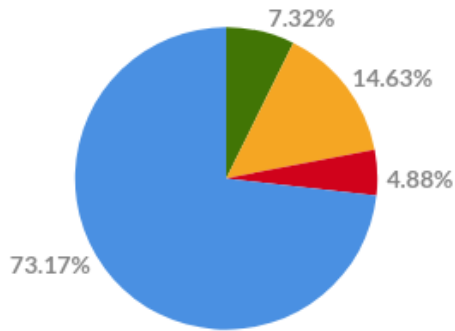
There are two kinds of indicators used to monitor performance - Service Standards which are internal measures that assess whether we are 'getting the basics right' in the services that we deliver to the citizens of Doncaster and Outcome Framework Measures where the outcomes include contribution from Doncaster council services and the wider Team Doncaster partnership.

#### Performance Position:

**48 service measures (profiled opposite).**

Further details on the performance against the Service Standards can be found in the booklet against each of the Themes.





#### Performance Position:

**41 Outcome Framework measures (profiled opposite).**

41 measures have been updated for Q4. Further details on the performance against Outcomes Framework can be found in the booklet against each of the Themes.



3. Key achievements include a further 280 new homes delivered in quarter 4, bringing the year-end total to 1,173 – a new record year for Doncaster, bringing our third consecutive year of over a 1000 new homes against a target of 920. More people have been helped to remain at home within a reported 1,278 residents (all ages) in long-term care against a target of 1,339, albeit performance challenges remain in our transformation of Adults, Health and Wellbeing, which will continue to be a key area of focus over the coming year. Local authority spend with local businesses has been constant throughout the year and is on target at 71.9% at the end of quarter 4 (£26.76m spent with local suppliers out of £37.22m revenue expenditure) and 95.05% of council tax has been collected in the year. Overall staff sickness for year-end stands at an average of 9 days per employee, which is a reduction of almost a day per employees on the previous year. Challenges continue in the number of residents employed in highly skilled jobs, coupled with low attainment levels and persistent absence in schools, particularly at secondary level, which is a significant concern. School Improvement Strategies are being rolled out to address 'schools of concern'. Financial savings remain both a challenge and a priority in the coming year.
4. Further performance detail is contained in the accompanying '**Delivering for Doncaster**' booklet. This includes our key service standard measures which serve to demonstrate that as a council we are 'getting the basics right' and are a combination of both qualitative and quantitative measures to give an overview of the services our residents receive. Also included is the progress on our partnership transformation and position against borough wide key outcome framework measures aims to give a balanced overview of our current performance position.

#### EXEMPT REPORT

5. This report is not exempt

#### RECOMMENDATIONS

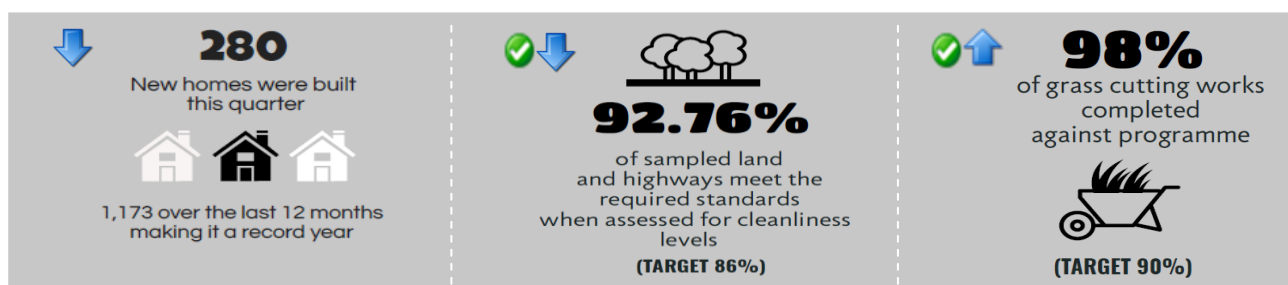
6. That the Mayor and Members of Cabinet -
  - a. Note areas of performance and financial information;
  - b. Note the changes to the Strategic Risks as detailed in paragraphs 39 – 41;
  - c. Note the carry forwards approved by the Chief Financial Officer, detailed in the Appendix A;
  - d. Note the virements approved by the Chief Financial Officer and Chief Executive, detailed in the Appendix A;
  - e. Note the new additions to the Capital Programme, detailed in the Appendix A;
  - f. Approve to provide £0.28m funding to the Doncaster Children's Services Trust for the remainder of the 2017/18 overspend.

## WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER

Performance	Finance
<b>OK</b> – Performance on target	An underspend of less than 3% or an overspend of less than 0.5%
<b>Warning</b> – Performance mostly on target	An underspend of less than 5% or an overspend between 0.5% and 1%
<b>Alert</b> – Performance below target	An underspend of more than 5% or an overspend of more than 1%
<b>Information Only</b> – These performance indicators do not have targets	
<b>Unknown</b> – These performance indicators are unable to assess a traffic light rating due to missing data.	

improvement	Same as last time	getting worse
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### LIVING:



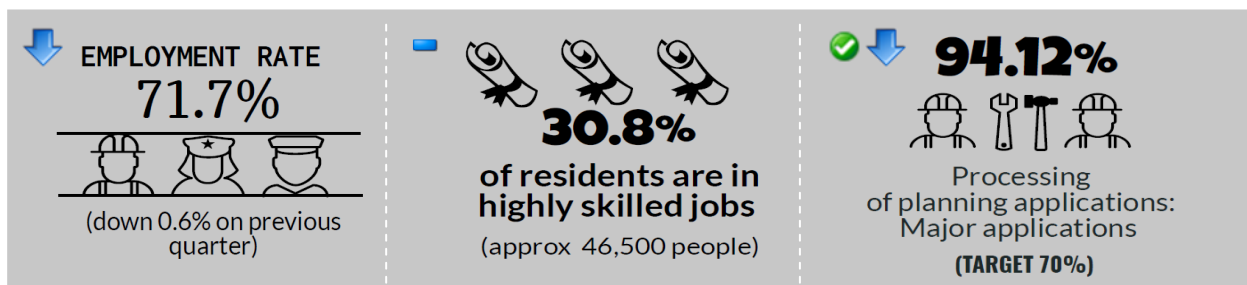
Service Standards					Outcome Framework				
6	1	0	0	0	1	-	-	11	-

- The Get Doncaster Moving Programme has established five workstreams and good governance arrangements are in place with partners. Doncaster has performed well in the latest release of the Active Lives Survey, which shows an increase in levels of Physical Activity, 67% of people over the age of 19 doing 150 mins of activity per week. This is an increase from last year and better than national average but the data is taken from a survey so some caution on how significant this change is should be noted.
- In order to ensure we meet the housing needs for our residents the Housing (Homes for All) Programme is working to deliver the right number and more importantly the right types of homes across the borough. A further 280 new homes were delivered in quarter 4 bringing the net additional homes figure for 2017-18 to 1,173 and a third consecutive year performance has been over 1000 against a target of 920. The Homelessness Reduction Act 2017 has come into force on 3rd April 2018. This Act places duties on local authorities to intervene at earlier stages to prevent homelessness in their area. Doncaster is compliant with the Act and is now meeting the new regulations and duties placed upon it
- The Vibrant Town Centres Programme is working to improve the co-ordination of activity and services that take place, initially in the town centre. During Q4 the programme has planned and supported major events upcoming in the town centre namely Delicious

Doncaster and Tour de Yorkshire. The integrated town centre team have continued working in partnership with businesses and teams from across the council to focus clean ups around the town centre and particularly hot spots - there is a plan in place for a Spring Clean throughout the town centre area.

10. Recycling rates once again took their periodic drop in Q4, but overall, the annual target has been exceeded: 48.4% vs 47%. Despite a drop from Q3's performance (to 83% against a targeted 90%), the percentage of fly-tipping investigated and removed within five days continues its long term improving trend. Land and highways continue to meet and exceed the target for cleanliness standards associated with litter, detritus and graffiti (93% vs a targeted 86%).
11. Grass cutting services continue to operate above target with 98% of works completed against programmed timeframes (target 90%); and 100% of all Licensing Act applications are processed within statutory timescales. 94% of all major planning applications are processed within required or agreed timeframes, significantly exceeding the target of 70%.

**WORKING:**

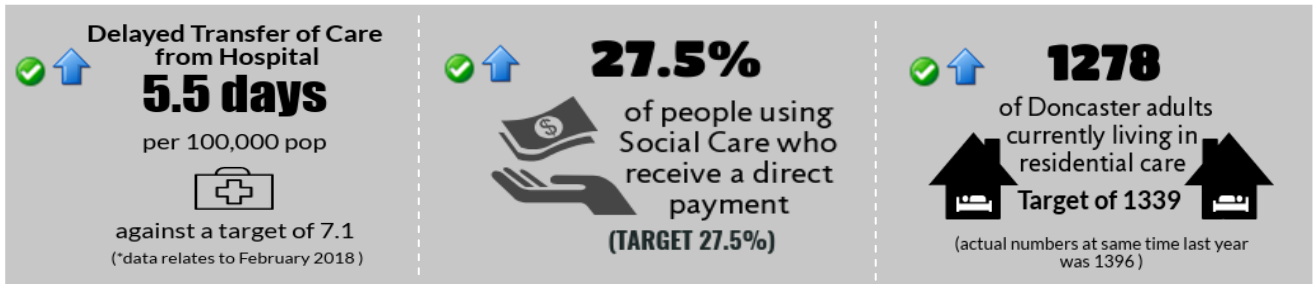


Service Standards					Outcome Framework				
3	0	1	-	-	-	-	-	12	-

12. Primary focus within the theme is that of support for business growth, productivity, inward investment and skills that relate to local people, local businesses and key institutions. There are a number of key reforms currently under transition under the Inclusive Growth Programme. The main reforms being the ability to deliver a devolution proposition that works for Doncaster, and the production of our Inclusive Growth Strategy both at a Doncaster and at a City Region level.
13. The percentage of the working age population on out of work benefits follows a decreasing trend and there is a gradual increasing trend in the total number of jobs and enterprises in Doncaster. However, Doncaster's employment rate has decreased in quarter 4 by 0.6 percentage points to 71.7%. This represents a relatively stable rate over the last year or so; a picture that it mirrored when looking at the borough's wage rates which are also relatively static.
14. The percentage of residents in highly skilled occupations stands at 30.8%. This follows a 2-year decreasing trend coinciding with an increasing trend both regionally and nationally. The proportion of people that have a learning disability and receive a care service is currently performing off target (Red) with 5.1% of people accessing work against a target of 6.3%. In reality this is relatively, small numbers with an increase of around 5 people would be enough to hit the local target. Work is ongoing on the development of the Learning Disability strategy, which will set out our refreshed approach to support more people to be independent.

15. The planning team have significantly exceeded the national target of 70% for major application processing times; and have done so consistently for a number of years.

**CARING:**

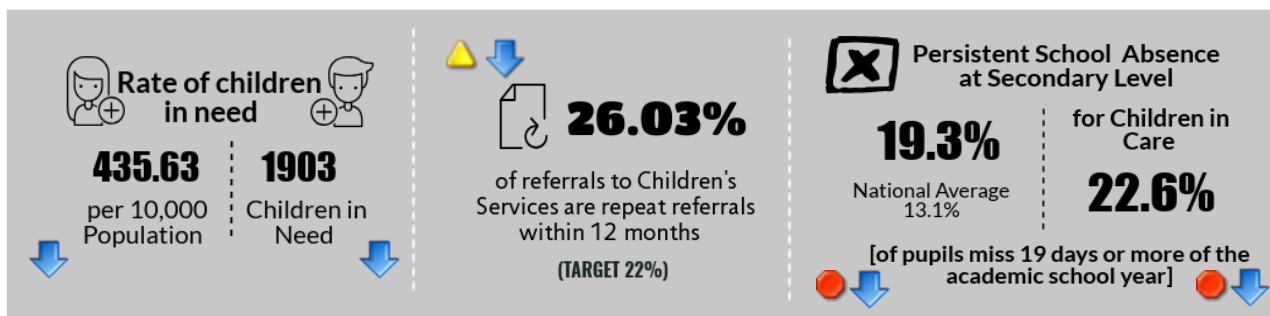


Service Standards					Outcome Framework				
Green	Yellow	Red	Light Blue	Dark Blue	Green	Yellow	Red	Light Blue	Dark Blue
4	1	1	3	-	2	3	-	6	-

16. The Transformation of Adults, Health and Wellbeing has been a key area of development for the Council in 2017-18 and will continue to be so in 2018-19. Improvements are taking place, but there remain difficult challenges as part of this vast programme of change and transformation. The 2017/18 target for 65+ admissions to residential care is 400, compared to the actual number of 65+ people admitted in that period is 406 slightly higher than the target. As at 31st March 2018 there were 1,278 people (all ages) residing in residential care against a target of 1,339. The proportion of people accessing social care who received direct payment has steadily increased over the previous year, but has remained static in the previous two quarters; Q4 performance of 27.5% is on target. An improvement plan will be developed to reflect system changes that need to take place in order to facilitate further increases in direct payment numbers as more people become independent through the transformation programme. The NHS health checks service standard is currently performing off target (Red) with numbers falling in the previous quarter so the final year outturn was 10.4% against a target of 13%. This was due to a number of factors including the number of missed appointments due to adverse weather conditions however numbers have started to rise again and this may be indicative of some PR work in January 2018 following the festive season.

17. The Doncaster Children’s Trust, which became operational in October 2014 continues to report improved performance in many areas, including positive Ofsted feedback and acknowledgement that single inspection recommendations have been addressed.

**LEARNING:**

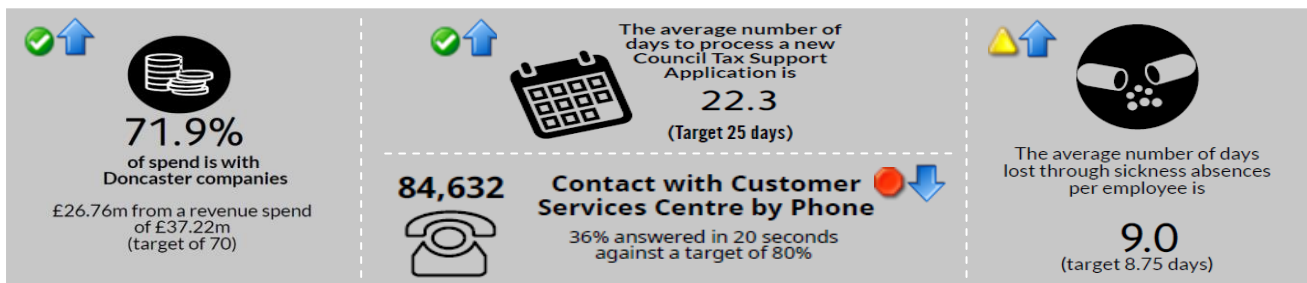




Service Standards					Outcome Framework				
7	2	1	2	-	-	3	2	1	-

18. Persistent Absence at secondary level remains a concern, increasing from 17.5% in 2015-16 to 19.3% in 2016-17 school year (Sept – July) - giving a 5% gap with the national average. Persistent Absence for children in care secondary level at 22.6% is also off target (red). The launch of our Attendance Strategy in November 2017 focuses on working with all schools that are below the national average and focuses on action planning for attendance and a communication campaign is planned for autumn 2018.
19. Our School Improvement Strategy, which was revised along with our Raising Aspiration and Achievement Strategy and a strengthened Schools of Concern process, all aimed at increasing the performance and quality of school provision. The Reading Strategy is now in its 2<sup>nd</sup> year and aims to build upon the improvements in its 1<sup>st</sup> year, which saw an average increase in KS2 test scores of 11% against 8% across the local authority.
20. We have seen a rising number of Children in Need during 2017/18, which currently stands at 435.63 per 10,000 population which is higher than comparator figures (1903 children as at end March 2018), with the primary needs reason being 'abuse or neglect'. Rising figures can also be seen in 'Early Help support and monitoring' and also 'Contacts' to social care. A review of 'Early Help' aims to address and improve partnership working. Overall Children in Need seen within appropriate timescale at 70% is off track (red), although visits for statutorily prescribed intervention for those children in care and children on a child protection plan are above target.
21. The overall percentage of Early Years Providers rated 'Good' or 'Outstanding' by Ofsted in Doncaster currently stands at 99% against a national figure of 94%. This is made up of 2 specific groups of early years providers – childcare on non-domestic premises (which includes day nurseries and pre-schools) which currently stands at 100% rated 'Good or Outstanding' against a national average of 94%, and childminders reported at 98% 'Good or Outstanding' against a national average of 93%.
22. The number of Advanced Apprenticeship starts and achievements have both remained relatively in line with the previous year, but both represent a decreasing trend over the longer term; (Starts: 1330, Achievements: 660).

## CONNECTED COUNCIL:



Service Standards				
4	2	2	-	-



23. For this quarter, the key major and emerging HR and OD risks identified as Organisational and Workforce Capacity, Managing Performance and Additional Workforce Spend remain the same as the previous quarter, however, focussed action needs to continue to improve overall performance outcomes.
24. Considerable support has continued to be provided to the Council's improvement and transformation agendas, to support leaders and managers to shape and deliver change. The Adults, Health and Well Being programme remains a key priority and significant work has taken place within Learning and Opportunities to support the functional review of their services. Work has also taken place to progress the move towards joining AHWB and LOCYP into one directorate and this will be a big focus for the coming year.
25. A number of interventions are being offered through the Leadership and Management Development Framework to continue strengthening capacity building that will ensure our leaders are equipped with the right skills and knowledge to deliver on the Council's priorities. Continued emphasis is still required by managers to create more job opportunities for apprenticeships from entry level through to degree level, deploy graduates to support organisational renewal in the lower age profiles areas. In addition continuing to support staff development around retraining, upskilling and deployment of employees to support succession planning in the higher age profile areas, which bring benefits for both the individual and the organisation.
26. The year-end position for sickness absence rates is 9.00 days, which is only slightly above the corporate target of 8.75 days and is a significant improvement on 2016/17 year-end rate of 9.9 days. Although managers need to ensure sickness triggers are actioned timely (only 40% were actioned within the required timeframe) as well as ensuring the most appropriate action is taken in dealing with both long term and short term absences to improve overall performance. In addition, the health and wellbeing review within the Council progressed well this quarter resulting in a review of the Occupational Health service and the Managing Attendance Policy, and collaboration of well-being research with Public Health and RDaSH.
27. The Performance and Development Review Scheme has been launched for 2018/19 and incorporates the newly developed Skills Framework which is linked to the new style job profiles. The overall completion rate for PDRs for 17/18 was just slightly under target (95%) at 94%.
28. Casework numbers reduced this quarter although some timescales for resolution remain high, with only 55% being dealt with in the eight week timeframe and 6 taking over 16 weeks. Further targeted development needs to be considered to reinforce standards in some areas and to create the capacity for managers to deal with these issues more effectively to ensure that there is capacity for greater support for strategic and transformational activity.
29. Although there has been a reduction this quarter on agency and additional workforce spend, these still remain high overall. Spend against the total pay bill is above average operating at 11% compared to an average for other large organisations of 5% - 8%. More focus on adaptable and flexible approaches to recruitment, secondment and stronger job design are needed to ensure the Council has the right people in the right jobs with the right skills at the right time.
30. Concern remains over the low level of new staff who attended the Welcome to Doncaster event. This does not seem to have been addressed from last quarter. Out of 95 new starters only 24 attended and managers need to be more proactive in following induction procedures. Completion of mandatory training needs to be more consistent, especially around GDPR before this legislation comes into force in May.
31. The average number of days to process a new housing benefit claims this quarter is 21.16 days compared to 23.42 reported at the same time last year. The number of days to process Council Tax Support applications is 22.3 showing a marked increase on the 24.23 days reported in Q1.

32. The number of customer services initial contact with the public (online, phone, face to face) were reported at 158,508 a significant increase on the 119,131 reported last quarter. 67% of our services are now available online against a target of 80%, making this red, with a number in progress for delivery in the next quarter; 36% of customer services phone calls are answered within 20 seconds, a significant drop in the 71% reported in Q3, making this indicator red. This was due to the change in the waste contract and serve weather conditions. Waiting time at the Civic Office reception is currently 8 minutes 6 seconds well within the 10 minutes target.
33. Local authority spend with local businesses remains on target at 71.9% (£26.76m spent with local suppliers out of £37.22m revenue expenditure) and 95.05% of council tax has been collected in the year showing the continued efforts of Revenues and Enforcement staff to pursue all outstanding debt to a conclusion.

## FINANCIAL POSITION:

34. The outturn position for the Council is a £2.5m overspend. A summary is provided below: -

	Outturn Position				Quarter 3 Projection		
	Gross Budget	Net Budget	Variance (% Gross Budget)		Variance	Change (% Gross Budget)	
	£m	£m	£m	%	£m	£m	%
<b>Services</b>							
Adults Health and Wellbeing	152.4	73.4	0.6	0.4%	0.2	0.4	0.3%
Learning & Opportunities - Children & Young People	49.9	9.5	0.4	0.8%	0.6	-0.2	-0.4%
Doncaster Children's Services Trust (DCST)	48.5	43.9	3.1	6.4%	2.2	0.9	1.9%
Corporate Resources	120.5	21.2	-1.3	-1.1%	-0.5	-0.8	-0.7%
Regeneration & Environment	123.5	33.6	0.8	0.6%	1.6	-0.8	-0.6%
<b>Total Services Budgets</b>	<b>494.8</b>	<b>181.6</b>	<b>3.6</b>	<b>0.7%</b>	<b>4.1</b>	<b>-0.5</b>	<b>-0.1%</b>
<b>Council Wide</b>							
General Financing/Treasury Management	6.9	6.4	0.0	0.0%	0.0	0.0	0.0%
Other Council-Wide	5.2	-86.9	-1.1	-21.2%	-0.3	-0.8	-15.4%
<b>Subtotal</b>	<b>12.1</b>	<b>-80.5</b>	<b>-1.1</b>	<b>-9.1%</b>	<b>-0.3</b>	<b>-0.8</b>	<b>-6.6%</b>
<b>Total General Fund Services</b>	<b>506.9</b>	<b>101.1</b>	<b>2.5</b>	<b>0.5%</b>	<b>3.8</b>	<b>-1.3</b>	<b>-0.3%</b>

35. Further details on the key variances are provided in the Finance & Performance Improvement Booklet Financial Profile pages 22 to 23 and in the evidence pack pages 1 to 6. The following explains the significant variances:
- DCST £4.1m; this has increased by £1.1m since quarter 3 and is mainly due to £2.3m on Out of Authority (OOA) placements and £1.1m in respect of 18+ accommodation and CIC transition accommodation. The £4.1m will be funded by: Council General Fund £3.1m (£0.28m to be approved by Cabinet in this report),

Dedicated Schools Grant £0.65m, Council reserves £0.33m and DCST's reserve of £0.07m.

- b. Waste and Recycling Pressure £0.7m which is mainly due to the extension of the contract
- c. Schools Catering £0.81m overspend; reduced income related to the charging academies less than schools once they convert £0.59m, impact of snow days £0.11m and increased food costs higher than budgeted inflation £0.11m (the budgeted surplus for the service is £0.24m); this position has worsened by £0.3m since quarter 3.
- d. Fleet management £0.82m underspend mainly due to replacing vehicles later than planned.
- e. Corporate Resources staffing savings of circa £1.0m, the overall underspend has improved by £0.9m from quarter 3.

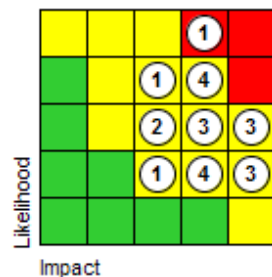
36. The overall pressures amount to more than the £2.5m projected variance; due to the significant one-off underspends and use of one-off £2.9m iBCF funding. The 2018/19 budget includes £5.6m funding for service specific budget pressures, which includes £2.2m for Adults, Health & Wellbeing. Spend restrictions were implemented across the Council at quarter 3 to improve the year-end position; this has resulted in the projected overspend decreasing by £1.3m.

37. The Council holds £12.3m uncommitted reserves going into 2018/19; this is an improvement from the estimated position detailed in the 2018/19 budget of £7.8m. The reasons for the improvement are; the release of £2.8m National Non-Domestic Rates (NNDR) earmarked reserve to general reserves due to improved forecasting for business rates income and the actual outturn being £1.3m less than forecast at quarter 3.

38. Capital Programme expenditure in 2017/18 was £101.7m compared to a budget of £115.2m (£255.1m future years compared to budget £243.9m). There was a £1.3m shortfall of capital receipts in 2017/18; which are expected in 2018/19. Increased capital receipts are estimated for 2018/19 and future years, providing £4.0m for a strategic acquisition fund for assets and £1.0m for priority road repairs.

## STRATEGIC RISKS

39. There are currently 22 Strategic Risks and all have been updated as part of the Quarter 4 reporting process. The heat map opposite shows a summary of the current risk scores, pre-mitigating actions outlined in the detailed report in Appendix B.



40. 18 risks have retained the same profile; No risk profiles have increased and 4 risks profiles have reduced, due to the implementation of mitigating actions –

- As a result of insufficient capacity and skills in AH&WB commissioning, contract management and monitoring is not effective, leading to non-compliance with legislation;
- Workforce issues in AH&WB and support services, including vacancies, recruitment, staff development and sickness, reduce the ability to transform at the pace required in current plans;
- An underdeveloped local market and ineffective market management affects the ability to change services, leading to market instability and difficulty in meeting the needs of vulnerable people;
- Doncaster systems do not integrate effectively to enable the rapid discharge of hospital patients, resulting in increased delayed transfers of care and risks to better care funding;

41. During the quarterly challenge process, no new strategic risks have been proposed. The risk around the UK leaving the European Union has been proposed for demotion as the Council has cannot directly influence the outcome. Any specific risks to the Council that are identified in the lead up to the exit may to proposed as and when relevant.

**OPTIONS CONSIDERED**

42. Not applicable.

**REASONS FOR RECOMMENDED OPTION**

43. Not applicable

**IMPACT ON THE COUNCIL’S KEY OUTCOMES**

Priority	Implications
All people in Doncaster benefit from a thriving and resilient economy. <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Creating Jobs and Housing</i></li> <li>• <i>Mayoral Priority: Be a strong voice for our veterans</i></li> <li>• <i>Mayoral Priority: Protecting Doncaster’s vital services</i></li> </ul>	Council budget and monitoring impacts on all priorities
People live safe, healthy, active and independent lives. <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Safeguarding our Communities</i></li> <li>• <i>Mayoral Priority: Bringing down the cost of living</i></li> </ul>	
People in Doncaster benefit from a high quality built and natural environment. <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Creating Jobs and Housing</i></li> <li>• <i>Mayoral Priority: Safeguarding our Communities</i></li> <li>• <i>Mayoral Priority: Bringing down the cost of living</i></li> </ul>	
All families thrive. <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Protecting Doncaster’s vital services</i></li> </ul>	
Council services are modern and value for money.	
Working with our partners we will provide strong leadership and governance.	

**RISKS & ASSUMPTIONS**

44. Specific risks and assumptions are included in the Appendix. A strategic risk report is also prepared on a quarterly basis.

**LEGAL IMPLICATIONS [Officer Initial: KDW Date: 16/05/18]**

45. Whilst there are no legal implications arising out of this report, the individual components which make-up the finance and performance report will require specific and detailed legal advice as they develop further.

**FINANCIAL IMPLICATIONS [Officer Initials: RI Date: 04/05/18]**

46. Financial implications are contained in the body of the report.

**HUMAN RESOURCES IMPLICATIONS [Officer Initial: MLV Date: 11/05/2018]**

47. Performance outcomes that are specific to the workforce are detailed within the body of the report. Failure to achieve targets for sickness absence can impact on service delivery to customers and increase costs particularly where cover has to be arranged. Staff who do not have a PDR will not necessarily have clear targets and therefore may not be appropriately contributing to corporate, directorate and service targets or having access to learning and development opportunities. An appropriate induction is an important part of the on boarding experience for new starters to the organisation and can influence staff retention rates thereby reducing recruitment costs. Increasing completion of training deemed mandatory ensures that staff are provided with the appropriate knowledge in certain topics which should help to mitigate risks, reducing possible breaches and other potential consequences such as financial penalties. Further work is needed to improve

the compliance with timescales for completing casework which will minimise the impact on individuals, services and customers as well as any associated costs.

#### **TECHNOLOGY IMPLICATIONS [Officer Initial: PW Date: 16/05/2018]**

48. There are no specific technology implications in relation to this report. However, technology is a key enabler to many of the individual components included within the report. Digital Transformation & ICT must always be involved via the ICT governance model where technology-based procurements, developments or enhancements are required. This ensures all information is safe and secure and the use of technology is maximised providing best value.

#### **HEALTH IMPLICATIONS [Officer Initials: RS Date: 11/05/2018]**

49. This report provides an overview on the work of the council and as such the whole of the corporate performance contributes to improving and protecting health. Specific health implications are addressed in each section. Much of the information is presented as summary data and as such the author should be conscious that this may hide inequalities within the data presented.

#### **EQUALITY IMPLICATIONS [Officer Initial: SWr Date: 03/05/18]**

50. In line with the corporate approach for compliance against the Equality Act 2011 due regard must be shown across all activity within the Council. As the performance report draws together a diverse range of activities at a strategic level a due regard statement is not required. All the individual components that make-up the finance and performance report will require a due regard statement to be completed and reported as and when appropriate.

#### **CONSULTATION**

51. Consultation has taken place with key managers and Directors at the Directorate Finance & Performance Challenge meetings and Capital Monitoring meetings.

#### **BACKGROUND PAPERS**

52. Not applicable.

#### **REPORT AUTHORS AND CONTRIBUTIORS**

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**Debbie Hogg**  
**Director of Corporate Resources**







# FINANCE PROFILE








Adults Health and Well-Being Revenue	Quarter 4 2017/18		
	Gross Budget (£m)	Net Budget (£m)	Variance (£m)
<b>Adults Health &amp; Wellbeing Total</b>	152.444	73.444	0.616
<b>Adult Social Care &amp; Safeguarding</b>	12.636	8.496	-0.224
<ul style="list-style-type: none"> <li>Savings of (£0.445m) on Occupational Therapy staffing, equipment and minor adaptation budgets through capitalisation of costs against the Disabled Facilities Grant (DFG) were offset by £0.232m additional costs of addressing the backlog of Deprivation of Liberty (DoLs) best interest assessments.</li> </ul>			
<b>Communities</b>	23.726	13.105	-0.616
<ul style="list-style-type: none"> <li>Vacancies and running expenses savings across in-house care provision totalling (£0.391m) due to application of emergency spend measures and in anticipation of service requirements to deliver the Adults Transformation Programme and saving targets in future years.</li> <li>Area Communities Teams and Libraries Service underspend due to vacancies &amp; other running expenses (£0.226m).</li> </ul>			
<b>Director of Adult Services</b>	1.115	-2.516	-0.066
<b>Commissioning &amp; Contracts</b>	94.180	54.377	1.543
<ul style="list-style-type: none"> <li>Progress has been made towards the significant efficiency saving targets, although underlying pressures continue. £2.88m iBCF is being used to underpin the current pressures in commissioned care budgets; this is one-off funding and does not address the underlying challenge to deliver the saving targets. Key pressures are:               <ul style="list-style-type: none"> <li>Working Age Adult residential care £0.8m overspend, placements were 19 higher than the budget target.</li> <li>Non-residential services £1.48m overspend. Significant increase since quarter 3 mainly due to increase in average home care hours, additional direct payment costs and new S117 Mental Health placements.</li> <li>Key savings relate to (£0.2m) reduction in independent day care, (£0.3m) vacancies within Contracts &amp; Commissioning and saving against the Care Act grant (£0.26m).</li> </ul> </li> </ul>			
<b>Public Health</b>	19.576	-0.100	0.000
<ul style="list-style-type: none"> <li>The further grant reduction of £0.6m has been managed in 2017/18 through contract savings and £0.04m from the specific earmarked reserve. The draw down from reserves is £0.26m less than quarter 3 mainly due to less discretionary health checks and rehab placements than expected.</li> </ul>			
<b>Director of Improvement</b>	1.212	0.083	-0.021





Adults Health and Well-Being Capital	Quarter 4 2017/18			
	Budget (£m)	Outturn (£m)	Budget Future Years (£m)	Projection Future Years (£m)
<b>Adult, Health &amp; Well-Being Total</b>	6.19	5.34	15.44	18.94
<b>Adult Social Care</b>	3.97	3.80	13.82	14.24
<ul style="list-style-type: none"> <li>The main schemes are Adaptations £1.8m and Disabled Facilities Grants (DFGs) £2.0m. (£0.26m) less expenditure on DFGs than anticipated in the previous quarter offset by £0.09m extra expenditure on adaptations resulting from increased workflow.</li> </ul>				
<b>Communities</b>	2.22	1.54	1.62	4.71
<ul style="list-style-type: none"> <li>The largest scheme in 17/18 within Communities is the DCLT capital grant of £0.75m. In 18/19, £0.57m expenditure is anticipated for the new Cycle Track. The remaining expenditure is mainly section 106 funded open space improvements/ play area installations and grant funded Heritage Services projects. The decrease in expenditure from the previous quarter estimate (£0.69m) is mainly due to the reprofiling of the Farfield Open Space scheme (£0.32m) and many other smaller schemes into 18/19.</li> </ul>				






Learning and Opportunities; CYP Revenue	Quarter 4 2017/18		
	Gross Budget (£m)	Net Budget (£m)	Variance (£m)
 <b>Learning &amp; Opportunities C&amp;YP Total</b>	<b>98.446</b>	<b>53.325</b>	<b>3.442</b>
 <b>Centrally Managed</b>	<b>8.494</b>	<b>0.475</b>	<b>0.002</b>
<ul style="list-style-type: none"> <li>Dedicated Schools Grant (DSG) underspend is £0.21m; mainly from overspends on Out of Authority placements £0.81m, Education, Health and Care Plans (EHCP) funding to mainstream schools £0.45m and Post 16 FE college &amp; ISP funding £0.38m offset by underspends on high needs contingency (£0.52m), Early Years Contingency (£0.26m) &amp; Growth Fund (£0.22m).</li> </ul>			
 <b>Partnerships &amp; Operational Delivery</b>	<b>10.980</b>	<b>1.888</b>	<b>-0.281</b>
<ul style="list-style-type: none"> <li>The projected underspend mainly relates to staffing vacancies and reduced spend on non-staffing budgets following the spending freeze introduced in January 2018.</li> </ul>			
 <b>Commissioning &amp; Business Development</b>	<b>30.489</b>	<b>7.104</b>	<b>0.636</b>
<ul style="list-style-type: none"> <li>The overspend mainly relates to the unmet cut of £0.33m Education Services Grant (ESG), reduced at Q2 by using (£0.95m) of additional school attendance fine income. (The LOCYP functional review will meet the reduction for 2018/19).</li> </ul>			
 <b>Children's Services Trust</b>	<b>48.483</b>	<b>43.859</b>	<b>3.086</b>
<ul style="list-style-type: none"> <li>Doncaster Children's Services Trust (DCST) year-end outturn is an over spend of £4.15m, which is an increase of £1.16m since quarter 3. The position mainly relates to high numbers of looked after children and complex cases across all children. The £4.15m is funded as follows: <ul style="list-style-type: none"> <li>Council general fund £3.1m (£1.23m business cases funded from general fund agreed following Q2, £1.59m Council's 70% risk share contribution, and remainder of the Trust's contribution £0.28m to be approved by Cabinet in this report).</li> <li>Additional DSG £0.65m (£0.41m business case agreed following Q2, and £0.24m additional funding claimed at year-end).</li> <li>Council reserves £0.33m (funding of DCST's shortfall towards their 30% of risk share contribution of quarter 3 projected over spend).</li> <li>DCST reserves £0.07m (reserve carried forward from previous financial year).</li> </ul> </li> </ul>			



Learning and Opportunities; CYP Capital	Quarter 4 2017/18			
	Budget (£m)	Outturn (£m)	Budget Future Years (£m)	Projection Future Years (£m)
 <b>Learning &amp; Opportunities - CYP Total</b>	<b>9.62</b>	<b>7.91</b>	<b>35.16</b>	<b>30.75</b>
<ul style="list-style-type: none"> <li>Outturn expenditure has reduced compared with quarter 3 mainly due to less spend/progress than expected on creating additional school places, Safeguarding &amp; Access schemes, Early Years additional places and work on Starting Well building, however this expenditure will be incurred in 18/19.</li> </ul>				
 <b>Centrally Managed</b>	<b>0.12</b>	<b>0.00</b>	<b>0.75</b>	<b>0.75</b>
<ul style="list-style-type: none"> <li>The budget set aside for emerging schemes and to cover various small overspends was either moved to cover overspends or was not required in 17/18</li> </ul>				
 <b>Commissioning &amp; Business Development</b>	<b>9.10</b>	<b>7.90</b>	<b>33.84</b>	<b>29.04</b>
<ul style="list-style-type: none"> <li>Total spend relates to additional School Places £2.3m, Schools Condition Programme £1.7m, School Roof Programme £0.9m, additional Early Years places for the 30 Hours programme £2.2m, Safeguarding &amp; Access schemes £0.2m and devolved schemes funded and spent directly by Schools £0.6m. The slippage from quarter 3 relates to less spend than planned on creating school places (£0.5m), 30 Hours Early Years places (£0.3m) and Safeguarding &amp; Access schemes (£0.3m), this expenditure will now be incurred in 18/19.</li> </ul>				
 <b>Partnerships and Operational Delivery</b>	<b>0.40</b>	<b>0.01</b>	<b>0.57</b>	<b>0.96</b>
<ul style="list-style-type: none"> <li>The total spend includes work on the Starting Well buildings. Work was expected to start on these schemes in 17/18 however not all jobs have started and will now commence in 18/19.</li> </ul>				






Corporate Resources Revenue	Quarter 4 2017/18		
	Gross Budget (£m)	Net Budget (£m)	Variance (£m)
 <b>Corporate Resources Total</b>	120.488	21.226	-1.259
 <b>Customers, Digital &amp; ICT</b>	8.761	6.516	0.133
 <b>Corporate Resources Director</b>	0.292	0.047	-0.061
 <b>Finance</b>	97.919	5.301	-1.142
<ul style="list-style-type: none"> <li>£0.41m of one-off salary underspends</li> <li>£0.17m over-recovery of Housing Benefit overpayments</li> <li>One-off underspends from new burdens funding and support for personal budgeting for Universal Credit and recovery of legal costs totalling £0.19m.</li> </ul>			
 <b>HR, Communications &amp; Executive Office</b>	4.647	3.734	-0.017
 <b>Legal &amp; Democratic Services</b>	5.360	3.385	-0.162
 <b>Strategy And Performance</b>	3.509	2.244	-0.009










Corporate Resources Capital	Quarter 4 2017/18			
	Budget (£m)	Outturn (£m)	Budget Future Years (£m)	Projection Future Years (£m)
 <b>Corporate Resources Total</b>	3.55	2.08	25.78	26.88
<ul style="list-style-type: none"> <li>Doncaster Integrated People's System (DIPS) £0.48m, Registrars Service at the Civic Office £0.29m and ERP system £0.28m. Spend is £0.82m lower than forecast at quarter 3.</li> </ul>				
 <b>Customers, Digital and ICT</b>	2.79	1.37	5.95	8.39
<ul style="list-style-type: none"> <li>Largest area of spend was Doncaster Integrated People's System (DIPS) spend £0.48m. During quarter 4 £0.78m has been re-profiled into 2018/19 due to a combination of technical delays and capacity issues.</li> </ul>				
 <b>Finance</b>	0.33	0.28	19.83	18.49
<ul style="list-style-type: none"> <li>ERP System development, which largely spent to profile in 2017/18.</li> </ul>				
 <b>Legal &amp; Democratic Services</b>	0.43	0.43	0.00	0.00
<ul style="list-style-type: none"> <li>Move of the Registrar's Office from Elmfield Park (to the Civic Office and Priory Place). The projects have overspent overall due mainly to the increased cost of the secure storage at the Civic Office than originally estimated. This has been funded by an increase in use of the Investment and Modernisation Fund funded from additional Registrars fee income.</li> </ul>				

		Quarter 4 2017/18		
<b>Regeneration &amp; Environment Revenue</b>		<b>Gross Budget</b>	<b>Net Budget</b>	<b>Variance</b>
		<b>(£m)</b>	<b>(£m)</b>	<b>(£m)</b>
	<b>Regeneration &amp; Environment Total</b>	<b>123.462</b>	<b>33.602</b>	<b>0.836</b>
	<b>Development</b>	<b>9.558</b>	<b>3.197</b>	<b>0.156</b>
	<ul style="list-style-type: none"> <li>£0.183m Highways Development overspend, mainly relating to S38 developer contributions (a significant proportion will relate to income received in prior years).</li> <li>£0.151m Accredited Learning overspend due to slow take up of apprentices across the Council and difficulties achieving historic income under the new Apprenticeship Levy scheme.</li> <li>£0.109m Strategic Infrastructure underspend from vacant posts, maximising recharges to capital projects and grants and deferring spend to 2018/19.</li> <li>£0.108m Local Investment Planning (LIP) Team underspend from deferring spend on feasibility studies and the hosting of the Master Planning Conference being delayed until 2018/19.</li> </ul>			
	<b>Director of Regeneration &amp; Environment</b>	<b>0.281</b>	<b>0.240</b>	<b>0.132</b>
	<b>Environment</b>	<b>64.730</b>	<b>30.381</b>	<b>-0.267</b>
	<ul style="list-style-type: none"> <li>Waste and Recycling overspent by £0.694m due to unplanned contract extension costs £0.576m and credit notes of £0.180m have been issued to trade waste customers to rectify errors from previous financial years.</li> <li>Highways Asset Management overspend £0.244m as a result of increased costs due to recent cold weather.</li> <li>Highways Operations £0.661m underspend due to greater volume of work taken on than in previous years and therefore increased income.</li> <li>Network management underspent by £0.325m due to the increase in the occurrences of utility companies doing major works.</li> </ul>			
	<b>Trading &amp; Property Services</b>	<b>48.893</b>	<b>-0.215</b>	<b>0.813</b>
	<ul style="list-style-type: none"> <li>Overspends against Assets £0.258m (of which £0.362m relate to delays in achieving the Appropriate Assets savings target).</li> <li>Public Buildings Maintenance £0.170m underspend, due to the system changes PBM position has been uncertain and identified as a high risk area. The Work in progress figure for 17/18 was £0.514m (£0.340m lower than 16/17) the reduction is likely due to the timely closure of jobs and may have resulted in more profit being realised.</li> <li>Markets £0.340m overspend (due to vacant stalls).</li> <li>Schools Catering £0.813m shortfall; reduced income related to the charging academies less than schools once they convert £0.59m, impact of snow days £0.11m and increased food costs higher than budgeted inflation £0.11m (the budgeted surplus for the service is £0.24m); this position has worsened by £0.3m since quarter 3.</li> <li>Bereavement £0.198m overspend (in part due to repairs to Doncaster Minster paths and demolition of the bungalow at Rose Hill).</li> <li>Fleet underspend by £0.822m mainly due to slower than expected vehicle replacement, which has created, underspends against budgets used for the repayment of borrowing and interest. Energy and GNE £0.108m overspend mainly due to reduced income from rebate claim.</li> </ul>			

		Quarter 4 2017/18			
<b>Regeneration &amp; Environment Capital</b>		<b>Budget</b>	<b>Outturn</b>	<b>Budget Future Years</b>	<b>Projection Future Years</b>
		<b>(£m)</b>	<b>(£m)</b>	<b>(£m)</b>	<b>(£m)</b>
	<b>Regeneration &amp; Environment Total</b>	<b>95.84</b>	<b>86.41</b>	<b>167.48</b>	<b>178.49</b>
	<ul style="list-style-type: none"> <li>In relation to the DN7 project, significant progress has been made on a number of external third party issues pertaining to Network Rail shared vale and land assembly but which are not yet fully resolved. These issues impact on the spend profile and ultimately create the risk that the SCRIF funding is withdrawn. Overall expenditure has decreased from Quarter 3 by £9.4m mainly due to the net re-profiling of various schemes; Development - Non Housing £1.5m, Development - Housing £2.3m, Environment £1.7m and Trading &amp; Assets £4.0m. The re-profiling is part of the risk management enabling time for issues to be resolved without missing key milestones. With continued progress, any issues are expected to be resolved.</li> </ul>				
	<b>Development - Non Housing</b>	<b>26.79</b>	<b>25.32</b>	<b>67.53</b>	<b>70.24</b>
	<ul style="list-style-type: none"> <li>The main areas of spend include CCQ Multi Storey Car Park purchase (£5.9m), FARRRS Phase 2 (£5.3m), High Speed Rail college (£4.3m), Colonnades Refurbishment (£2.9m), Minor Transport Schemes (£1.6m), Enterprise Market Place Phase 1 (£1.4m), St Sepulchre Gate/Station Forecourt Phase 2 (£1.1m), Robin Hood Business Park Development (£1.0m) and DN7 Unity Link Road (£0.7m). The spend at Quarter 4 is £1.5m less than forecast at Quarter 3 mainly due to expenditure re-profiled to later years, main variances outlined below: -</li> </ul>				

o	SCRIF FARRRS Phase 2 - £1.2m re-profiled to 2018/19 as a result of disruption caused by the Carillion liquidation and severe weather. Opening to public traffic will take place on a later date.				
o	Doncaster Cultural & Learning Centre - £0.3m re-profiled to 2018/19 after changes to the programme meant RIBA stage 4 didn't start when planned, which resulted in reduced expenditure in 2017/18. The overall budget has been increased by £0.9m in 2018/19 to 2019/20 to reflect costs of glass frontage to be funded from Minimum Revenue Provision (MRP) underspend earmarked reserve.				
o	SCRIF DN7 – A further £0.2m re-profiled to 2018/19 reflecting continued delays in resolving third party issues surrounding shared value in the development to be serviced by the new road. These issues impact on the funding agreement for the road, its subsequent start on site, easements from Network Rail and the CPO. The project has also exceeded the £1.3m secured Council funding and is currently spending SCRIF monies in advance of formal approval - £1.1m expenditure is currently at risk until SCRIF is approved. That approval is conditional on the developer securing a significant HCA loan, which in turn depends on signing the link road funding agreement with the developer. Considerable work has been undertaken to mitigate these risks; however, failure to reach a favourable outcome could have significant impact on the affordability of the project. Negotiations are on-going.				
o	SCRIF Urban Centre St. Sepulchre Gate & Station Forecourt - £0.4m across all elements of the project brought forward into 2017/18 as work on Cleveland St Junction and the Station Car Park have been progressed.				
	<b>Development – Housing</b>	<b>32.38</b>	<b>30.13</b>	<b>74.77</b>	<b>79.23</b>
•	The main areas of spend were Planned Maintenance to HRA properties (£14.7m) and Council House New Build (£11.8m). The spend at Quarter 4 is £2.3m less than forecast at Quarter 3.				
•	The main contributing factor was a significant element of planned maintenance works has been re-profiled into 2018/19 due to delays resulting from inclement weather. Other factors include a re-profiling of £1.3m to reflect the accelerated delivery of the Bristol Grove development and a re-profiling of £0.6m of Sprinkler / Lifts / Communal works into 2018/19, due to delays in the contract with Willmott Dixon being signed.				
	<b>Environment</b>	<b>20.56</b>	<b>18.87</b>	<b>16.24</b>	<b>16.03</b>
•	The main areas of spend were Smartlight Phase 2 (£3.9m), other Transport Schemes (£6.4m), Waste Collection Vehicles (£6.5m) and Waste Bins for co-mingled recycling (£2.0m). The spend at Quarter 4 is £1.7m less than forecast at Quarter 3 mainly due to expenditure re-profiled to later years, main variances outlined below: -				
o	Smartlight - £0.8m re-profiled to 2018/19; scheme under review to determine the outstanding number of Smartlight installations.				
	<b>Trading &amp; Assets</b>	<b>16.11</b>	<b>12.08</b>	<b>8.94</b>	<b>12.99</b>
•	The main areas of forecast spend are the purchase of two NCP Car Parks (£7.6m), Arthur Street Development Ltd. Share Purchase (£1.3m), North Bridge Depot Modernisation (£0.8m) and Corn Exchange Roof & Façade (£0.5m). The spend at Quarter 4 is £4.0m less than forecast at Quarter 3 mainly due to expenditure re-profiled to later years, main variances outlined below: -				
o	Herten Triangle - £2.6m re-profiled to 2018/19 from delays in securing tenants (who are now in place), moving the expected start on site from January to June 2018.				
o	Corn Exchange Roof & Façade - £0.4m re-profiled to 2018/19 due to the delay to the programme caused by scaffolding issues. This means that Stone Edge's work, which should have been completed by March 2018, is now expected to be August 2018. Although the scaffolding problems are on-going (costs unknown as yet) and there are additional works including de-frassing, rainwater piping and structural under consideration, it is hoped that the costs of the entire project will not exceed budget.				
o	Streetscene & Grounds Maintenance Fleet Purchases - £0.3m re-profiled to 2018/19 after refuse collection vehicle was ordered but not received in 2017/18 and delays in the service determining the next tranche of vehicles required.				

## Council Wide Budgets Revenue

		Quarter 4 2017/18		
		Gross Budget (£m)	Net Budget (£m)	Variance (£m)
	<b>Council Wide Budget Total</b>	<b>12.075</b>	<b>-80.516</b>	<b>-1.128</b>
	<b>Change Programme</b>	<b>-0.727</b>	<b>-0.811</b>	<b>0.694</b>
	<ul style="list-style-type: none"> <li>Overspend (On-going) £0.24m - delayed delivery of Procurement and Commercialisation savings (expected to be delivered in 2018/19);</li> <li>Overspend (One-off) £0.45m - Unachievable savings from MPW programme, Education Services Grant reduction and Consultants and Agency. The savings will be met from central resource or schools forum income for 2018/19.</li> </ul>			
	<b>General Financing/Treasury Management</b>	<b>6.884</b>	<b>6.417</b>	<b>0.000</b>
	<b>Levying Bodies/Parish Precepts</b>	<b>17.181</b>	<b>17.181</b>	<b>-0.014</b>
	<b>Other Centrally Funded</b>	<b>10.334</b>	<b>2.154</b>	<b>-1.188</b>
	<ul style="list-style-type: none"> <li>Underspend (One-off) - £0.704m discount due to 3 year prepayment of pension deficit;</li> <li>Underspend (One-off) -£0.240m amendment to various provisions, -£0.507m Insurance Fund reduction, £0.315m adjustment to Trust Funds balance sheet.</li> </ul>			
	<b>Revenue Costs Ex Capital Programme</b>	<b>-33.159</b>	<b>0.000</b>	<b>0.000</b>
	<b>Technical Accounting</b>	<b>4.531</b>	<b>4.531</b>	<b>0.000</b>
	<b>Business Rate Retention</b>	<b>0.000</b>	<b>-116.777</b>	<b>-0.425</b>
	<ul style="list-style-type: none"> <li>Overspend (One-off) £0.259m from changes to Business Rates income Top-Up Grant following confirmed figures from MHCLG off-set by;</li> <li>Underspend (One-off) £-0.678m from increased allocations of business rate related grants announced after budget setting. -£0.511m from extension of SBRR Threshold and -£0.172m from three reliefs announced after budget setting for Supporting Small Business, Public Houses and Local Discretionary schemes</li> </ul>			
	<b>Severance Costs</b> (on-going budget for pension costs)	<b>7.030</b>	<b>6.788</b>	<b>-0.196</b>

## Business Rates, Council Tax and rent arrears

- The Council Tax Collection Fund made an in-year surplus of £2.38m, largely attributable to the longer-term collection rate since 1993 of 98.61% being higher than the budgeted collection rate of 98.0%. After allowing for a planned redistribution of accumulated surplus of £3.0m during 2017/18, the accumulated Council Tax Collection Fund surplus as at 31st March 2018 was £5.40m, of which £4.56m is attributable to the Council. This is an increase of £0.23m from quarter 3 due mainly to lower levels of Local Council Tax Support (LCTS) being awarded offsetting lower than expected levels of growth.
- The Business Rates Collection Fund made an in-year deficit of £0.14m, largely attributable to the reduction in the estimated change needed for the appeals provision £2.18m offset by lower levels of growth £0.92m and higher than expected levels of relief awarded £1.41m. This is a decrease of £1.99m from quarter 3 is due mainly to lower levels of gross rates being achieved £1.46m and higher than expected levels of relief awarded £0.61m. After allowing for a planned recovery of accumulated deficit of £0.9m during 2017/18, the accumulated Business Rates Collection Fund deficit as at 31st March 2018 is £1.48m, of which £0.73m is attributable to the Council.
- In quarter four Council Tax arrears reduced by around £1.2m to £14m. The new processes for post liability order debt of accelerating debts through the system is having a positive effect and shows the continued determination of Revenues and Enforcement staff to pursue all outstanding debt to a conclusion, irrespective of age. The target reduction in Council Tax arrears for 17/18 was £6m and the actual reductions were £6.5m, well above target. Although some of the reduction is due to old debt being written off this does have the effect of reducing the level of bad debt provision required.
- Business Rates arrears reduced by more than £2.2m in quarter four to £3.5m, well above the projected target of £750k. Some of the reduction was due to some large write offs on uncollectable debt that were approved in quarter 3 going back some years but the level of reduction shows the continued commitment to pursue all debt irrespective of age. Arrears throughout the year have reduced by £3.6m against the target reduction of £3m. The final outturn figure is well above target and although down on the previous year, 2016/17 was quite exceptional in that significant sums of old debt were written off. Many of the processes operated within Business rates in pursuing old debt have now been transferred into Council Tax, creating a streamlined, fast moving process that doesn't allow debt just to sit unactioned. Although some of the reduction is down to writing off old debt this has the effect of reducing the level of bad debt provision required.
- Current rent arrears at 31 March 2018 stand at £1.95m and are 2.62% of the rent debit, there has been an increase of £121k from £1.829m (2.44%) as at 31 March 2017. As at 31 March 2018 the amount of former tenants' arrears was £1.1m an increase of £77k from 31 March 2017 (write offs during the year were £348k compared to £318k last year). Full service for universal credit was rolled out in Doncaster with effect from 11 October 2017, this means that all new claims or changes in circumstances for working age claimants of housing benefit will have their housing benefit paid directly to the themselves and not direct to the Council. As a result we estimated that we would need to collect approximately £700k (in the period October 2017 to March 2018) of rent from tenants which we would have previously received directly from Housing Benefit. The actual amount of rent which was paid via universal credit rather than housing benefit was in excess of £1.0m (£0.3m higher than forecast). Extra resources are being employed to collect the rent and to help sustain tenancies and the rent arrears position continues to be tightly monitored.

## Carry Forwards

- The following requests for carry forward have been approved by the Section 151 Officer: -

Service / Description	Amount £'000	Comments
<b>Adults, Health &amp; Wellbeing</b>		
Improved Better Care Fund	2,839	New EMR to be spent in accordance with the conditions on meeting adult social care need, supporting pressures on the NHS and supporting the care market.
Health & Social Care Integration Fund	1,500	Additional funding to meet Adult Social Care needs in the future – narrative to be agreed.
Troubled Families Grant. Stronger Families Programme	407	Increase existing reserve. 17/18 grant allocation not fully spent in year but plans are in place to fully utilise by the end of the five year programme (ends March 2020).
Flexible Homelessness Support Grant. Localities and Town Centre Management	165	New EMR DCLG grant committed for the new Complex Lives Team and other approved expenditure to support people with complex needs. Delayed start of programme has resulted in an underspend, reprofiled to end of programme.
Safeguarding Adults Board	72	Carry forward of savings from the budget managed jointly with the AHWB and the CCG for purposes of the Safeguarding Adults Board.
Syrian Resettlement Grant. Communities	38	New EMR Home Office grant received for the settlement of Syrian Refugee families in the borough. £121k was received in 17/18. Small underspend due to delayed start of the Education specific expenditure.
Historic England Grant. Heritage Services	5	New EMR Historic England grant awarded for a programme for schools. Plans are in place to spend the grant in the summer term, which falls into financial year 18/19.
<b>Learning &amp; Opportunities: Children &amp; Young People</b>		
SEND Implementation Grant	160	New DfE Grant allocation for period Jan 2018 - March 2019 - Funding for carrying out special educational needs and disabilities (SEND) reforms and support the implementation of the new SEND Code of Practice
SEND Preparation for Employment Grant	57	New DfE Grant allocation for period Jan 2018 - March 2019 - provide job coach training to increase the pool of expert job coaches available to support young people with SEND on work placements; and set up local supported internship forums
Essential Life Skills	1,008	New DfE Grant allocation - to promote extra-curricular activities that will develop essential life skills in children and young people living in Doncaster.
Social Mobility Opportunity Areas Phase 1 & 2	426	New DfE Grant allocation - to promote activity in the Opportunity Area that will improve the social mobility outcomes of children and young people.
<b>Regeneration &amp; Environment</b>		
Homelessness Reduction Act new burdens grants	79	The grant is to be spent by St Leger Homes on the additional work needed to comply with the Homelessness Reduction Act. It was agreed in November 2017 that the funding would be used to appoint to a new post to lead the planning and implementation of the new duties arising from the Act - recruitment to the post was not completed in 2017/18.
<b>Overall Total</b>	<b>6,756</b>	

## Virements in Quarter 4

Reason	Directorate	2017/18 £
<b>Amounts approved by Chief Financial Officer up to £0.10m</b>		
1	One-off costs of Symology re-tender funded from central budget	R&E Council Wide 3,000 (3,000)
2	Group Homes transferred to assets	R&E AH&Wb 6,960 (6,960)
3	One-off costs for Colonnades emergency generator funded from central budget.	CR Council Wide 79,980 (79,980)
4	Welcome to Yorkshire cycle partnership for 2017/18 funded from central budget (£75,000 for 2017/18 to 2019/20)	AH&Wb Council Wide 75,000 (75,000)
5	Temporary budget transfer from LOCYP to fund temporary Legal role for Academisation not fully required in 2017/18, therefore budget not spent returned to LOCYP.	LOCYP CR 33,030 (33,030)
6	Use of funding for ERDF Judicial Review costs	CR Council Wide 6,310 (6,310)
7	Allocation of centrally held budget to cover costs of the arrears paid in March 2018 relating to holiday entitlement for people working regular additional hours effective from 1 <sup>st</sup> July.	AH&Wb Council Wide CR LOCYP R&E 17,250 (95,180) 5,730 1,790 70,410
8	Budget transferred to DCST to cover their share of the Apprenticeship levy.	LOCYP Council Wide 65,550 (65,550)
9	Delivery of Commercialisation savings from utility audit	AH&Wb Council Wide R&E (1,170) 16,110 (14,940)
10	Costs of Public Buildings Maintenance staff moving from Craft T&Cs to NJC T&Cs (with effect from 01/02/18) in 2017/18	R&E Council Wide 16,830 (16,830)
11	National Fraud Initiative (NFI) – bi-annual initiative run by the Cabinet Officer funded from contingency.	CR Council Wide 4,000 (4,000)
12	Budget provided to service areas for the value of assets disposed of during the year.	AH&Wb Council Wide R&E 5,110 (7,650) 2,540
13	Budget provided to service areas for the value of Revenue Expenditure Funded by Capital Under Statute (REFCUS) expenditure on capital schemes	R&E Council Wide 46,840 (46,840)
14	Budget provided for ICT infrastructure necessary for approximately 86 DCST staff to occupy and work from the second floor of Colonnades House (2018/19 only)	Council Wide R&E (22,220) 22,220
<b>Amounts approved by Chief Executive £0.10m to £0.25m</b>		
1	Costs relating to preparation of planning application re Hungerhill 72 acre site funded from central budget.	R&E Council Wide 140,000 (140,000)
2	2017/18 Security Costs relating to Hatfield Colliery funded from central budget (£145,000 for 2018/19).	R&E Council Wide 145,000 (145,000)
3	Costs of Public Buildings Maintenance staff moving from Craft T&Cs to NJC T&Cs in 2018/19	R&E Council Wide 101,000 (101,000)
<b>Amounts approved by Portfolio Holder (Finance &amp; Corporate Services) £0.25m to £0.5m</b>		
1	Allocation of Apprenticeship Levy. The apprenticeship levy was held centrally under council wide budgets as it was being treated as a levy. Recent clarification from CIPFA has stated that it should be treated as an employee on-cost so it has been allocated out as an employee cost to directorates.	AH&Wb Council Wide CR LOCYP R&E 109,620 (410,360) 83,850 47,020 169,870
2	2017/18 budget for Waste PFI lease principal financing transferred from R&E to Council Wide (£227,700 in 2018/19)	Council Wide R&E 362,720 (362,720)

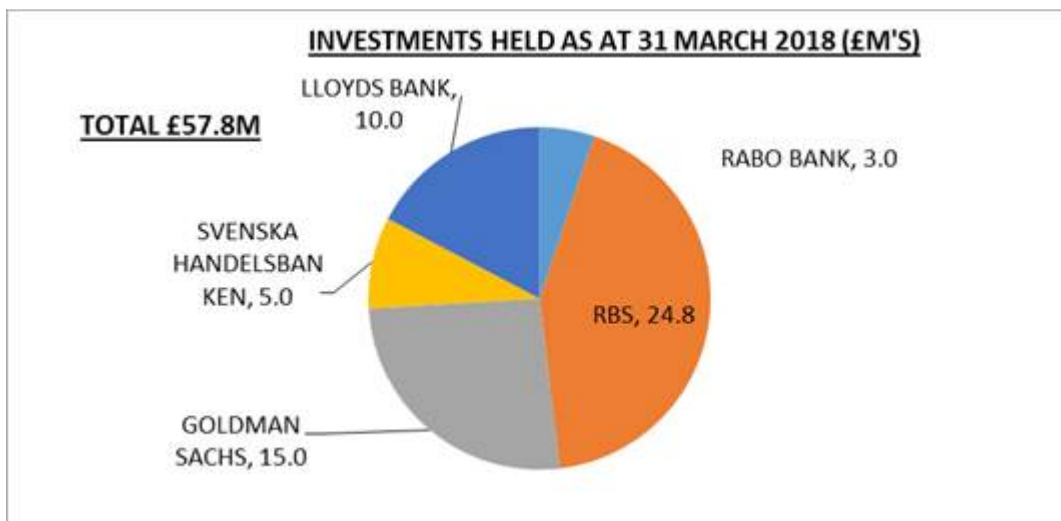


## Treasury Management Update - Quarter 4 2017-18

1. The outturn for Treasury Management is break even.
2. As an authority we remain under borrowed by £80m in the long term. It should be noted however, that this position has been temporarily reduced for the next 3 years by the £56.6m pension prepayment. This unwinds at approx. £20m per year, as temporary borrowing is repaid. Remaining under borrowed relies on utilising working capital and reserve balances to delay taking external debt. This minimises interest paid on external debt but isn't a permanent solution.
3. The result of the UK referendum (Brexit) and political uncertainties continues to dominate the money markets. A wide range of politicians, economists and institutions have varying views as to the probable outcome over the short and long term. The Government has completed the first stages of the negotiations but there remains much to agree around future trade relations and any transition agreements before the deadline date of 29/03/19. The only certainty at the moment is that there still remains a considerable amount of uncertainty over the next few years and it is the role of the UK Government and Bank of England to steer the country successfully through.

### Investment

4. The investment portfolio can be seen in Figure 1. The investments are a mixture of call accounts for liquidity, fixed rate investments, Certificates of Deposit and Commercial Bonds.
5. The current average investment rate is a creditable 0.61%, against a benchmark rate of 0.22%, primarily as a result of using strong credit-quality UK Banks such as Lloyds Banking Group and Goldman Sachs International Bank, combined with accessing strong non-UK counterparties via the Certificates of deposit market and making use of the Svenska handelsbanken call account facility.
6. Our performance has been benchmarked throughout the year by our Treasury advisers and we have consistently appeared in the upper quartile of results. However, the average rate is boosted by a fixed rate investment (at 1.45%) which we will only be able to re-invest at either lower rates, or longer term, when it matures. There are still many unknown factors that could require the Bank of England to take more monetary policy easing or tightening as the various pieces of data that show the direction of travel of the UK economy are released. The Brexit process is likely to cast a shadow over the markets until the process is complete.
7. **Figure 1: The following chart summarises the Council's investment portfolio as at 31<sup>st</sup> March 2018.**



8. Officers can report that no investment limits have been breached during the financial year 2017/18.

## Borrowing

**Figure 2: The following table summarises the Councils forecast Debt Portfolio as at 31st March 2018.**

<b>DMBC Debt Portfolio and Maturity Profile as at 31<sup>st</sup> March 2018</b>				
	Upper Limit %	Lower Limit %	Actual %	Actual £(m)
Under 12 Months	30	0	17.15	90.687
12 to 24 Months	50	0	7.03	37.187
24 Months to 5 Years	50	0	8.61	45.560
5 Years to 10 Years	75	0	5.29	27.982
10 Years to 20 Years	95	10		
20 Years to 30 Years				
30 Years to 40 Years			61.92	327.493
40 Years to 50 Years				
50 Years and above				
<b>TOTAL</b>			<b>100.00</b>	<b>528.909</b>

9. During the 2017/18 financial year the Council borrowed £101.5m. £30m in new external borrowing to support the Capital Programme, £15m to replace loans maturing during the year and £56.5m to prepay the Councils pension deficit contribution and part fund future service contributions.
10. Short and long term interest rates remain low and offer opportunities for both shorter term borrowing and for locking into longer term low rates. Following the expected reversal of the previous 0.25% interest rate cut by the Bank of England in November 2017, the next forecast rate increase is May 2018, but that will be dependent on the data seen between now and then and the forecast path of CPI. We therefore targeted advantageous rates over the shorter terms to minimise interest costs. We used a target of a maximum borrowing rate of 1.5% for all new lending taken out during the year. The highest rate paid was 1.1% for a 3 year loan.
11. Historically low interest rates does provide an opportunity to reverse the under borrowed position but this would come at an additional budget cost and based on forecast interest rates remaining low for the foreseeable future (50 year borrowing rates forecast to increase from 2.47% to 3.0% between now and March 2019) there is no real need to do so immediately. It should also be noted that the bulk of the under borrowed position is currently being utilised to prepay the pension deficit contribution.
12. Treasury Management Officers confirm that no Prudential Indicators, as set in the Treasury Management Strategy Statement agreed by Council on 2nd March, 2017, have been breached during this financial year.

## Risks

13. Risks have been reviewed during the quarter and were managed in line with the Annual Treasury Management Strategy Statement agreed by Council on 2nd March, 2017.
14. Key risks relate to our investment portfolio:-
  - o The risk of reduced interest rates is considered minimal.
  - o Counterparty risks are reviewed weekly and action taken to minimise the risk that any investments placed are returned on the due date. Creditworthiness data is received on a daily basis from our Treasury Advisers and action will be taken to reduce exposure or remove institutions from the list if negative indicators deem it appropriate.
  - o The low interest rate environment will make it difficult to place surplus funds without a cost of carry to the council and it is therefore appropriate at this time to remain under borrowed and minimise the cost of holding funds until they are required.

## Capital Programme New Additions Quarter 4 2017-18

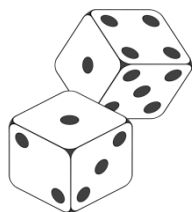
	Funding Source	New Addition 2017/18 £m	New Addition Total £m
<b>Adults, Health &amp; Wellbeing</b>			
<b>Silver Heritage Item</b> Purchase of silver punchbowl with historical significance to Doncaster.	Revenue Contributions	0.01	0.01
<b>Quarry Park-</b> Improvement of park and open spaces.	Section 106	0.00	0.03
<b>Hatchell Wood -</b> Improvement of park and open spaces	Section 106	0.00	0.01
<b>Total Adults, Health &amp; Wellbeing</b>		<b>0.01</b>	<b>0.05</b>

<b>Corporate Resources</b>			
<b>Business Intelligence</b> - Corporate Business Intelligence (BI) solution to meet the Council's needs. This will include usage by our partner organisations and the data they manage on our behalf. This scheme is funded using existing resources from the ICT Strategy Capital scheme.	Capital Receipts	0.00	0.20
<b>Colonnades UPS Generator</b> - Standby Generator and Uninterruptable Power Supply for Colonnades Data Centre. In the event of disruption to the building power supply ensures the Data Centre continues to operate normally providing ICT services. Funded by Contingency revenue budget.	Revenue Contributions	0.08	0.08
<b>Learner Info (Aqua)</b> - Replacement system required to ensure we are compliant with the ESFA Contract terms with regard to Adult Learning and Apprenticeship delivery. This is an LOCYP system being delivered within the existing resources from the Council Wide systems scheme.	Capital Receipts	0.00	0.03
<b>Bereavement System</b> – Replacement system for Bereavement Services (Plot Box) this is an R&E system being delivered within existing resources from the Council Wide systems scheme	Capital Receipts	0.03	0.03
<b>Total Corporate Resources</b>		<b>0.11</b>	<b>0.34</b>

<b>Learning &amp; Opportunities: Children &amp; Young People</b>			
Bank account and Special schools specific projects managed and funded by schools direct outside the Council Capital Programme. Only notified when school submit returns in March.	Revenue Contributions	0.09	0.09
New scheme to create additional school places at Sandringham Primary totalling £95k agreed with work to start in 18-19	LOCYP Resources	0.00	0.10
<b>Total Learning &amp; Opportunities: Children &amp; Young People</b>		<b>0.09</b>	<b>0.19</b>

<b>Regeneration &amp; Environment</b>			
<b>Development - Non Housing</b>			
<b>Doncaster Cultural &amp; Learning Centre</b> - The overall budget has been increased by £0.9m in 2018/19 to 2019/20 to reflect costs of glass frontage to be funded from Minimum Revenue Provision (MRP) underspend earmarked reserve.	MRP Underspend – Earmarked Reserve	0.00	0.85
<b>Environment</b>			
Allocation of Highways Funding block budgets to new schemes:- West End Lane, Rossington - Road safety works and high friction surfacing	LTP Highways Block Funding	0.04	0.04
SCR Pothole Action Fund Additional Allocation – announced late 2017/18 but can be carried forward to future years: -			
<ul style="list-style-type: none"> <li>SCR Additional Pothole Action Fund Allocation 2017/18.</li> <li>SCR Winter Damage Fund</li> </ul>	SCR Pothole Action Funding	0.26 0.54	0.26 0.54
<b>Road Repairs</b> – funding to carry out priority repairs to roads in the Borough, in particular on housing estates.	Capital Receipts	0.00	1.00
<b>Trading &amp; Assets</b>			
Reconfiguration of the toilet provisions that supply the North Bridge Depot canteen/MOT area.	Revenue Contribution	0.00	0.04
<b>Strategic Acquisition Fund</b> – Anticipated capital receipts surplus in 2018/19 has enabled creation of a fund for strategic acquisition of assets.	Capital Receipts	0.00	4.00
<b>Corn Exchange</b> – additional funding is required to restore the stone façade that is currently in a poor condition.	Capital Receipts	0.00	0.41
<b>Total Regeneration &amp; Environment</b>		<b>0.84</b>	<b>7.14</b>





# STRATEGIC RISK PROFILE

Current Risk
<p>There are currently 22 Strategic Risks and all have been updated as part of the Quarter 4 reporting process. The heat map opposite shows a summary of the scores.</p> <p>18 risks have retained the same profile; No risk profiles have increased and 4 risks profiles have reduced, due to the implementation of mitigating actions</p> <p>. As a result of insufficient capacity and skills in AH&amp;WB commissioning, contract management and monitoring is not effective, leading to non-compliance with legislation;</p> <p>. Workforce issues in AH&amp;WB and support services, including vacancies, recruitment, staff development and sickness, reduce the ability to transform at the pace required in current plans;</p> <p>. An underdeveloped local market and ineffective market management affects the ability to change services, leading to market instability and difficulty in meeting the needs of vulnerable people;</p> <p>. Doncaster systems do not integrate effectively to enable the rapid discharge of hospital patients, resulting in increased delayed transfers of care and risks to better care funding;</p> <p>During the quarterly challenge process, no new strategic risks have been proposed. The risk around the UK leaving the European Union has been proposed for demotion as the Council has cannot directly influence the outcome. Any specific risks to the Council that are identified in the lead up to the exit may to proposed as and when relevant</p>

**As a result of the decision for the UK to leave the European Union there is increased uncertainty across a number of policy and funding areas that could lead to disruptions in Debbie Hogg funding and/or projects locally in Doncaster.**

Current Risk	<p><b>Current Position:</b> In December 2017 the UK agreed in principal a phase 1 position with the EU. This agreement include the rights of EU citizens and their families to remain in the UK; no hard boarder between Northern Ireland and EIRE; agreement on the methodology of the settlement the UK will pay to the EU in order to leave. It is likely that talks on trade and the specific details to a transitional period will begin early in 2018. The next phase of talks may have a bigger impact on public services and updates in Q4 and Q1 18-19 will reveal greater detail that will need to be considered.</p> <p><b>Mitigating Action:</b> Review key pieces of legislation and work with regional and national government to ensure impacts of exiting the European Union are minimised as much as possible.</p>	Target Risk
<p><b>20</b></p>	<p><b>16</b></p>	

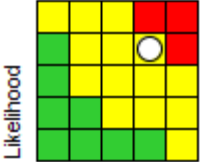
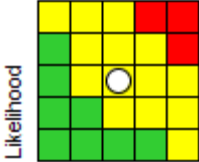
**Failure to improve Data Quality will prevent us from ensuring that data relating to key Council and Borough priorities is robust and valid.**

**Debbie Hogg**

Current Risk	<p><b>Current Position::</b> Following the formal agreement of the Data Quality Strategy 2016/17 – 2020/21, a working group meets regularly to drive forward the required activity. Development of the 2018/2019 Action Plan has been completed during Quarter 4, and is expected to be ready for approval process by the end of April. Policy management and sign off and e-learning training completion continues to be monitored quarterly. Other areas of focus for this quarter has been to continue the activity needed to ensure we can respond effectively to the GDPR by May 2018. Key projects and programmes such as the Doncaster Integrated People Solution and the Integrated Digital Care Record are focusing on specific problem areas in Adult Social Care to ensure deliverables are achieved.</p> <p><b>Mitigating Action:</b> In order to drive forward and embed the improvements in data quality, a proposal has been developed for consideration by the Chief Executive and Directors to create a temporary Data Quality Team to focus on the systems authoritative to the Council and using a systems approach to improve data quality. The proposal describes a 'task and finish' project approach which includes culture and organisation wide development and clearly defined expected outcomes. The proposal was approved at Directors meeting on 18th December and the recruitment process is underway. Further work is being done to define and strengthen integration of data quality into performance management and the governance arrangements.</p>	Target Risk
<p><b>16</b></p>	<p><b>8</b></p>	

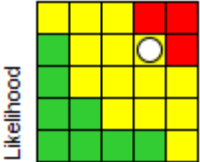
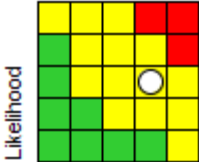
**Failure to achieve the budget targets for 17/18.**

**Debbie Hogg**

Current Risk	Current Position:	Target Risk
<p><b>16</b></p> 	<p>The outturn position is £2.5m overspend for 2017/18; this shows that substantial savings have been delivered but not all budget targets have been achieved.</p> <p><b>Mitigating Actions:</b> The savings have been reviewed and pressures identified in the 2018/19 budget. The budgets will continue to be monitored and reported to managers, Directors and Cabinet during 2018/19. Monthly reporting will also be introduced from month 4 onwards to provide more regular monitoring information and enable decisions to be made earlier where required.</p>	<p><b>9</b></p> 

**Children and Young People do not achieve in line with national expectation**

**Damian Allen**

Current Risk	Current Position:	Target Risk
<p><b>16</b></p> 	<p>The School Improvement strategy has been revised with more specific detail around the three tier model of support. Additionally, the Reading Strategy is now in its second year with a focus on :</p> <ul style="list-style-type: none"> <li>• Raising awareness of age related expectations in Years 3 and 4 and curriculum requirements ensuring a greater proportion of Y4 pupils to meet the expected standard in reading</li> <li>• Improving the attainment and progress of Year 6 pupils to improve the conversion rates of children assessed at the end of KS1 at 2b</li> <li>• Developing the teaching of inference skills in upper KS2</li> <li>• Continuing to develop assessment materials to support planning and assessment of reading.</li> <li>• Improving reading outcomes for disadvantaged pupils</li> </ul> <p>Developing parental and community engagement in reading</p> <p>During the first year of the Reading Strategy, schools that participated showed an average increase in KS2 test scores of 11% against 8% across the LA . This indicates positive impact of the Reading Strategy. Provision has been strengthened by the appointment of a lead officer for English who is supporting the development of Reading in Schools of Concern</p> <p>The Raising Aspiration and Achievement Strategy has been revised and delivery plans are being developed to support the three main school improvement priorities of :</p> <ul style="list-style-type: none"> <li>• Continuing to improve Reading</li> <li>• Raising Achievement of disadvantaged pupils</li> <li>• Ensuring that all schools offer a broad and balanced curriculum.</li> <li>• Doncaster remains in the bottom quartile of all LA's nationally for KS2. Reading is the area where attainment is weakest.</li> </ul> <p><b>Mitigating Actions:</b></p> <p>Challenge The Regional Schools Commissioner and Academy principals and CEOs on underperformance</p> <p>A revised School Improvement Strategy is being delivered . this is being modified and strengthened to reflect greater inclusion from academies and special school</p> <p>The School of Concern process has been strengthened to include input from all agencies involved in a specific school or setting. The number of Schools of Concern is declining gradually. The expectation is that a significant number of targeted schools will exit the SOC process as a result of improved outcomes at KS2 in 2018.</p> <p>Deliver aspects of the One Doncaster Education and Skills Commission report - including KS2 and KS4 initiatives and support the delivery plan of the Education and Skills programme.</p> <p>Support the development and implementation of the SMOA delivery plan, specifically around Priorities 1 and 2.</p> <p>Academy exploration and growth strategy for schools at risk of decline and those wishing to join</p>	<p><b>12</b></p> 

	<p>Multi Academy Trusts</p> <p>Leadership succession and recruitment support initiatives in partnership with the Teaching School Alliance (Partners in Learning)</p> <p>We have appointed a Lead Officer for Primary English to support identified schools to raise outcomes in reading in KS2 in 2018 who is working effectively with Schools of Concern</p> <p>We have appointed a Lead Officer for Primary Maths to support identified schools to raise outcomes in maths in KS2 in 2018 who is working effectively with identified schools of concern.</p> <p>We organised and ran a series of training events for Headteachers and Yr6 Teachers to ensure that they maximise opportunities for success in 2018 KS2 assessments. These have been very well received, particularly the sessions on Access Arrangements</p>
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**Without effective influence and engagement with the Sheffield City Region, there is a threat that Doncaster does not achieve economic potential benefit from the devolution deal**

**Peter Dale**

Current Risk	Current Position:	Target Risk
<p><b>16</b></p>	<p>The 3rd May 2018 is a pivotal moment in the history of the Sheffield City Region; residents from across South Yorkshire will go to the polls to elect a candidate for the SCR Mayoral post; 7 nominations have been received, with the candidates from a diverse range of political parties. In anticipation of the outcome, the combined authority has undergone a refresh of its governance protocols to ensure these are fit for purpose, ensuring localities do not receive a negative benefit from the appointment of a SCR mayor. These were endorsed in March 2018.</p> <p><b>Mitigating Action:</b> Officers, the Executive and Members from Doncaster Council are at the forefront of deliberations both at a national and regional level on issues relating to devolution, assurances are provided through our strategic and operational role with the SY Combined Authority, in addition to representations on the numerous executive boards supporting the City Region. Officers have been actively engaged in the latest drafting of governance protocols and are content with the details contained within.</p>	<p><b>16</b></p>

**Failure by the Council and the Trust to agree and set a realistic annual budget target.**

**Damian Allen**

Current Risk	Current Position:	Target Risk
<p><b>15</b></p>	<p>DCST are still in the process of finalising their year end financial position therefore the update below is based on Q3 at this stage:</p> <p>At Quarter 3 the Trust are projecting an overspend of £2.98m, which is an increase of £1.35m from £1.63m at Quarter 2. £2.60m of this pressure is due to more children in care (42 more in the Care Ladder) and the cost of more complex cases. This includes £2.05m overspend on the Care Ladder covering Out of Authority (OOA) placements and £0.62m in respect of 18+ accommodation and CIC transition accommodation. The overspend on the Care Ladder has increased by £1.11m; this includes an increase to the OOA overspend of £0.5m due to increased growth, movements in the care ladder taking place later than planned and changes to packages, and other areas e.g. In-house Residential Homes.</p> <p>Since Q2 the Council has funded £1.65m of business cases submitted by the Trust of which £0.41m will be funded from DSG for additional educational costs of OOA placements, giving a net total of £1.24m. After this adjustment, the remaining overspend is the £1.35m swing from Q2 to Q3 of which, under the 70/30 risk share agreement, the council is liable to fund a further £0.94m, therefore the total overspend to the Council is £2.18m. The Trust's reserves are £0.07m which means they will be unable to fully fund their 30% of the overspend, therefore it is assumed that the Council will meet the shortfall of £0.33m from general reserves in 2017/18.</p> <p>The financial position is a potential risk to continuous performance improvement. To mitigate this and ensure service improvement is sustained and protected over the longer term, monthly financial monitoring will be implemented. This will provide increased transparency of the financial position and will include more detailed information on the Care Ladder in particular movements in numbers and price by placement type and any income contributions.</p> <p>The Trust's own engagement of CIPFA in August 2017 to undertake an independent review of its financial management in February/March 2018 is welcomed in supporting the measures outlined above and it is envisaged that this will help further embed sustained improvement.</p> <p>The Council agreed funding of £2.39m over the next three years to cover the Trust's supplementary resource requirements for "getting to good", continuation of the Growing Futures, Pause and Mockingbird approaches to work (Mockingbird has also successfully secured DfE funding). At the Joint Performance and Finance meeting the Trust presented a</p>	<p><b>10</b></p>



benefits realisation framework, which will enable the group to monitor the impact of the additional funding on the outcomes. In 2017/18 the Trust are projecting to draw down £1.18m of the funding.

DCST's Medium Term Financial Strategy 2018/19 – 2020/21

DCST have shared with senior Council Officers their Medium Term Financial Strategy (MTFS) detailing cost pressures and efficiency proposals to achieve savings over the next 3 years. The MTFS increases the cost of the contract by re-basing the budget onto current activity and cost basis for the care ladder, but it does commit to significant reductions in DCST costs (both their staffing and management costs and care ladder costs). DCST currently have a saving profile of 2018/19 =£1.947m, 2019/20= £0.716m 2020/21= £0.516m, therefore the overall saving of £3.179m is £1.321m short of the Council's target of £4.5m over the next 3 financial years so further work is required by DCST to come up with proposals to achieve the savings target.

The Trust has produced a Capital Strategy and additional capital investment will be included in the Capital Programme for 2018/19 to 2020/21.

**Mitigating Action:** There are monthly finance meetings between the Council and DCST to keep the forecast under review and to challenge the assumptions in the care ladder, and there are bi weekly Strategic meetings between Senior Management of both organisations.

### Failure to successfully prevent a major cyber attack

Debbie Hogg

Current Risk	Current Position:	Target Risk
<p><b>15</b></p> <p>Likelihood</p> <p>Impact</p>	<p>There has been no significant cyber events in quarter 4, however this does not reduce the risk rating. However, there has been a series of national schools hoax emails and phishing emails via the Council's network which have instigated new procedures being put in place by schools and swift action by ICT to block and amend filtering software and quickly investigate the profile of those users who clicked on links they should not have. The Council's annual independent ICT security health check was completed and our PSN submission to the Cabinet Office was completed by 31st March. Unfortunately, ICT have been asked to revisit a number of actions and re-submit when these are completed. The Council's ICT Security Compliance Officer has left us and we are currently jointly recruiting another with Rotherham Council. We are also exploring a Cyber Security apprentice via Sheffield Hallam Uni.</p> <p><b>Mitigating Action:</b> All staff sign up to the Acceptable Use Policy. Spam and phishing e-learning continues to be encouraged and monitored. Security hardware and software and updates continue to be implemented and maintained in the required manner. Attendance at regional meetings with security counterparts and constantly reviewing our position including an independent annual assessment.</p>	<p><b>6</b></p> <p>Likelihood</p> <p>Impact</p>

### Savings from the Adults Health and Wellbeing Transformation Programme are not delivered as quickly as anticipated or are not achievable. Therefore alternative savings plans will be required in order to achieve the Medium Term Financial forecast.

Damian Allen

Current Risk	Current Position:	Target Risk
<p><b>15</b></p> <p>Likelihood</p> <p>Impact</p>	<p>The Adults Health and Wellbeing Transformation Programme has now been refreshed for the start of 2018/19. This will result in a shift from service improvement based projects to more transformational areas of focus, centred on the customer journey and commissioning.</p> <p>There have been some notable successes during the past year, including; reductions in residential care placements, increases in direct payments, reduced delayed transfers of care and improvements to day opportunities.</p> <p>The programme was given renewed focus in September 2017 with the consolidation of projects down to a more manageable number of 12 priority improvement projects. They are:</p> <p>Residential Care Beds, Day Services, Working Age Residential Care Placements. Supported Living, Housing Related Support, Home Care. Intermediate Care, Delayed Transfers of Care, Continuing Healthcare, Equipment, Short Stay/Respite Care, Assistive Technology.</p> <p>Savings resulting from transformation have been included in the Medium Term Financial Forecast and the Mayor's budget proposals.</p> <p>Services have experienced significant pressures during the year due to increasing demand and reduced resources. The pressure has been reduced through use of the Better Care Fund and Improved Better Care Fund and savings have been released through transformation.</p> <p>Resources remain a key issue, particularly staffing and planned savings have been more difficult to achieve than initially anticipated.</p>	<p><b>10</b></p> <p>Likelihood</p> <p>Impact</p>

Despite these challenges good progress is being made.

**Mitigating Action:**

- Refresh of the Transformation Programme
- Continued focus on recruitment to vacant posts
- Health and Social Care integration, including joint commissioning
- Assurance via the AHWb Programme Board
- Improved programme management
- Focus on the AHWb directorate priorities; Place Plan; Your Life Doncaster; Improvement and Resources; Effective Performance Management; Commissioning, Contracting and Compliance; Workforce Planning, Development and Recruitment and; Communication, Engagement and Participation.

**Failure to implement the Partnership priorities within the Doncaster Growing Together Portfolio**

Debbie Hogg

Current Risk	Current Position:	Target Risk
<p><b>12</b></p>	<p>Doncaster Growing Together is still in its early stages, but some programmes either are at full maturity or are close. Other programmes are further behind with more work to be done and some others are only really starting to scope out what is required.</p> <p><b>Mitigating Action:</b> The Team Doncaster Performance Management Framework &amp; governance structures are operation and we are now in the third six weekly cycle of the DGT portfolio group. The assurance boards are seeking to get all programmes to full maturity by Q1 2018-19 at which point I think we will be in a position to review the risk scoring.</p>	<p><b>6</b></p>

**Failure to adequately implement effective joint working arrangements which could lead to ineffective delivery of childrens services across the wider partnership system**

Damian Allen

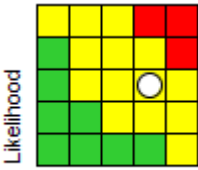
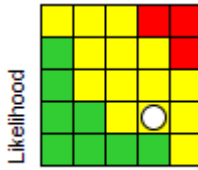
Current Risk	Current Position:	Target Risk
<p><b>12</b></p>	<p>The Children and Families Partnership Executive Group is the forum for the arrangements to discharge the S10 statutory responsibility which is the core group of leading partner members.</p> <p><b>Mitigating Action:</b> The governance arrangements are have become established and comprise the Executive Board which meets monthly and which provides overarching governance and delivery oversight across the partnership of the CYPP along with a new fit for purpose sub structure and a new strategic forum which meets quarterly to comment plan and shape the CYPP championing the voice of CYP.</p> <p>A review of CYPP partnership sub groups is underway which will provide greater clarity as to roles and responsibilities, and streamlining for more efficient reporting accountability. A report to the CFEG on 26th April, 2018 will outline this exercise as well as measures being taken to new governance framework to reflect the necessity to be inspection ready across all frameworks on a continuous basis. A commissioning dashboard will be presented which identifies how money is spent across the landscape for CYP. In addition, the Joint Commissioning Resource Group is being improved to ensure better clarity as to expected standards.</p> <p>The CYPP outcomes are monitored by the AD level partnership performance Executive Group and a new annual Impact report will be produced in June 2018 which will evaluate performance of children's services across the partnership in cognisance of the Outcomes framework.</p> <p>The new JSNA is a more dynamic document as is the consequential and substantial Children's plan for 2017-2020. The Participation and Engagement strategy professional version has been published and child friendly versions for both this and the CYPP have been launched.</p>	<p><b>8</b></p>

The publication and application of the three key documents JSNA; CYPP and P&E strategy will considerably mitigate this risk as well as the establishment and implementation of what is now a fit for purpose governance structure both underpinning the board and laterally in relationship to other strategic boards ,which will enhance the functionality of the Children and Families Partnership Strategic Forum as the keystone in the oversight and management of the children's strategic partnership across the entire 'estate'

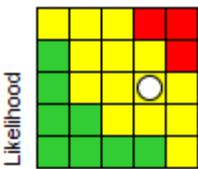
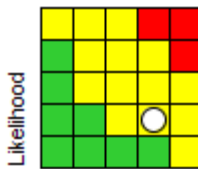
Work is underway to evaluate the efficacy of rationalising reporting and accountability arrangements to the DCSB and CFEG to achieve better coordination and synergy, optimise resources and reflect the evolving role of the DCSB post – Wood review.

The Governance sub structure is aligned with and reflects the CYPP. A new Participation & engagement sub group has been in place since Dec 2016 and has been active developing the Participation & Engagement strategy and the co-production of the CYPP and the PES with children and young people and a child-friendly version of the PES was launched in October 2017 to mirror the child-friendly version of the CYPP. The P & E sub group has a priority to produce the action plan which supports and implements the actions proposed within the PES .

**Failure to respond adequately to borough emergencies or mitigate effectively against the effects of extreme weather conditions e.g. flooding** Peter Dale

Current Risk	Current Position: The Emergency Planning Team have been working on the arrangements to support the delivery of a safe and enjoyable Tour De Yorkshire Event since December 2017.	Target Risk
<p><b>12</b></p> 	<p>This has involved working closely with partners in the emergency services to develop plans and arrangements to support the event arrangements and respond to disruptive challenges to the event.</p> <p><b>Mitigating Action:</b> Emergency Planning have been responding since January to the impacts of severe weather which has included disruption to service delivery, flooding and disruption to essential services and infrastructure.</p>	<p><b>8</b></p> 

**Workforce issues in AH&WB and support services, including vacancies, recruitment, staff development and sickness, reduce the ability to transform at the pace required in current plans** Damian Allen

Current Risk	Current Situation: Significant recruitment campaign has meant that key posts have now been filled and staff are now in post	Target Risk
<p><b>12</b></p> 	<p><b>Mitigating Action:</b></p> <ul style="list-style-type: none"> <li>. Permanent Head of Service now recruited to and will be in post beginning of June. Additional Interim HOS has been secured until April 2019 to both support the front door and urgent care. This will also provide additional support in relation to the transformation programme</li> <li>. Staff absence has improved with the Directorate position now at Amber for the first time (11.78 days per FTE against a corporate target of 10.50 days)</li> <li>. Continuing to focus on areas of high sickness within adult social care (currently 14.03 days)</li> <li>. workforce development activity continues and is focusing on how it can support the cultural change needed as part of the transformation programme.</li> </ul>	<p><b>8</b></p> 

**The agreed standards and policies are not adequately understood and implemented by practitioners who work with vulnerable adults increasing the risk of vulnerable people experiencing harm or abuse**

**Damian Allen**

Current Risk		Target Risk
<p><b>10</b></p>	<p><b>Current Position:</b> The Safeguarding Adults Hub was formed in April 2016 and has been in operation for 24 months. During this time the system and process has changed to ensure that we are Care Act compliant and applying the principles of Making Safeguarding Personal. All Safeguarding is now Managed within the Team enabling better management and monitoring of cases and ensuring a greater level of consistency. The Teams staffing resource has increased in order to facilitate these changes and has resulted in cases being responded to in a more timely manner at the front door.</p> <p>Since this time a further two stocktake reviews have taken place providing positive feedback to DMBC and the Safeguarding Adults Board and highlighting areas for development. A revised action plan has been developed incorporating outstanding actions and new actions from the most recent peer review recommendations, these are discussed and reviewed at the Performance and Quality sub group of the Safeguarding Adults Board (DSAB). Regular performance reports are completed and reported on to the DSAB for governance purposes.</p> <p>The Board continues to provide a multi-agency training programme to support staff across the multi-agency partnership to deliver safeguarding in line with South Yorkshire Procedures and the Care Act 2014.</p> <p><b>Mitigating Action:</b> The Board has revised its Performance and Assurance framework which is providing assurance to the Board that safeguarding practice is now outcome focused and in line with the 6 principles of safeguarding adults.</p> <p>The Council has developed a draft Safeguarding Adults Policy and is currently working to develop internal safeguarding procedures all of which are aligned to South Yorkshire procedures and will be accompanied by mandatory training for key staff. The latest peer review took place 20th October 2017 by Dr Adi Cooper which was positively received by the DMBC and the Safeguarding Adults Board. An action plan is currently in development to respond to the recommendations identified and incorporate outstanding actions from previous reviews.</p> <p>In addition a recent change of management within the Safeguarding Adults Hub has instigated a further business process review which is currently underway to ensure practice is Care act compliant and in line with Council Policy.</p>	<p><b>10</b></p>

**Failure to obtain assurance as to the safeguarding of children in the borough Failure to meet children’s safeguarding performance requirements which could lead to an 'inadequate' inspection judgement by Ofsted**

**Damian Allen**

Current Risk		Target Risk
<p><b>10</b></p>	<p><b>Current Position:</b> The formal arrangements to monitor and review the effectiveness and input of services to children provided by the Trust are believed to provide assurance to this risk and go beyond contractual requirements. Overall the safeguarding indicators specific to children are now performing better than last year. Ofsted in its 2015 report and 4 subsequent Monitoring visits did not -raise any concerns as to the safety of children in the borough, but did recommend improvements to social work practice which have been addressed through the Ofsted Improvement Plan and the Ofsted monitoring visits and have borne fruit in the reinspection of 2017.</p> <p>The Ofsted re inspection report of November 2017 reaffirmed the progress identified in the 4 monitoring visits and the results of the 2015 full inspection, to conclude that children’s services in Doncaster were ‘Good’ in all categories and were worthy of a judgement of ‘Good’ overall, which is a significant turnaround from the position which has prevailed for more than a decade and the inspection report emphasises the improvements in quality of practice and that outcomes for children are improved. Social work is of a better quality where children are safeguarded well; most children are receiving an effective service delivered by an effective framework of social work intervention. This is underpinned by a highly effective performance management and audit programme with clear and evidential management oversight; the voice of the child is embedded with their wishes and feelings at the centre of decision making; and workforce morale and stability is good. The report commented favourably upon the Leadership, Management and Governance provided by the Council and the Trust which highlights good relationship management and effective governance arrangements. The reinspection report made 4 (fairly minor) recommendations which are contained within the Improvement plan which will shortly be submitted to Ofsted and on which the Joint Strategic Improvement Group will monitor.</p>	<p><b>10</b></p>

**Mitigating Action:** Social work practice is challenged with the Trust at each meeting and at individual HoS level and performance and quality is regularly challenged with the Trust at the high level QPM and at individual Head of Service level.

The Joint strategic Inspection Group reviews the Ofsted Improvement Plan and has done so with the new draft plan and ensure compliance with the new ILACS inspection framework to which the Council and Trust will be subject hereon. The Improvement plan captures the 4 recommendations made by Ofsted and a number of other 'areas for improvement' in the report which were not specifically identified as improvements but which will provide for better practice. The Improvement plan is being submitted week commencing 23rd April, 2018 in advance of the deadline of 1st May, 2018.

The new ILACS framework provides for a more continuous and proportionate, risk based monitoring of performance by virtue of an 'Annual conversation with Ofsted which is scheduled to take place on 25th June, 2018 and short 2 day 'mini inspections' known as 'Focused visits' on dates yet to be notified. This framework replaces the full inspection within the former framework and is a more proportionate approach which is applied to 'good and Outstanding' Children's service Authorities.

The High level challenge meetings review specific audits and all challenge meetings review the basket of contractual PIs, which include bellwether PIs in respect of CIN plans; the care pathway – especially front door management; assessment completion and quality of audits. In addition, reference is made to volumetric measures and the wider context in order to provide reassurance as to caseload management; geographical / team pressures; deployment of staffing resources etc.

The DSCB receives a regular report of the audited cases from the DCST and regularly reviews the quality of Multi-Agency thematic audits at its Quality and Performance Sub Group.

DMBC is clear that the three most pressing impediments to this risk remain demand management, placement policy and quality of practice

DMBC focus continues to be to ensure that quality of practice is maintained to a high standard; that management of demand is effective and that ways in which innovation can deliver more effective ways of working are explored and developed.

**Doncaster systems do not integrate effectively to enable the rapid discharge of hospital patients, resulting in increased delayed transfers of care and risks to better care funding.**

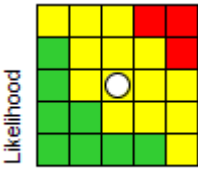
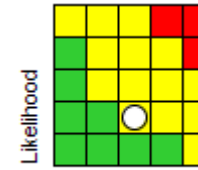
**Damian Allen**

Current Risk		Target Risk															
<b>10</b>	<p><b>Current Position:</b> The latest official figures from NHS England (February 2018) confirm that Doncaster has continued to achieve the BCF trajectory target since November 2017. This sustained improvement has reduced the likelihood of the risk slightly.</p> <p><b>Mitigating Action:</b> Sustained and decisive actions to ensure that patients are discharged quickly and safely have been undertaken over the past 6 months in close partnership with Health colleagues. Social care delays in particular have reduced significantly between August and February, improving from 7.2 days per day per 100k population in August to only 1.4 in February.</p> <p>February month DTOC</p> <table border="1" style="margin-left: auto; margin-right: auto;"> <thead> <tr> <th></th> <th>February Actual</th> <th>BCF Trajectory Target</th> </tr> </thead> <tbody> <tr> <td>NHS</td> <td>2.9</td> <td>2.2</td> </tr> <tr> <td>Adult Social Care</td> <td>1.4</td> <td>2.6</td> </tr> <tr> <td>Both NHS &amp; ASC</td> <td>1.2</td> <td>2.3</td> </tr> <tr> <td>Total</td> <td>5.5</td> <td>7.1</td> </tr> </tbody> </table> <p><b>Mitigating Actions</b></p> <ul style="list-style-type: none"> <li>• <b>Daily management of individual hospital patients to make sure that they are discharged quickly and safely</b></li> <li>• <b>Flexible social care services to facilitate capacity in reablement/intermediate care facilities</b></li> <li>• <b>Close monitoring of DTOC figures for early warning of performance issues</b></li> <li>• <b>Effective challenge of delays raised by local Health Trusts</b></li> <li>• <b>Close working with the Doncaster CCG and local Health Trusts on discharges</b></li> </ul>		February Actual	BCF Trajectory Target	NHS	2.9	2.2	Adult Social Care	1.4	2.6	Both NHS & ASC	1.2	2.3	Total	5.5	7.1	<b>10</b>
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- Implementation of the LGS High Impact Change model
- Joint reporting arrangements with CCG and Health Trusts

**Failure of partnership to engage in effective early intervention leading to inappropriate referrals to statutory services and unnecessary escalation of need and risk**

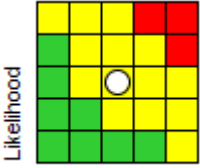
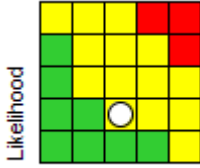
**Damian Allen**

Current Risk	Current Position – Contacts remain high (an average of 1789 in quarter 4) albeit with a reduction in February and March and remain high due to high demand in the community. Very few contacts are inappropriate or require Early Help services. The vast majority are for Information, Advice and Guidance and a significant number are NFA. The risk is that high demand pressures clog up the machinery and professional officer resource. The Conversion rate of contact to referral remains low which indicates inappropriateness of referral, particularly from one agency. There is an issue of incorrect threshold application by selected partners and the interface with early help remains a wicked issue.	Target Risk
<p style="text-align: center;"><b>9</b></p> 	<p>Of relevance is the need to improve engagement across the EH partnership including engagement by identified LPs. Engagement in this cohort is highest in schools and PAFSS but is poor among health visitors; school nursing and maternity services. School LPs exhibit high caseloads which also compromise the effectiveness of the EH offer. There is also evidence of a fundamental misunderstanding of the LP role amongst some partners and concerns as to the capacity to undertake what is perceived to be an ‘add on’ to the ‘day job’. There is an identified problem of EH cases not being picked up by PLs which are then becoming additions to the waiting list.</p> <p>A high figure is not necessarily indicative of poor performance and if children need to be referred to social care then that is ‘good’ performance – ‘appropriateness’ is the key, high numbers of children on a CP plan in Doncaster, would tend to support this hypothesis. The problem here is that there are a number of the referrals which are known to be ‘inappropriate’ and this refers in large part to the continued and thorny issue of referrals from one of the partners which continues to apply its protocol, this means that less than 10% of contacts are genuine cases for attention by social care.</p> <p>High demand pressures are unhealthy for the work of social work teams in ‘clogging up’ the machinery and impact adversely on casework and referrals and re-referrals. Contacts below threshold which could have gone to the Early Help Hub are deemed ‘inappropriate’. Inappropriate referrals which should have gone to Early help are subject to ongoing investigation and clarification. That said, Ofsted has rated practice as ‘Good’ with appropriate application of thresholds.</p> <p><b>Mitigating actions</b> – Cross reference to the volume of early help contacts shows a welcome improvement in contacts to the Hub which supports the impact of improved awareness and application of thresholds among Agency partners. Early help volumes are increasing but this is not having an obvious, corresponding impact, however, despite this pattern overall contacts may not necessarily reduce, because causal links are more complex than a straightforward binary effect and the hypothesis is that increased use of the Early Help Hub is capturing a significant number of cases which may have gone nowhere, or which were not being reported within any one single system.</p> <p>The EH strategy group is carrying out work to investigate and seek solutions to the EH threshold and LP engagement issues identified above and has enhanced it’s monitoring via a new performance scorecard and peer challenge at the Early help performance and practice group.</p> <p>More fundamentally, the Children’s strategic partnership will continue to work to achieve a better understanding of the tracking and progress mapping of young people within the system and embed a consistent and coherent shared understanding of the early help offer and more generally the children’s offer across the whole spectrum of the children’s system from ‘universal to acute.’</p> <p>In addition, the deployment of the SYP front door Police resource at the Front Door to concentrate on Police referrals should improve understanding and address inherited backlogs and this is being followed up.</p>	<p style="text-align: center;"><b>6</b></p> 



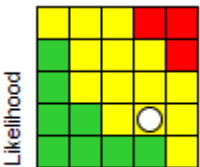
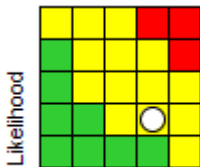
**Failure to adequately address a sufficient number of Childrens Trust PIs (as defined in the service delivery contract)**

**Damian Allen**

Current Risk		Target Risk
<p><b>9</b></p>  <p>Likelihood</p> <p>Impact</p>	<p><b>Current Position:</b> The DCST is challenged by a series of regular performance monitoring fora, on a monthly and quarterly basis at all levels of senior management across both organisations and at public facing meetings with elected members in the scrutiny fora and at Corporate Parenting Board and have been further emboldened by the spilt screen accountability which the Children’s scrutiny panel provides and which challenges both the Council in its holding to account of the Trust and the Trust itself. A commentary provided by the DCST and PIs and quality assurance is challenged and provides full public transparency.</p> <p>Areas of concern are escalated or reported on an exception basis to higher level Boards. Current areas of risk are:-</p> <ul style="list-style-type: none"> <li>• Social Care demand management</li> <li>• Placement policy – care management and costs, including numbers of SGO’s, and Commissioning for complex cases;</li> <li>• Re-referrals (new and emerging)</li> <li>• High numbers of CIN &amp; CPP &amp; LAC – in themselves may not be a risk and may mitigate / address risk, but could burden the system and capacity, with consequential risks arising;</li> </ul> <p><b>Mitigating Action:</b> The current arrangements and the number and scope of performance indicators are reviewed during each Annual Review process and in 2017 a new basket of PIs was completed and submitted on time to the Secretary of State which is more reflective of the child’s journey and the development stage in the maturity of the Trust and was implemented from Q1 2017/2018. The Trust is challenged against each PI of concern at every meeting as to progress and actions planned or taken and the effectiveness thereof. A more rationalised challenge process is now in place with more emphasis on exception reporting. The split screen report to the Children’s scrutiny panel provides robust and forensic analysis of performance against exception and good performing PIs and challenges the Director of People as to his oversight and accountability of the Trust performance as well as the specific performance behind the PI themselves. The Annual contract review process provides an opportunity to continuously evaluate the number quality and scope of performance and other progress measures.</p>	<p><b>6</b></p>  <p>Likelihood</p> <p>Impact</p>

**Failure to deliver the EDI Objectives within the Framework could result in the council being exposed to public 'due regard' challenge**

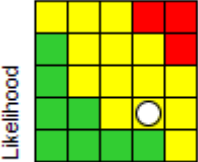
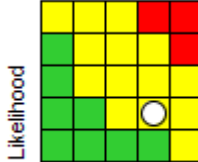
**Debbie Hogg**

Current Risk		Target Risk
<p><b>8</b></p>  <p>Likelihood</p> <p>Impact</p>	<p><b>Current Position:</b> The EDI Framework was approved at Cabinet on 6th March 2018. It sets out in one place our EDI objectives and arrangements for embedding equality into everything we do. It outlines our commitment to EDI, and links directly to the strategic ambitions set out in the ‘Doncaster Growing Together’ (DGT) prospectus, our plan for the Borough.</p> <p>The focus for 2018/19 will be the delivery of the year one priority objectives as set out in the Objective Summary document whilst simultaneously gaining further insight into our communities and using this knowledge to shape and define our approach for years two, three and four. The EDI Board will have regular reports on progress towards the objectives set out in this framework. In conjunction with our Performance Management</p> <p>Framework quarterly monitoring process, EDI will have rigour and focus formed with the input from the EDI Board. The EDI Board will actively seek relevant real life stories to showcase best practice, tell the stories of real people and importantly the impact this framework has had on their quality of life. These will be produced and published on the EDI internet page.</p> <p><b>Mitigating Actions:</b></p> <p>The EDI Framework is a living document with the flexibility to offer a timely response to emerging priorities and changes happening within in our diverse communities. This will take place through consultation with communities and stakeholders through various channels and the EDI Board will develop and oversee the consultation plan. The EDI Board, chaired by the Portfolio Holder for EDI and having an EDI member and senior officer Champion for each of the Doncaster Growing Together Themes, will review the progress against the objectives as part of the quarterly challenge process</p>	<p><b>8</b></p>  <p>Likelihood</p> <p>Impact</p>



**Failure to identify and manage Health and Safety risks**

**Peter Dale**

Current Risk		Target Risk
<p style="text-align: center;"><b>8</b></p>  <p style="text-align: center;">Impact</p>	<p>Corporate Health and Safety continue to monitor the effectiveness of all council health and safety arrangements through both active and reactive monitoring.</p> <p><b>Current Position: Fire Safety High Rise Flats</b></p> <p>Following the Grenfell Disaster, Doncaster Council's Fire Safety Advisor and Health &amp; Safety Manager attend the High Rise Fire Safety Group, advising and supporting St Leger Homes (SLH) where required. SLH procured Savills to undertake Level 4 Fire Risk Assessment Surveys of all high rise buildings to include an archetypal percentage of the flats. The purpose of the surveys was to identify any significant fire risk and gaps in fire compartmentation. Savills have delivered the completed surveys to SLH and presented a brief of the findings to the SLH Executive Management Team (EMT). SLH have now implemented a work programme to complete the Savills recommendations on a priority based schedule. Corporate Health and Safety will continue to work closely with SLH to assist and advise throughout this process and to ensure the Council's interests are met.</p> <p><b>Mitigating Action:</b> Doncaster Council's Interim H&amp;S Manager and Fire Safety Advisor continue to have 4-weekly meetings with Christine Tolson (SLH Head of Assets) to receive progress updates on all Fire Safety recommendations (Savills, SYF) and discuss or resolve any issues that may have arisen. Work on installing sprinklers started on Monday 19th March, and contractors started work on the Savills Level 4 Fire Risk Assessment Survey recommendations on the 4th April. As it currently stands the completion date for all of the remedial works is by the end of October 2018. Please note that fire safety works do not include the priority D recommendations (unlimited timescale) as a decision still needs to be made about if and when these will be picked up. Clarification of actions with Savills plus awaiting procurement of contractors led to a delay in starting the works. Where time-bound recommendations have passed the due date, Christine Tolson (SLH Head of Asset Management) has been in close contact with Savills to agree on alternative action timescales and have the revised dates formally signed off with the Savills Fire Risk Assessors.</p> <p>South Yorkshire Fire (SYF) also attends the Fire Safety Group, inputting and advising where required. The decision to turn off the audible alarms in the high rise flats is being consulted on directly with SYF, SLH and Doncaster Council.</p> <p><b>Current Position: Corn Exchange</b></p> <p>All of the Corn Exchange cantilevered sections of scaffold that could not be confirmed as 'fit for purpose', have now been removed. An alternative scaffold contractor has been procured through the Principal Contractor and an alternative scaffold design has been proposed. The roofing works have continued throughout the scaffolding issues and are scheduled to be completed on the 3rd August 2018. The Principal Contractor has advised that to maintain the integrity of the new roof works it is essential that the roof drainage system is upgraded, as it is currently not fit for purpose. Any prolonged heavy rainfall could potentially cause leaks. There are also ongoing concerns regarding the integrity of the building facade, and a number of issues have been identified during the defrassing (removing loose or damaged material back to sound stone) works.</p> <p><b>Mitigating Action:</b> The Council's Project Manager for the Corn Exchange roof work has instructed the Principal Contractor (Stone edge) to undertake a condition survey of specific areas of the Corn Exchange facade that are considered to be 'potentially at risk' and make recommendation to make safe in the short term and longer term action that may be required. The original contractor who installed the symphonic drainage system for the food hall has been instructed to review the current drainage system and make recommendations where required.</p> <p><b>Current Position: Orange Croft</b></p> <p>Following a visit by the Council's EHO's and the subsequent issue of a report with recommendations, a number of fire safety issues have been identified at an SLH managed Caravan Site (Orange Croft).</p> <p><b>Mitigating Actions:</b> St Leger Homes have put together an action plan to resolve the Fire Safety issues identified at Orange Croft Caravan Site. SLH are leading on the action plan with input and advice from the Council's Environmental Health Officers and Fire Safety Advisor. SLH have started to undertake the short term recommendations within the action plan. SLH are also seeking legal counsel on longer-term recommendations relating to options and powers available for the reconfiguration, removal of modifications and extensions to individual units. These units have encroached on the permitted safe distance separation spaces between units; which are required to meet the Caravan Model Standards 2008.</p>	<p style="text-align: center;"><b>8</b></p>  <p style="text-align: center;">Impact</p>

**Failure to comply with HS requirements due to obsolete technology in H&S team**

**Current Position: Obsolete Technology**

The Councils current accident and incident reporting software is obsolete and no longer supported, this puts the Council at risk if the software was to suffer a critical failure. The obsolete software is also restrictive in that it does not have the facility for the H&S team to track investigations or for People Managers to access reports within areas of their responsibility, and is therefore not a clear auditable process

**Mitigating Actions:** The Council's Health and Safety Team have purchased a new Incident Reporting and Audit Software package, SHE Assure. The Council's Health and Safety Team have been working closely with the new incident reporting system software provider, inputting Council Directorate structures and management reporting lines. Initial testing and further configuration works will continue for a further 4 weeks. A trial on the new system is being planned to start w/c 7th May to iron out any issues before final release to the whole Council. A training programme for people managers is being developed with the Councils H&S Trainer and will be available on the HR Portal prior to the system going live. To supplement this training there will be an online training video available on the Learning Pool and for all People Mangers.

The initial payment and first year's maintenance has been funded through IGB with the second and third-year maintenance fees to be recouped from Council Directorates at £4,000 each per annum. The first payment will be required in October, for this financial year.

**As a result of insufficient capacity and skills in AH&WB commissioning, contract management and monitoring is not effective, leading to non-compliance with legislation**

**Damian Allen**

Current Risk		Target Risk
<p><b>8</b></p>	<p><b>Current position:</b> The adult social care commissioning and procurement plan has been implemented, approved by Cabinet on 27th March. Two new HOS are due to commence in post on 1st May and 4th June, this will provide additional capacity in the commissioning team to deliver commissioning priorities. The Care Quality Commission ratings for regulated services in the Borough continue to be above benchmarked comparators.</p> <p><b>Mitigating actions:</b> The HOS are due to commence in post imminently. The recruitment to the post of Commissioning Manager has so far been unsuccessful, this post is being readvertised this month.</p>	<p><b>6</b></p>

**An underdeveloped local market and ineffective market management affects the ability to change services, leading to market instability and difficulty in meeting the needs of vulnerable people.**

**Damian Allen**

Current Risk		Target Risk
<p><b>8</b></p>	<p><b>Current position:</b> The adult social care commissioning and procurement plan has been implemented, approved by Cabinet on 27th March. Two new HOS are due to commence in post on 1st May and 4th June, this will provide additional capacity in the commissioning team to deliver commissioning priorities. The Care Quality Commission ratings for regulated services in the Borough continue to be above benchmarked comparators.</p> <p><b>Mitigating actions:</b> The HOS are due to commence in post imminently. The recruitment to the post of Commissioning Manager has so far been unsuccessful, this post is being readvertised this month.</p>	<p><b>8</b></p>

**The potential personal financial position facing individual citizens across Doncaster Borough may result in an increase of poverty and deprivation**

**Damian Allen**

Current Risk		Target Risk
<p style="text-align: center;"><b>6</b></p> <p style="text-align: center;">Likelihood</p> <p style="text-align: center;">Impact</p>	<p><b>Current Position:</b> is that we lack an up to date assessment of child poverty, or a co-ordinated local response, underpinned by any strategy / plan. As a result, we are failing to reduce levels of child poverty in the borough, or mitigate its impact.</p> <p><b>Mitigating Action:</b> The young commissioners have now identified their four areas to prioritise, based on the initial data provided: health, benefits, debt and transitions. These formed the basis of the evidence sessions that were hosted over the March and April, where the young commissioners were able to interrogate decision makers about how child friendly their services and offer currently are, and what plans they have to improve support for disadvantaged pupils in the future. The final report will be produced by the end of May 2018, and will provide clear recommendations for local partners to improve practice. There will also be a launch event over the summer to bring together the partners and young people to collectively accept the recommendations and agree the actions and next steps.</p> <p>Welfare Reform remains, and is likely to remain, the biggest issue in relation to poverty for the next 12 month period and it is proposed that the primary work of the Anti Poverty Steering Group (APSG should focus on this area in 2018-19. this approach has been endorsed by Team Doncaster.</p> <p>It is intended that the APSG review the focus of its work every 12 months based on emerging priority issues, performance and anti-poverty indicators and Team Doncaster priorities.</p>	<p style="text-align: center;"><b>6</b></p> <p style="text-align: center;">Likelihood</p> <p style="text-align: center;">Impact</p>

# GOVERNANCE INDICATORS

Sickness – Days per FTE	Value	Target	DoT	Traffic Light
Adults Health and Well-Being	11.78	10.50	↑	🔴
Corporate Resources	6.00	5.50	↓	🟡
Learning and Opportunities CYP	7.73	6.00	↓	🔴
Regeneration and Environment	8.87	9.50	↓	🟢
Whole Authority Sickness	9.00	8.75	↓	🟡

PDR Completion - % of workforce with a PDR recorded	Value	Target	DoT	Traffic Light
Adults Health and Well-Being 976 out of 1066	92%	95%	↑	🟡
Corporate Resources 611 out of 639	96%	95%	–	🟢
Learning and Opportunities CYP 477 out of 529	91%	95%	↓	🟡
Regeneration and Environment 1742 out of 1849	96%	95%	↑	🟢
Whole Authority 3806 out of 4122	94%	95%	–	🟡

Data Protection Incident that had an initial assessment Completed within 10 working days	Value	Target	DoT	Traffic Light
Adults Health and Well-Being 0 incidents	100%	100%	↑	🟢
Corporate Resources 0 incidents	100%	100%	–	🟢
Learning and Opportunities CYP 0 incidents	100%	100%	↑	🟢
Regeneration and Environment 0 incidents	100%	100%	↑	🟢
Whole Authority 0 incidents	100%	100%	↑	🟢

% of Freedom of Information Requests responded to within timescale	Value	Target	DoT	Traffic Light
Adults, Health & Wellbeing - % of Freedom of Information Requests responded to within timescale	98%	100%	–	🟢
Corporate Resources - % of Freedom of Information Requests responded to within timescale	96%	100%	↑	🟢
Learning & Opportunities - % of Freedom of Information Requests responded to within timescale	93%	100%	↓	🟡
Regeneration & Environment - % of Freedom of Information Requests responded to within timescale	94%	100%	↑	🟡
Whole Authority - % of Freedom of Information Requests responded to within timescale	95%	100%	↑	🟡



Doncaster  
Council

# Delivering for Doncaster 2017-18 Quarter 4



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# Introduction

Doncaster Council works hard to provide the best services for people living in, working in and visiting Doncaster. To ensure we continue to improve, and find where we need to improve, we produce this 'Delivering for Doncaster' booklet that is reported and discussed at Cabinet every quarter.

The report is organised by our Priority Themes:

- Living
- Working
- Learning
- Caring
- Connected Council

Each Theme is structured to show:

- **How we are getting the basics right** – This is our performance against a set of key service standards that we believe matter to the communities we work in and communicate with. These have been identified in conjunction with our Elected Members who represented the people in their constituencies.
- Performance against the priorities identified in our **Outcomes Framework**. These are our goals to improve the







lives of people living, working or visiting the borough.






- Progress on our **Transformation and Change Programmes**. These are projects and programmes that we deliver with our partners and make up the Doncaster Growing Together Portfolio.

## Understanding the performance symbols

The direction of travel looks at whether things have improved, stayed the same or become worse. The purple arrow is the preferred direction of travel. The blue arrow is long trend and shows the current value compared over the last three years.



  <b>improvement</b>	  Same as last time	  getting worse
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Performance		Finance
	<b>OK</b> – Performance on target	An underspend of less than 3% or an overspend of less than 0.5%
	<b>Warning</b> – Performance mostly on target	An underspend of less than 5% or an overspend between 0.5% and 1%
	<b>Alert</b> – Performance below target	An underspend of more than 5% or an overspend of more than 1%
	<b>Information Only</b> – These performance indicators do not have targets	
	<b>Unknown</b> – These performance indicators are unable to assess a traffic light rating due to missing data.	





# LIVING

*Doncaster is a modern, thriving and safe place to live, work and visit*

During Q4 we have delivered good services within this theme. Our environmental services are generally performing above target performance for cleanliness of land and highways, grass cutting and the condition of our road surfaces. Household recycling rates remain above target achieving 48.4% compared to a target of 47%.

The longer term health outcomes in this theme such as healthy life expectancy and physical activity levels are lower than national benchmarks and it is acknowledged that improvements in these measures may take years before we see significant changes.

### The **Get Doncaster Moving (GDM)**

**Programme** has a vision of ‘Healthy and vibrant communities through physical activity and sport’. This programme will help public, private and voluntary sectors work together so that physical activity becomes an easy and accessible choice for all.

More specifically, Doncaster has performed well in the latest release of the Active Lives Survey which shows an

increase in levels of Physical Activity, 67% of people over the age of 19 doing 150 mins of activity per week. This is an increase from last year (58.6%) and better than national average but the data is taken from a survey so some caution on how significant this change is should be noted.

During quarter 4 a lot of activity took place in preparation for the Tour De Yorkshire, which took place on 3<sup>rd</sup>/4<sup>th</sup> May.

Doncaster has been working with Sport England as part of our Local Delivery Pilot (LDP) partnership to develop our approach to getting more people physically active across the borough. A Get Doncaster Moving Summit (GDM) later in May will continue to support our whole system approach with partners and to launch the GDM website.

In order to ensure that housing needs for our residents are being met, the **Housing (Homes for All) Programme** is working to deliver the right number and more importantly the right types of homes across the borough.

The net additional homes figure for 2017-18 was 1,173 and a third consecutive year performance has been over 1000. Although Q4 data is unavailable, the number of people that are homeless and in priority need has fallen in Q3 to 76 households (0.59 per 1000 households) from 108 households in Q2, albeit overall the trend is increasing. The numbers of people in temporary accommodation has increased slightly (6 extra households) compared to last quarter.

We recently mentioned that Doncaster Children’s Trust, St Leger Homes and the Council had work together to deliver a six bed facility where young people leaving care could live and learn valuable life skills until securing independent housing arrangements. We are now looking to expand on this successful initiative by



locating more suitable sites and properties that can be converted to provide more essential housing stock for our care leavers; we will make sure that you are kept aware of these developments

### The **Homelessness**

**Reduction Act 2017** has come into force on 3rd April 2018. The

Homelessness

Reduction Act 2017 places duties on local authorities to intervene at earlier stages to prevent homelessness in their area. Doncaster is compliant with the Act and is now meeting the new regulations and duties placed upon it.

**The Vibrant Town Centres programme** has planned and co-ordinated a number key projects and events across the Town Centre including;

- The Fan Zone to support the Tour De Yorkshire event and associated road closures continuing to keep

businesses and the public informed and engaged.

- ‘Delicious Doncaster’ Food and Drink Festival will be in full swing through Bank Holiday weekend with a variety of events and stalls across the Town Centre and Market area

Work has continues on the Station Forecourt Development which will change the view as visitors arrive from the current car park to a welcoming, public space creating a lasting, first impression of Doncaster. Work in the Markets is also well underway, along with works around the Corn Exchange.

The integrated town centre team have continued working in partnership with businesses and teams from across the council to focus clean ups around the town centre and particularly hot spots - there is a plan in place for a Spring Clean throughout the town along with enforcement action for those that are not taking pride in their town.

Teams continue to support people who are homeless or vulnerable whilst working closely with the police to ensure anti-social behaviour is not tolerated.

### An **Arts, Culture and Creativity** programme that

will seek to support the delivery of the Cultural strategy is in its early stages but is looking to ensure;

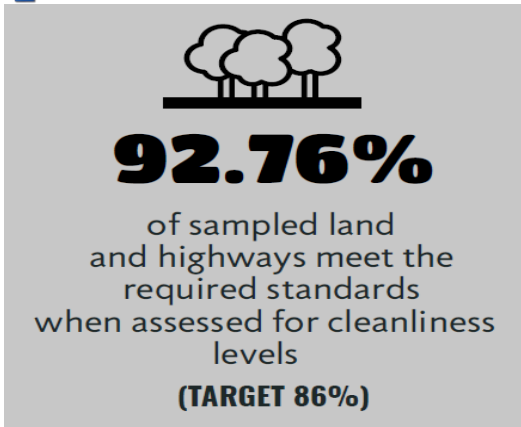
- Arts and Culture contribute to the strategic ambitions of the borough set out in Doncaster Growing Together (DGT)
- Understand the impact Arts and culture can have on people’s well-being and the local economy
- Continue to support the Cultural Education Partnership
- Explore our aim to have a year that would focus on arts and Culture in Doncaster in 2020

### **Future Programmes**

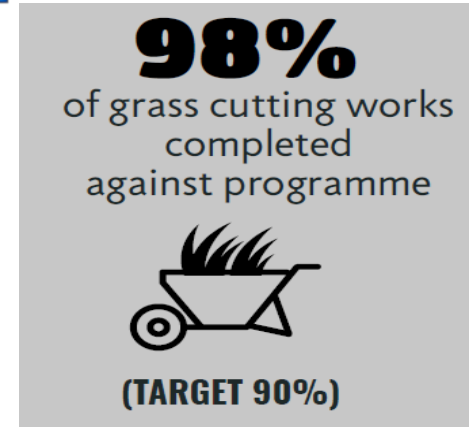
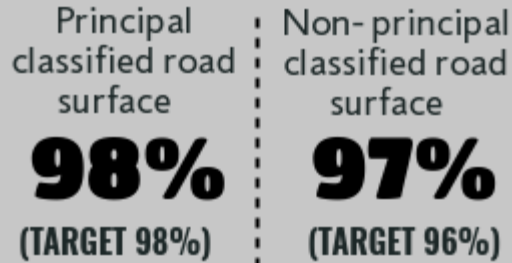
We are scoping out a further programme on Environmental Stewardship that will be developed in 2018-19 which will explore how we can improve our local environments and also contribute to wider environmental issues such as air quality and climate change.



# Service Standards getting the basics right




Percentage of road surfaces that are maintained



## Outcomes Framework

				Current Annual			Current Quarter	Actual direction of travel	Preferred direction of travel	Frequency Quarterly Annual	RAG
	14/15	15/16	16/17	17/18	Q3 17/18	Q4 17/18					
The number of Net Additional Homes built	772	1,170	1,057	1,173	310	280	↓	↑	Quarterly		
Numbers accepted as being homeless and in priority need- Total per 1000 pop	-	-	-	-	0.59		↓	↓	Quarterly		
Number of households/ People in Temporary Accommodation per 1000 pop	0.1	0.1	0.1	0.2	0.2		-	↓	Quarterly		
Percentage of adults achieving at least 150 minutes of physical activity per week			57.1%	67.4%	-	-	↑	↑	Annual		
Healthy Life Expectancy at birth (years) for Females	61 yrs	61.9 yrs	-	-	-	-	↑	↑	Annual		
Healthy Life Expectancy at birth (years) for Males	59.6 yrs	-	-	-	-	-	↑	↑	Annual		
Life Satisfaction Survey (ONS Well Being)	7.48	7.74	7.63	-	-	-	↑	↑	Annual		
The % change in population over the previous 5 years	1.3%	1.2%	1.3%	-	-	-	↑	-	Annual		
CO2 emissions per capita (tonnes)	7	6.8	-	-	-	-	↑	↓	Annual		
Utilization of outdoor space for exercise/health reasons	17.1%	19.3%	-	-	-	-	↑	↑	Annual		
Heritage Local Authority Index Ranking (RSA)	-	315	313	319	-	-	↑	↑	Annual		
Children under 19 living in households whose income is below 60% of the median household income	24.1	-	-	-	-	-	↑	↓	Annual		



Average number of days  
**21.16**  
  
 to process new Housing Benefit claims  
**(TARGET 25)**



**48.4%**  
 Recycle rate for household domestic waste  
  
**(ANNUAL TARGET 47%)**



**83%**  
  
 of fly tips investigated and removed within 5 days from public areas  
**(TARGET 90%)**

## Doncaster Growing Together how we are transforming and changing

### TOWN CENTRE PROGRAMME

The vision for Programme is:

**bringing life and energy to our markets and town centres..**

‘There will be a new way of managing the day to day operations of the town centre through an integrated, multi-agency Urban Centre Team. The Urban Centre team will be visible in delivering a safe and clean town centre where everyone feels welcome and able to explore the diverse, co-ordinated range of events, animations and enterprise that will be on offer; supporting the delivery of the Urban Master Plan providing confidence for future, inclusive growth and new investment –

### GET DONCASTER MOVING PROGRAMME

This programme has a vision of

**‘Healthy and vibrant communities through physical activity and sport’.**

The programme will be centred on five themes that are Sport, Cycling, Walking, Dance and Parks & Open Spaces and will focus on three priority groups – Low Incomes, Inactivity and Children & Young People.

The programme brings together partners from Sport England, Yorkshire Sport Foundation, DCLT and EXPECT Youth, to name a few.

### HOUSING PROGRAMME

The programmes vision is

**‘Residents are able to access suitable accommodation that meets their needs and aspirations. Sustainable options exist throughout all housing tenures, and homes in the private rented sectors are managed by high quality housing providers. Residents are able to live in safe, healthy and connected communities within vibrant and well-managed neighbourhoods’.**

The programme will be centred on five themes which are Housing Delivery, Care Leavers Accommodation, Older Peoples Housing, Homelessness & Rough Sleeping and people with learning and Physical

### ARTS CULTURE AND CREATIVITY PROGRAMME

The programme vision is;

**To see all people who live, work, study and visit Doncaster taking part and enjoying great cultural experiences.**



# WORKING

*Residents benefit from a thriving and resilient economy*

Our Inclusive Growth Programme is baked within the very heart of our DGT reforms and is starting to gather the momentum we all require as we continue to work with partners and businesses to further develop our plans to strengthen the economy, thus ensuring that local residents benefit from a strong and productive economy.

There is recognition among all Team Doncaster partners of the importance of social value within DGT and that ‘Good work’ and ‘quality jobs’ can mean different things to different people (good pay; progression; safety; voice etc.). Business productivity challenges and potential will also vary across different parts of our economy and language matters – it’s really about “working smarter to be happier and healthier”.

### Headlines for this quarter include:

- Work has progressed well on Phase 2 of the Great Yorkshire Way and, despite several challenges including the adverse weather brought by the “Beast from the East”, substantial completion has been achieved in

time for the Tour de Yorkshire riders to benefit. A full opening to vehicles will follow on 15<sup>th</sup> June. The completion of this road is a key factor in opening up over a third of a million square metres of land for development;

- We facilitated ‘Growing Places’ funding for a developer. This has resulted in the completion of 44,000 square feet of new business accommodation at Doncaster Sheffield airport Business Park which will open in May 2018 and create over 100 jobs.
- Yorkshire Wildlife Park - plans have been approved for Yorkshire Wildlife Park £50m expansion. The scheme will see 150 acres extension and a further 300 jobs created. The park was also awarded a prestigious tourism accreditation - Visit England Welcome Accolade.
- The Vulcan to the Sky Trust - planning permission has been secured for a new hangar & Visitor

centre development at Doncaster Sheffield Airport

- iPort Rail – located on the 30-acre site within the iPort logistics hub, the UK’s newest intermodal inland rail freight hub became operational in January.

The **Business Showcase 2018**, organised by Business Doncaster, brought together over 200 local and regional exhibitors all under one roof at Doncaster Racecourse in February this year. This one day event provided opportunities for businesses and individuals from not only the borough but the whole region, to promote their business, gain inspiration, learn the latest business skills and do plenty of networking.

Exhibitors varied from large national and international companies



through to sole traders, including an area dedicated to our very own 'Hand-made in Doncaster' businesses, a programme which supports creative, local people looking to start their own business or helping them to grow.

More than 2,000 businesses and individuals attended this year's event which was held in February as part of February Business Month.

In Quarter 4 planning and preparation was underway to deliver the **Doncaster Design (#DONDESIGN18) event** – Wayne Hemingway MBE, one of Britain's most acclaimed designers led Event 1 'Lifting the lid on Doncaster's Design Secrets' at Doncaster Museum and Art Gallery. The event, which was attended by over 60 designers and creatives, provided an opportunity to hear about the importance of design and creativity and the positive impact it can have on a place, its people and the economy. The creative workshop where tables were challenged to come up with one key idea that could take Doncaster creatively forward - resulted in 2 key projects; the old Museum transformation for creative use and DENCASTER a national den-making festival. There were also emerging themes; 'Music', 'Environment',

'Making', 'Creative Spaces' and 'Connectivity' coming through strongly and hundreds of project ideas from the 'think big think small' challenge. There will be a further event in June to bring the emerging network together again to carry on the Design conversation, explore new ideas and build on ideas that came through at Event 1.

Doncaster's **new Local Integration Board** (LIB) is already reaping success, each month bringing together key partners from work and health services to improve residents' experiences, help them achieve better outcomes and streamline services.

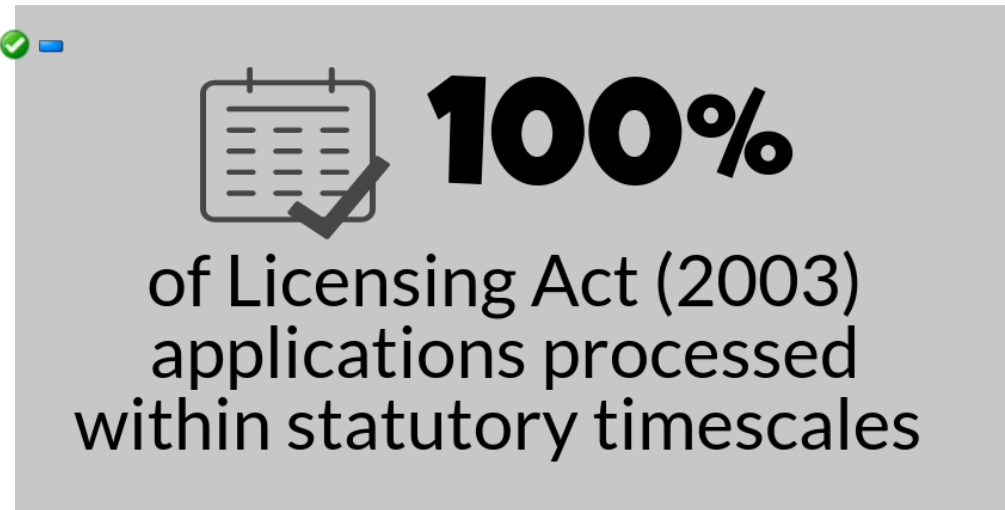
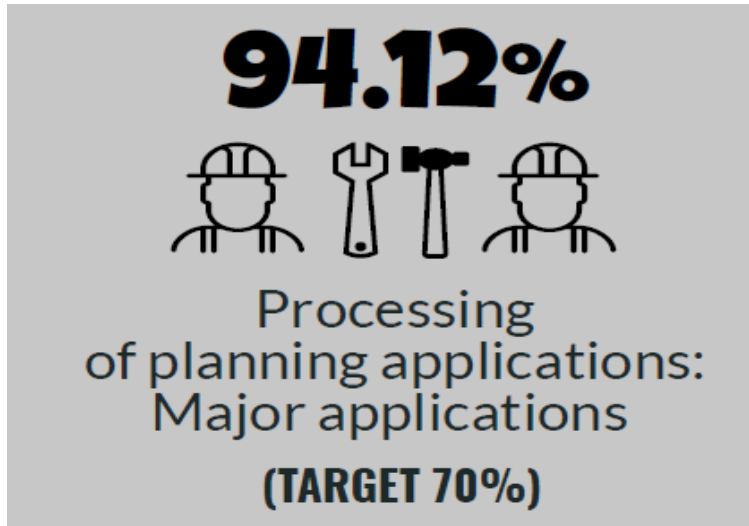
Reporting to the Doncaster LIB, South Yorkshire Housing Association (SYHA) has established the delivery framework for a Health Led Trial rolling out across the Sheffield City Region from May 2018. For

those with mild to moderate mental and physical health issues, the trial will provide additional support, with the LIB combining knowledge of local services with practical support to the SYHA.

Latest data indicates that the number of jobs and enterprises in Doncaster are increasing, and the percentage of the working age population on out of work benefits is decreasing. However, our employment rate has decreased in quarter 4 and has stayed relatively stable over the year; and wage rates have also stayed relatively stable. The percentage of residents in highly skilled occupations is reducing despite increasing trends both regionally and nationally.

What this tells us is that although the borough's economy is improving, there is still more to do. This emphasises the importance of our Skills Strategy and forthcoming Inclusive Growth Plan to increase the employability of local residents to enable them to benefit from the economic growth the borough is experiencing.

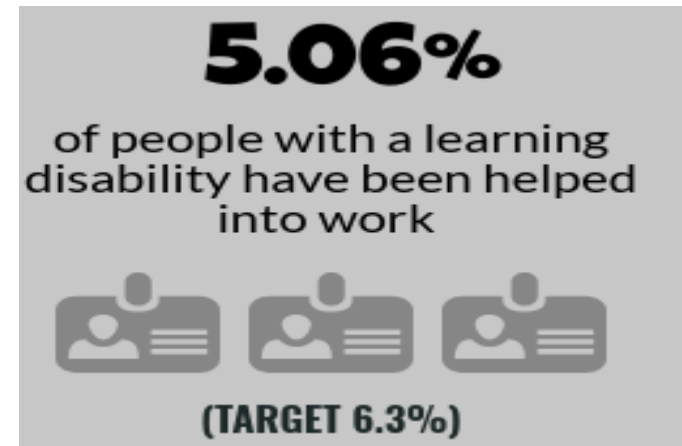
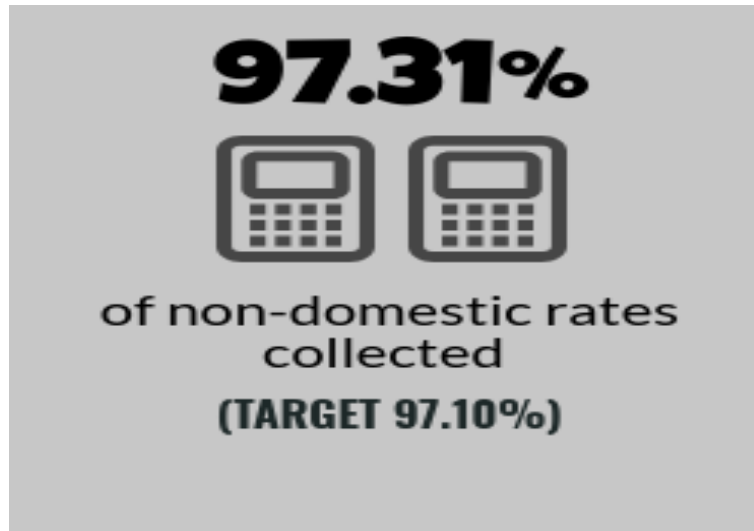
# Service Standards getting the basics right



## Outcomes Framework

					Actual direction of travel	Preferred direction of travel	Frequency Quarterly Annual	RAG
	14/15	15/16	16/17	17/18				
Number of Enterprises in Doncaster per 1000 population	26.5	30.2	30.9	-	↑	↑	Annual	🟢
Exports (£) per employee	5,410	-	-	-	-	-	-	🟢
Employment Rate in comparison to national average	67.9%	72%	71.6%	71.7% (Q2)	↑	↑	Quarterly	🟢
Number of Jobs in Doncaster	112,578	120,291	120,000	-	↑	↑	Annual	🟢
The number of Advanced Apprenticeship starts	1,340	1,330	-	-	↑	↑	Annual	🟢
The number of Advanced Apprenticeship achievements	-	660	-	-	↓	↑	Annual	🟢
% of Working age Pop claiming Out of Work Benefits	12.5	11.9	11.1	-	↓	↓	Annual	🟢
% of residents in highly skilled occupations	32.2%	32.6%	31.3%	30.8 (Q2)	↓	↑	Quarterly	🟢
% employed in Knowledge Intensive Services or High-tech Manufacturing Industries	4%	4.2%	3.9%	-	↓	↑	Annual	🟢
Wage Rates (weekly full time – resident based)	482.80	467.00	£479.10	£479.40	↑	↑	Annual	🟢
20th Percentile Wage Rate for Residents	£317.80	£310.50	£326.30	£335.50	↑	↑	Annual	🟢
GVA per employee	46,120	£46,800	£48,490	-	↑	↑	Annual	🟢





## Doncaster Growing Together how we are transforming and Changing

### INCLUSIVE GROWTH PROGRAMME

**What are the right Game Changers & Reforms?** Our Team Doncaster Partners are deliberating what will set the level of ambition and what type of reforms will make the biggest positive change to our Economy. A cluster of firms based around the rail industry, further growth at Doncaster Sheffield Airport, a University City are just a few examples of how a clear strategy (The Inclusive Growth Plan) will lead our position in addressing some of the challenges and opportunities presented by the Government in its publication of the Industrial Strategy. Our plan will identify local strengths and challenges, future opportunities and what action we need to take to boost productivity, earnings and competitiveness, whilst addressing skills issues, improving infrastructure, and harnessing the potential of Doncaster as a place and our people. The first part of 2018/19 is key; by working with a range of experts, as well as making the most of the knowledge we already have, we now have a strong team of professionals to produce a strategy that will embrace the major game changers for growth. Our consultations throughout spring and summer 2018 will help shape the nature of this document and present a strategy that sets a level of ambition that meets the needs and aspirations of our place and its people.



# CARING

*Residents live safe, healthy, active and independent lives*

## Joint Health and Social Care

Doncaster Place Plan sets the ambition for Doncaster’s health and wellbeing services for all ages. We know real change can only be done in partnership, which is why we are making progress to share expertise and resources across Team Doncaster members. For example Doncaster Council and Doncaster Clinical Commissioning Group have signed a legal agreement to jointly commission services. Similar arrangements are in advanced stages between Doncaster and Bassetlaw Teaching Hospital Trust and Rotherham, Doncaster and South Humberside NHS Trust.

## Community Led Support

Community led support is an approach that is being rolled out in Doncaster to ensure that communities are at the heart of everything we do. Community led support involves the council and social care partnerships working together with their communities and staff, to provide support that responds to local needs and builds on local strengths and assets. Support for Carers and Mental Health are two service areas that have recently been co-produced using a community-led approach and will be soon be delivered from the four community

hubs that will bring community groups and services together. Three hubs are currently up and running, they are:

- East – The Vermuyden Centre, Fieldside, Thorne
- North – Bentley Community Library, Chapel Street
- South - Holmesarr Community Enterprise Centre, Grange Lane, New Rossington

The Central area hub will be announced shortly.

Community-led support will be a key principle of the social care transformation and integration with health services. We are having more conversations with people in Doncaster’s communities to find out what is important to them, and how they can be an integral part of improvements to local support arrangements.

## Hospital delays

Major improvement have been made in the amount of time that people are delayed in hospital beds when they are fit to go home (delayed transfers of care). This is where patients cannot leave hospital due to arrangements not being in place that enable them to do so, such as a home care package or appropriate re-ablement measures.

Doncaster’s overall delays have reduced by more than half between August 2017 and February 2018 and delays due to social care reasons have reduced by 80% in that same period (from 133 days per week in August 2017 to 24 days per week in February 2018). This put Doncaster in the top 25% of local authorities nationally. The health and social care system is now working in harmony to consistently meet the challenging government target and Doncaster is performing in the top quartile of local authorities nationally.

## Doncaster Veterans

Doncaster Council was awarded the armed forces covenant gold award for employee recognition due to Doncaster Council’s continued commitment to raising awareness of veterans. Policy changes have also been amended to introduce a guaranteed ex-service interview scheme as well as extending leave for serving personnel. Other key veteran achievements include:



- Several veterans have moved from short term St Leger Homes tenancies into permanent properties with twelve St Leger Homes properties designated to veterans leaving the criminal justice system.
- Forty three GP practises are now registered as Veteran Champions.

Department for Work and Pensions have supported a veteran employment event where 8 veterans were supported into employment.

**“The Job Centre at Doncaster has been really helpful since I started signing on. They have been proactive at getting me on courses, (CPC/Digitach) providing information on open days and courses at the College, and seeing College advisors on CVs. Last week I had to sign back on as a rapid reclaim and on my sign on day I was shown an email about the Forces event and was given a time slot for the next day. I left that event with an offer of a work placement with St Leger Homes. Thanks for that valuable day!!”**

### Case Study

Carol (69) is already benefitting from an alternative type of care. Carol was previously a long term resident of a residential home for adults with learning disabilities, but had the opportunity to move into a supported living scheme. Carol has transformed from being shy and lonely, into a much happier and more independent person.


**“Carol has transformed into a much happier and more independent person after moving into supported living”**

Upon assessment, Carol showed all the signs of someone who had spent many years in a traditional group care home, and her notes suggested that she was very isolated and didn't like to socialise. She rarely left her accommodation and preferred to stay indoors. Carol now benefits from a greater level of care that is personalised to her needs and aspirations. For example Carol recently celebrated her birthday with a party which featured a mobile farm due to her love of animals, and

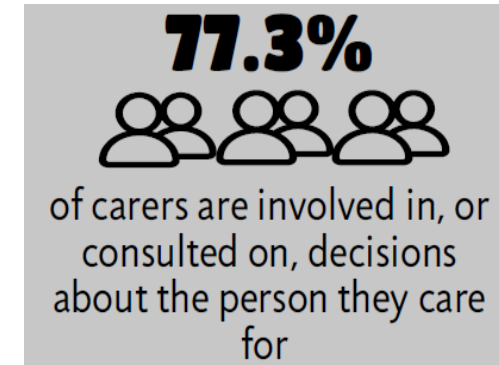
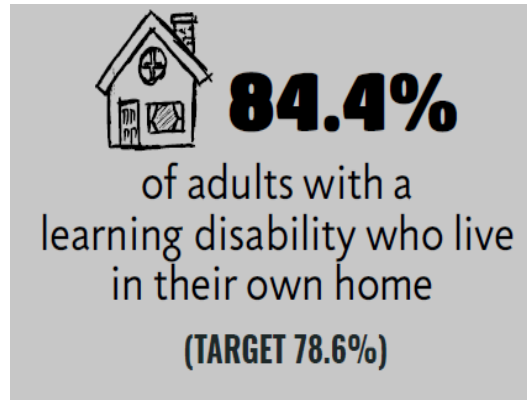
enjoyed a holiday to Butlins with other residents.

The Service Manager at Carol's supported living scheme said:

**“The changes we've seen in Carol in just a year of being with us are astounding. She came to us very institutionalised, but this new environment allowed us to better identify the things that Carol valued, and the changes that would allow her greater independence and a much better quality of personalised care. It's the small changes that have improved Carol's life, such as the freedom to get up and make a drink when she feels, and being able to take it to her bedroom rather than adhering to strict times and set areas for refreshment. We've even taken her to see her favourite show, Loose Women, live during an overnight trip to London and worked with her to decorate her bedroom to truly reflect her personality and give her a space to be proud of, which she cannot wait to show off to visitors.”**



# Service Standards getting the basics right



Outcomes Framework				Current Annual	Current Quarter		Actual direction of travel	Preferred direction of travel	Frequency Quarterly Annual	RAG
	14/15	15/16	16/17	17/18	Q3 17/18	Q4 17/18				
Delayed Transfers of Care from Hospital (all) per 100,000 population per day (BCF)	5.5	5.1	8	-	5.8 (Dec 17)	5.5 (Feb 18)	↑	↓	Monthly	🟢
Rate of Children in Need per 10,000 population	357.08	353.15	390.80	-	456.12	435.63	↓	↓	Quarterly	🟡
Emergency Admissions (65+) to Hospital per 100,000 population	12,564.57	12,102.74	12,311.02	-	-	-	↓	↓	Annual	🟡
A&E attendances per 100,000 population	35,254.64	34,299.82	36,122.24	-	-	-	↑	↓	Annual	🟡
Requests for Support for Adult Social Care per 100,000 population	4,510	4,660	-	-	1888	1,824	↓	↓	Quarterly	🟡
Rate of Children in Care – Number per 10,000 population	-	-	-	82.72	84.40	86.54	↓	↓	Sept '17	🟡
Permanent admissions to Residential and nursing care homes per 100,000 (65+)	-	889.7	714.3	-	510.5	707.3	↓	↓	Quarterly	🟡
Proportion of older people(65 and over) who were still at home 91 days after discharge from hospital into reablement/rehabilitation services	72.6	81.6	76.8	-	84.1	-	↑	↑	Quarterly	🟢
Overall satisfaction of people who use service with their care and support.	64.7%	64.4%	63.2%	-	-	-	↓	↑	Annual	🟡
Proportion of people who use their services and their carers, who reported that they had as much social contact as they would like	38.9	44.5	43	-	-	-	↑	↑	Annual	🟡
Preventable deaths in local population (Mortality Rate per 100,000)	222.3	-	-	-	-	-	↓	↓	Annual	🟡



# 27.5%



of people using Social Care who receive a direct payment

(TARGET 27.5%)



# 62.6%

of people who find information about services easy to find

(TARGET 65.5%)



# 1274

of Doncaster adults currently living in residential care




Target of 1339

(actual numbers at same time last year was 1396)



# 10.4%

NHS health checks undertaken

(TARGET 13%)

## Doncaster Growing Together how we are transforming and Changing

### PLACE PLAN PROGRAMME

The vision for the Doncaster Place Plan is -'Care and support will be tailored to community strengths to help Doncaster residents maximise their independence, health and wellbeing. Doncaster residents will have access to excellent community and hospital based services when needed'

This is a very complex change involving a number of organisations including Doncaster Council, NHS Doncaster Clinical Commissioning Group, Doncaster and Bassetlaw Teaching Hospitals NHS Foundation Trust, Doncaster Children's Services Trust, Doncaster Local Medical Committee, Primary Care Doncaster, Flyde Coast Medical Services, Rotherham Doncaster and South Humber NHS Foundation Trust, St Leger Homes. Seven areas have been agreed for the initial focus for bringing services together.

#### Starting Well:

- First 1001 days (from conception to age 2)
- Vulnerable Adolescents

#### Living Well:

- Complex Lives (homelessness, rough sleeping, addiction)

#### Ageing Well:

- Intermediate Care (preventing admission to hospital and residential care)

#### All age:

- Learning Disability
- Urgent and Emergency Care
- Dermatology (transfer of some services from hospital to community settings)



# LEARNING

*Residents have the knowledge and skills for life, creativity and employment*

The great work continues in the programmes and projects we are delivering for children and young people in Doncaster.

## **Never Miss a Day of School**

All young people are entitled to a quality education that is flexible enough to respond to their own personal needs. This remains at the heart of what we are striving to do in Doncaster – to make improvements to ensure all young people have the greatest chance of going to school every day to receive a quality education that helps them to achieve their ambitions in life.

Whilst behaviour and attendance remain an issue in Doncaster, we are working hard to deliver improvements. A review of the council's Behaviour protocols is ongoing. What this means for school pupils and their families is that we will have clearer policies and processes for addressing issues such as absenteeism and exclusions. We are also thinking about the ways in which young people with behavioural needs are transferred into alternative or specialist schools and the processes for how pupils are reintegrated back into mainstream

schools. Our aim is that no child misses a day of education through factors that we can control.

## **New School for Special Education**

The exciting work continues to develop alternative options for children and young people who have special educational needs. A site has been identified for the new Communication and Interaction Special School and work is ongoing with the Education and Skills Funding Agency (ESFA) to confirm the build arrangements. The DfE has announced the successful sponsor to be Nexus Multi Academy Trust and the council will be working closely with this provider on the next phase of development.

## **The Bigger Picture**

The site for our Big Picture Learning school has now been identified and the funding has been established. The Big Picture Learning approach has come over from the USA as a great model of learning that focuses on the individual student and delivers a curriculum based on the passions and interests of that individual. The aim is for the Big Picture Learning school to be

open and accepting students from January 2019.

Across both the Big Picture Learning and Communication & Interaction schools, the attributes of the schools, curriculum, and process around the entry and exit criteria and admission of children and young people is being developed.

## **Opportunities for All Young People**

The gap between the educational performance and opportunities available for advantaged and disadvantaged young people remains an issue in Doncaster and is one that we are dedicated to improving. Doncaster is one of 12 Opportunity Areas across the country, this brings with it additional funding and support to look to improve the life chances of disadvantaged children and young people in the borough. We have developed plans to realise the ambitions set out against each of the key priorities for the Opportunity Area Programme. These priorities are: strong



foundations for children in primary school, improvements to teaching and leadership in our secondary schools, access to great career chances and opportunities for all children to expand their horizons and enjoy new experiences whatever their backgrounds. We have made good progress and activity has already started in schools, in the form of training for teachers to help them support children to read and in coaching pilots targeted at vulnerable and disadvantaged children in four schools and one youth organisation in Doncaster. We have also allocated funding to provide extra-curricular activity to disadvantaged children to help them develop crucial non-cognitive skills like leadership and teamworking that will help them in later years. Other areas of progress include the further developing plans for a Doncaster Careers Hub which will bring together all careers leaders, create consistency and improve the information available for young people. As part of this, we are investigating what young people

think to careers information and advice available and will use this insight to drive the improvements that we make. A survey will be available for young people to complete soon. We have also carried out a review of the education options available in Doncaster for young people over 16 years old which will be publishing shortly. We will provide more information on this in the next Delivering for Doncaster report when we are able to share the next steps.

### High Ambitions for Doncaster

We have high ambitions for young people in our borough as demonstrated through the Children and Young People's Plan where we have committed to becoming 'the most child friendly borough by 2020'. We are working hard to achieve this by providing even more opportunities for young people and families to get involved in such as a fun and exciting range of events happening across our borough over the coming months, for instance the Tour de Yorkshire festivities. In addition, we are thinking about opportunities that our young people can aspire to achieve in their education and

future careers. We recognise that improving opportunities for young people in the labour market particularly in skilled, technical roles is a national priority. We have taken this on board in Doncaster and are working with our partners across the region to develop new opportunities. We recently submitted an application in partnership with Sheffield Hallam University and other regional partners to request Government funding to establish a Sheffield City Region Institute of Technology (IoT).

The (IoT) has the ambition to be a world class employer-led technical education provider. It will kick-start a change in the development of digital and engineering in Construction, Infrastructure and Civil Engineering, Transport and Logistics and Advanced Manufacturing, connecting people with fulfilling careers, and employers with expert, highly trained staff. We also have future aspirations to become a 'University City' and will be starting consultation around what this means for Doncaster with residents and stakeholders over the next 6 months. Watch this space for further updates on these exciting developments!



# Service Standards getting the basics right



Uptake of free school meals

**83.81%**

(TARGET 79.08%)



**70%**

of children are seen within appropriate timescales

(Children in need/Child protection plan/Children in care)

(TARGET 80%)



Percentage of children accessing their entitlement to free childcare

2 year olds

**80%**

(TARGET 80%)

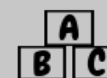
3 and 4 year olds

**97%**

(TARGET 97%)



Special Education Needs Team  
**100%**  
of Education, Health and Care plans issued within 20 weeks  
(TARGET 100%)



**99%**

of Early Year providers rated Good or Outstanding by Ofsted

(TARGET 98%)

## Outcomes Framework

					Current Quarter			Actual direction of travel	Preferred direction of travel	Frequency Quarterly Annual	RAG
	14/15	15/16	16/17	17/18	Q2 17/18	Q3 17/18	Q4 17/18				
Achievement of a Level 3 qualification by the age of 19	47.9%	44.9%	-	44.9%	-	-	-			Annual	
% of children with good level development	-	-	-		70%	70%	70%			Quarterly	
% of people who are qualified to level 3 or above (16-64)	44.2	45	47.2	40.8	-	-	-			Annual	
Attainment 8 Score (GCSE Attainment)	-	46.8	-	43.6	-	-	-			Annual	
Persistent absence of children in care in Secondary Schools (% Full Year)	7%	17.5%	-		-	26.3%	22.6%			Quarterly	
Persistent absence in Secondary Schools (% Full Year)	-	-	-		17.8%	-	19.3%			Quarterly	



Percentage of pupils accessing good or better education

Primary	Secondary
<b>78.6%</b>	<b>52.4%</b>



Percentage of children with first choice school placement

Reception	Secondary
<b>96%</b>	<b>92.5%</b>
(TARGET 94%)	(TARGET 95%)



**26.03%**

of referrals to Children's Services are repeat referrals within 12 months  
(TARGET 22%)



**89.71%**

of single assessments completed within 45 days  
(TARGET 90%)

# Doncaster Growing Together how we are transforming and Changing

## EDUCATIONAL INCLUSION PROGRAMME

This programme is developing the most appropriate provision for disadvantaged and vulnerable children and young people aged 0-25. The programme is made up of three projects:

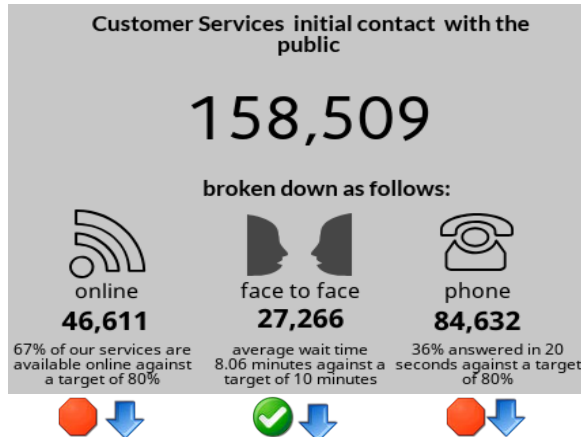
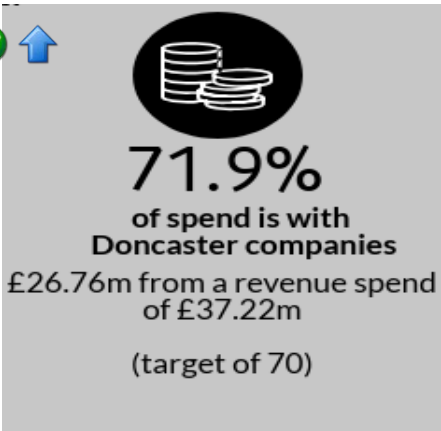
- **Attendance and Behaviour** – a new behaviour strategy is in development and a project around improving school attendance in conjunction with partners is in progress.
- **Big Picture Learning** - We were successful in our application for a Social Impact Bond application to fund the development of the new Big Picture Learning School. We are now busy working on the design of the building, the admissions policy, curriculum and teacher recruitment.
- **SEND** – A review has taken place to look at high needs provision in order to make improvements. A venue for the New Special Communication and Interaction School has been finalised and the plans are being finalised for the development of the school.

## SOCIAL MOBILITY OPPORTUNITY AREA PROGRAMME (SMOA)

Doncaster is one of 12 designated Opportunity Areas across the country where Department for Education (DfE) funding will be spent, with the aim to improve social mobility. This is all about helping Doncaster children to get the best start in life, no matter what their background. The Opportunity Area Delivery Plan was agreed with DfE Ministers including the Secretary of State and published in January with an official launch event taking place in April. In developing the plan, strong relationships have been built with local stakeholders. This work is continuing with the development of detailed delivery plans across the four priority areas: Solid Foundation for all children, Teaching & Leadership at secondary, No Career out of bounds and Opportunities for all.



# CONNECTED COUNCIL



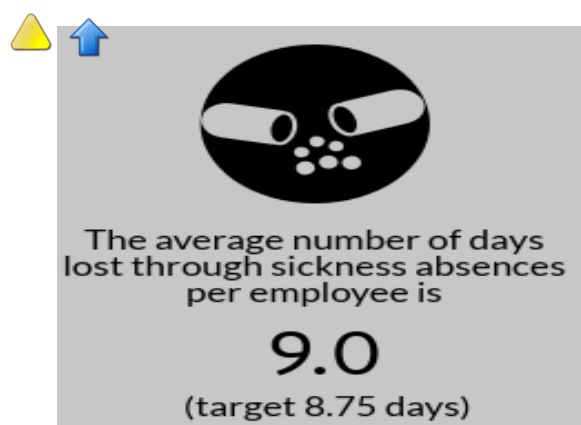
**Managing staff well** is a key aspect of the Council’s performance management framework. The continued focus on managing staff sickness absence has shown improvement this year, resulting in a year end position of 9.00 days per FTE (full time equivalent) employee which is almost a full day less than the position as at March 2017 (9.9 FTE days); against an overall target of 8.75 days. The top three reasons for sickness absence continue to be

- infection/virus,
- muscular skeletal and
- stress/depression/anxiety.

74% of employees have achieved **100% attendance** within quarter 4 compared with 76% of employees in quarter 3. The maintenance in 100% attendance is in line with the sickness absence rates experienced in quarter 4.

**Local authority spend** with local businesses remains on target at 71.9% (£26.76m spent with local suppliers out of £37.22m revenue expenditure) and 95.05% of **council tax** has been collected in the year showing the continued efforts of Revenues and Enforcement staff to pursue all outstanding debt to a conclusion.

The number of **customer services initial contact with the public** (online, phone, face to face) were reported at 158,508 a significant increase on the 119,131 reported last quarter. There was a drop in the number of calls answered within 29 seconds, this was due to the change in the Waste contract and a short spell of severe weather.



# WORKFORCE PROFILE

Outcomes from this quarter's workforce digest have identified a number of continuing HR and OD risks, specifically organisational and workforce capacity; performance management and additional workforce spend.

Supportive measures are in place to help staff manage their health and wellbeing and these range from access to resources and materials to promotion and awareness around national days such as World Cancer Day, World Health Day campaign on depression and One You: Healthy Eating to encourage adults, particular those in middle age, to take control of their health to enjoy significant benefits now, and in later life.

The Performance and Development Review Scheme was also re-launched and continues to provide a useful mechanism to ensure staff are performing well and have appropriate development to fulfil their roles effectively to achieve their objectives to deliver for Doncaster. The PDR Scheme is well embedded across the council with the overall completion rate for PDRs for 17/18 being just slightly under target (95%) at 94%, with less than 3% identifying areas for development.

Despite a reduction in spend by £0.11m (9%) in quarter 4, there is a continuation of high levels of spend on agency workers, with 43% of assignments being for more than 6 months and 21% for more than 1 year. These represent a similar pattern to the previous quarter. Longer term workforce planning solutions and different ways of working are continuing to be developed to reduce usage of agency workers



## Our Workforce Profile (compared to last quarter shown as a percentage)



# FINANCIAL PROFILE

## General Fund Revenue Total

- £2.5m overspend projected on £507m gross budget (0.5%).
- Overspend decreased by £1.3m from quarter 3, Regeneration & Environment and Corporate Resources outturn position has improved offset by an increase in the Children's Services Trust forecast spend.
- Further details are provided below and in the evidence pack pages 1 to 6.

## Adults Health & Wellbeing

- £0.6m overspend on £152m gross budget, increase of £0.4m from quarter 3.
- Emergency spend control measures led to reduced expenditure mainly in staffing, these were offset by increased demands due to the new Deprivation of Liberty (DoLs) legislation resulting in increased case work and additional care costs relating to direct payments.
- Significant transformation has progressed including delivering £4m savings (contains £1.4m savings for older people residential) and maximising specific grant funding including using £2.88m IBCF for pressures in commissioned care budgets. This is one-off funding and doesn't address the underlying challenge to deliver ongoing savings.

## Learning & Opportunities C&YP

- £0.4m overspend on £48m gross budget, £0.2m improvement from quarter 3.
- The main pressure is the Education Services Grant unmet cut £0.33m, which will be met in 2018/19 through the Functional Review.

## Children's Services Trust

- Doncaster Children's Services Trust (DCST) £4.1m on £48m gross budget, an increase of £1.1m from quarter 3.
- High numbers of looked after children and complex cases across all children.
- The £4.1m will be funded by Council General Fund £3.1m (£0.28m to be approved by Cabinet in this report), DSG £0.65m, Council reserves £0.33m and DCST's reserve of £0.07m.

## Corporate Resources

- £1.3m underspend on £120m gross budget.
- Combined team effort across the service increased the underspend from £0.4m at quarter 3, main change salary underspends. Overall £1.0m underspend on salaries through managing recruitment of posts across all areas of the service; this is partly being used to deliver 2018/19 savings.

## Regeneration & Environment

- £0.8m overspend on £123m gross budget, improvement of £0.8m from quarter 3.

- Waste & Recycling £0.7m overspend due to the extension to the collection contract and credit notes for trade waste customers.
- Schools Catering £0.81m overspend; reduced income related to the charging academies less than schools once they convert £0.59m, impact of snow days £0.11m and increased food costs higher than budgeted inflation £0.11m (the budgeted surplus for the service is £0.24m); this position has worsened by £0.3m since quarter 3.
- Assets £0.26m overspend due to delays in achieving savings target.
- Markets £0.34m overspend due to vacant stalls.
- Highways Asset Management £0.24m overspend due to additional winter maintenance as a result of bad weather.
- Bereavement £0.20m overspend due to additional maintenance work and lower income.
- Fleet £0.82m underspend mainly due to slower vehicle replacements.
- Highways Operations £0.66m over-recovery of costs due to increased income for greater volume of work.
- Network management £0.33m underspend due to increased income from volume of utility companies doing major road works.



- The above figures also include around £0.41m of additional costs as a result of recent bad weather.
- Number of measures introduced, mandatory sessions have been held for all budget holders and finance support staff and an action plan is being produced aimed at improving financial management; challenge meetings are taking place between Assistant Directors and budget holders with overspends and re-training is being provided to all budget holders.

#### **Council Wide Budget**

- £1.1m underspend on £12m gross budget, improvement of £0.8m from quarter 3.
- Underspends include £0.7m from prepayment of pension deficit, £0.3m released from various provisions, £0.5m release from the Insurance Fund and £0.4m of additional business rate grant income.
- Offset by the delayed delivery of savings of £0.7m from Procurement, Commercialisation, Modern and Productive Workforce, Education Services Grant and Consultants and Agency.

#### **Reserves**

- General fund reserves are £12.0m; the £2.5m outturn overspend reduces reserves to £9.5m.

- It is proposed to release £2.8m National Non-Domestic Rates (NNDR) earmarked reserve to general reserves increasing the balance to £12.3m; the reserve can be released due to improved forecasting for business rates income.

#### **Carry Forwards and Virements**

- Carry forwards and virements are detailed in the evidence pack at pages 8 and 9.

#### **Housing Revenue Account (HRA)**

- The 2017/18 HRA budget had a balanced budget which included a contribution of £0.9m from balances. The outturn position was a £1.3m contribution to balances and therefore an overall underspend £2.2m. The outturn position is the same as the quarter 3 projection.
- £1.0m projected underspend on overall management expenditure, which included £0.4m saving on the welfare reform fund, £0.2m saving on the St Leger Homes' management fee and £0.4m savings on other budgets.
- There was £0.9m additional rent income as a result of lower than budgeted void rent loss (budgeted 1.5%, actual 0.92%, £0.43m) and higher average rent than budgeted. Also there was a saving of £0.3m from loan charges as a result of lower than budgeted borrowing and interest rates.

- St Leger Homes will utilise £70k of the management fee underspend in 2018/19 to install a new lift at St Leger Court.

#### **Capital Programme**

- Expenditure for 2017/18 of £101.7m compared to revised budget of £115.2m (£255.1m future years compared to revised budget £243.9m). Further details are provided in the evidence pack pages 1 to 6. New additions to the Capital Programme are provided in the evidence pack page 12.
- There was a shortfall in capital receipts from asset sales for 2017/18, compared to initial budget and the updated estimate of capital expenditure for this year. The position has improved from a projected deficit of £4.5m in quarter 3 to a £1.3m deficit at outturn; due to £3.9m expenditure slipping to future years and the projected receipts position worsening by £0.7m. The capital receipts are expected in 2018/19 therefore the council will borrow for one year to meet the shortfall.
- There is expected to be a surplus of capital receipts in 2018/19 and future years. It is proposed that £4.0m is used to create a fund for the strategic acquisitions of assets and £1.0m for priority road repairs.



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## Doncaster Council

### Report

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Date: 19 June 2018

To the Chair and Members of Cabinet

#### Get Doncaster Walking Strategy

Relevant Cabinet Member(s)	Wards Affected	Key Decision
<b>Cllr Nigel Ball-</b> Portfolio Holder for Public Health, Leisure and Culture <b>Cllr Bill Mordue-</b> Portfolio Holder for Business, Skills and Economic Development	All	Yes

#### EXECUTIVE SUMMARY

1. This report has been developed to endorse the Get Doncaster Walking Strategy and commit to supporting the development of the recommendations.
2. Walking is a key mode of transport and along with cycling is the most sustainable and healthy means of travel. Walking requires only a fraction of the space needed for using a car, is more economical both for individual and in terms of investment in infrastructure and causes no noise or air pollution. For longer journeys it is the most carbon friendly link to and from public transport. It is affordable for everyone and therefore is the most equitable of transport modes. It is also one of the simplest and easily accessible forms of physical activity.
3. The Get Doncaster Walking Strategy sets out our ambitions for increasing walking within our Borough. The strategy is supported by a technical document which is structured in three sections:
  - First section contains an evidence review, considers the benefits of walking and looks at a range of policy and frameworks that influence walking.

- Section two examines Doncaster current position in terms of walking; considering transport and physical activity data and a range of consultation findings.
- Third section presents national, regional and local policy context.

## **EXEMPT REPORT**

4. Not exempt

## **RECOMMENDATIONS**

5. The recommendations for this report are to:
  - a. Endorse the Get Doncaster Walking Strategy.
  - b. Commit to supporting the development of the recommendations within the Strategy

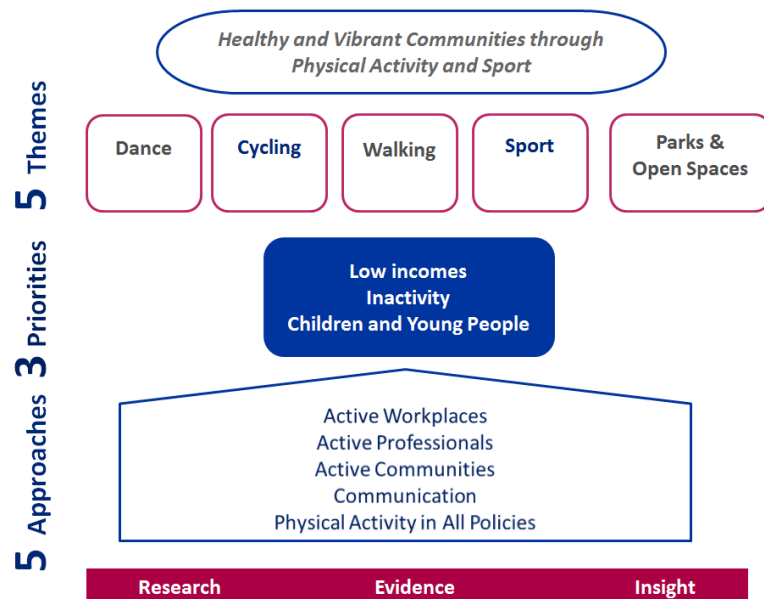
## **WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?**

6. An adopted Get Doncaster Walking Strategy will establish a coordinated approach to improving the whole walking offer available to Doncaster citizens. This Walking Strategy is an opportunity to bring together the complex strands of what makes the best pedestrian environment and tackle the barriers that can make walking less attractive for some.
7. For Doncaster residents we want walking to be easy, safe, pleasant and provide opportunities for interaction with other people in an attractive environment. Our network should be well maintained to designated standards, to keep it free from obstacles and improve safety. People should feel able to exercise their right to walk around the borough in the best possible environment.
8. The benefits to everyday lives for Doncaster residents include; improved health and wellbeing, safety, access to services and social contact, including a sense of community. People are more likely to remain healthy if we can support the walking assets they and their community possess.

## **BACKGROUND**

9. At present the Council do not have an adopted Walking Strategy. The Get Doncaster Walking Strategy will ensure a coordinated approach.
10. Encouraging more walking can ease traffic congestion which enables the borough to grow, has positive health and wellbeing benefits that improves people's quality of life and helps to reduce air and noise pollution. More walking will help to create a better environment for all residents, businesses and visitors. It is also better for businesses with healthier and happier staff, and a better retail and leisure environment.
11. The endorsement and implementation of the Get Doncaster Walking Strategy is linked to the success of the 'Get Doncaster Moving' (GDM) programme. Physical Activity and Sport is one of nine transformational programmes within Doncaster Growing Together and will accelerate the progress of Doncaster's 10yr Physical Activity and Sport strategy.

12. Walking is one of five themes of GDM (see diagram below) and assurance on the progress of the Get Doncaster Walking Strategy will be provided by the Walking and Cycling Project Board and overseen by the Get Doncaster Moving Board.



13. The review of evidence of the current position of walking in Doncaster is shown below:

Physical Activity and Sport in Doncaster
<ul style="list-style-type: none"> <li>• Despite an increase of 3.2% in physically activity adults, when compared to our nearest neighbours, Doncaster still has the lowest percentage of physically active adults.</li> <li>• Compared to neighbouring authorities, Doncaster also has the highest level of inactivity. However, levels of inactivity decreased from 35.7% in 2015/16 to 33.3% in 2016/17.</li> </ul>
Walking Trends in Doncaster
<ul style="list-style-type: none"> <li>• The proportion of adults who have undertaken any amount of regular walking is lower than national and regional averages.</li> <li>• Almost 65% of residents who travel to work by foot in Doncaster work less than 2km from their home, almost 80% work with 5km of home. This equates to approximately 12000 Doncaster residents who live within less than 20 mins walk to work but don't.</li> <li>• Over 68% of people who walk to work are women. Younger adults are also more likely to work to work. Almost 40% of those who walk to work are below the age of 25.</li> <li>• The proportion of adults walking for leisure purposes In Doncaster is lower than national and regional averages.</li> <li>• Although the total number of accidents involving pedestrians has reduced, this is due to a decrease in the number slight injuries; the number of pedestrian seriously injured in 2017 was at the highest level since 2013.</li> <li>• The percentage of people using outdoor space for exercise and/or health reasons, including walking, in Doncaster is higher than the those in the Yorkshire and the Humber region and for England as a whole.</li> </ul>

## Consultation

- A range of consultation methods were used to explore public perceptions to walking in the Borough, and to identify perceived barriers and facilitators to walking in Doncaster.

## Communication and Marketing

- Respondents felt they knew very little or felt they did not know enough about walking or walking opportunities in Doncaster
- Respondents felt information could be more user friendly and available in more formats.

## Enforcement

- Many respondents raised issues with enforcement: Dog fouling and parking cars on footpaths were identified as facilitators to people walking more, along with emptying litter bins and reducing litter.

## Safety

- Safety and the perceptions of safety were highlighted as key barriers to walking in some places and settings.

## Infrastructure

- Intermittent pavement areas, uneven surfaces and some paths being in poor condition were regular occurrences in consultation feedback

## Behaviour Change

- Participant's responses indicated that many barriers to walking in Doncaster included factors such as perceived lack of time, lack of motivation and laziness along with frequent bad weather.

## 'Get Doncaster Walking' Offer

- Consultation revealed demand for targeted promotion and activities, as well as more variety in terms of walk times and better communication.

14. The vision for the Get Doncaster Walking Strategy is:

***Doncaster is a place where walking is an integral part of everyday life.***

This is supported by the aims of the strategy:

- More Doncaster people walking for leisure, travel and wellbeing
- Make walking in Doncaster easier, safer and more enjoyable for everyone

Our ambitions are:-

- To improve the quality of where people walk
- People feel safer walking
- Walking is an enjoyable way to discover Doncaster
- Walking is the first choice for short journeys

15. The Get Doncaster Walking Strategy makes a number of recommendations that will support the delivery of the vision, aims and its ambitions:

### **Ambition 1:**

To improve the quality of where people walk

- 1. Carry out Community Street Audits to assess key walking routes**  
To help design communities for people, we will work with local stakeholders to carry out Community Street Audits to identify key walking route networks within local communities, determine challenges and barriers, and identify areas for future improvement.
- 2. New development design maximises opportunities for walking**  
Through the planning process, ensure the needs of pedestrians are provided for in relation to new developments, public realm improvements and in the design of highways and traffic management schemes, with provision of improved and/or new infrastructure where necessary.
- 3. Ensure new pedestrian infrastructure is high quality, legible and integrated into the wider network and considers inclusivity and pedestrian safety**  
Ensure all new routes and footways are designed in line with planning policy and relevant supplementary planning documents (SPD) including Doncaster Council Development Guidance and Requirements SPD and South Yorkshire Residential Design Guide SPD.
- 4. Support targeted improvement and repair works to footways, focusing on key priority areas**  
Using planned highway and footway maintenance programmes and public realm enhancement schemes, carry out targeted improvement and repair works to footways, focusing on key priority areas based on outcomes of community street audits and findings of the Public Rights of Ways Improvement Plan. Work with partners and stakeholders to ensure consideration of ease of use and inclusivity of footways. This includes looking at the use of street furniture to improve walking routes and support fluid movement and access.
- 5. Aspire to have clean attractive and accessible streets that people want to use.**  
Work with partners to explore enforcement solutions and information campaign opportunities to reduce instances of anti-social practices on public footways, such as dog fouling, littering, fly tipping, obstructions and pavement parking especially for the school journey.
- 6. Continue to deliver the Doncaster Air Quality Action Plan**  
Work with partners to improve air quality in the Borough, with a focus on key hotspots and affected pedestrian routes.

### **Ambition 2:**

People feel safer walking

- 1. Continue to review pedestrian accident data to identify hotspots**  
Work with South Yorkshire Safer Roads Partnership to review pedestrian accident data, identify potential accident hotspots and explore measures to improve safety for pedestrians in these areas.
- 2. Review how we design and deliver places where people feel safe to walk.**  
Work with planning and community safety colleagues to use design principles to reduce the fear of crime to encourage more journeys on foot including the role of street lighting and improving natural surveillance.

**3. Promote walking safety on recreational routes**

Publish information and advice for recreational walkers through Doncaster Council communication channels, including information on route suitability and advice on walking safety.

**4. Ensure all primary school aged children are offered road safety training**

Work with South Yorkshire Safer Roads Partnership to ensure Road Safety Training is offered to all primary schools in the Borough.

**5. Investigate opportunities to promote road safety in secondary schools and colleges**

Work with South Yorkshire Safer Roads Partnership to explore how road safety training and promotional opportunities could be delivered through existing engagement and training opportunities.

**6. Explore opportunities to promote and extend Independent Travel Training scheme**

Investigate opportunities to enhance Independent Travel Training scheme supporting young people with a disability/learning difficulty to develop the skills needed to make the journey between home and school or college independently either on foot, bus or train.

**Ambition 3:**

**Walking is an enjoyable way to discover Doncaster**

**1. Develop and enhance recreational walking opportunities in Borough**

In line with the Doncaster Rights of Way Improvement Plan, explore opportunities to develop and improve recreational walking routes and the Rights of Way network by improving existing routes and creating new routes where appropriate and where the opportunities arise.

**2. Explore opportunities to increase access to the Trans Pennine Trail (TPT)**

Work with partners to investigate and pursue opportunities to develop new links to the TPT in Doncaster and increase accessibility. This includes opportunities to link Thorne to the TPT.

**3. Ensure appropriate signage and wayfinding along key walking routes**

Review signage provision along and to key walking routes in Borough such as the Trans Pennine Trail.

**4. Develop and promote walking routes related to tourist attractions**

Work with partners to develop and promote series of walking routes related to key sites and tourist attractions in the Borough including routes to and from the "Y".

**5. Increase promotion of recreational walking opportunities, utilising a variety of communication methods**

Ensure a range of market and promotional methods are used to advertise walking opportunities, including digital methods as well as physical information such as leaflets. Also ensure information is provided in tourist information points and community facilities across the Borough.

**6. Support and enhance ongoing schemes and campaigns promoting walking for health purposes**

Explore opportunities to further Walking for Health schemes to increase their reach to wider audiences, such as the Move More Minutes campaign and the Health Walks programme.

## **Ambition 4:**

### **Make walking the first choice for short journeys**

**1. Ensure walking as a means of travel to work is given appropriate consideration in travel plans**

Work with developers and businesses through the planning process to ensure walking as a means of travelling to work is adequately considered through travel plans and that sufficient provision and support is provided to ensure increases in modal split.

**2. Support the use of Health Impact Assessments (HIA) for new developments**

Work with developers to support the effective use of HIA during the planning process of pedestrian routes to amenities and links to the wider area.

**3. Review signage around transport interchanges, town centres and key community facilities**

Ensure adequate wayfinding signage aimed at pedestrians to promote walking as a form of active travel.

**4. Deliver wider promotion of walking as means of active travel**

Develop current marketing and information campaign to actively target a wider audience, using a variety of online and physical promotion methods, to promote opportunities and benefits of walking.

**5. Support and enhance work of Active Travel Officers in school**

Work with school Active Travel Officers to ensure the scheme engages widely across the Borough, and look to increase the proportion of walking related activities delivered in schools.

**6. Explore opportunities for new schemes to increase walking as part of journeys**

Investigate and pursue opportunities to promote walking as part of journeys, such as a Park and Stride scheme for commuting, leisure trips or walking buses for school travel.

16. The Doncaster Active Travel Alliance (DATA) Steering Group will be principally responsible for the implementation, the governance and monitoring of the recommendations of the strategy.

17. An action plan will be developed through the DATA group to set out clear priorities, and timescales of which the relevant portfolio holder will approve.

18. Annual reviews of walking activity levels will be carried out alongside yearly walking consultations to assess changes in the numbers of people walking and in perceptions of walking.



19. Below are the initial recommended measures for ongoing monitoring. However, it should be noted that they are intended as a baseline for monitoring activity:

<b>Pedestrian Safety</b>		
<b>Measure</b>	<b>Baseline</b>	<b>Suggested Target</b>
Pedestrian all injuries (killed, serious and slight)	147 (2010-2014 average)	4% year on year reduction target

<b>Walking for travel</b>		
<b>Measure</b>	<b>Baseline</b>	<b>Suggested Target</b>
Pedestrians numbers (cordon counts)	19867 recorded in 2017 (cordon count)	7.5% increase

<b>Walking for leisure</b>		
<b>Measure</b>	<b>Baseline</b>	<b>Suggested Target</b>
Get Doncaster Walking festival attendance	1123 attendances in 2017	25% in Get Doncaster Walking festival attendance
Walk leaders training	438 trained since 2010	60 x new walking volunteers trained
Daily Mile Scheme	11 school in 2017	110 x primary schools doing the Daily Mile
Active Travel in Schools	61.1% of pupils travelling to school actively at schools engaged in programme	5% increase of pupils travelling to school actively

## **OPTIONS CONSIDERED**

20. Two options have been considered;

- Do something- To develop and implement the Doncaster Walking Strategy
- Do nothing- The absence of an adopted Walking Strategy restricts the ability of the stakeholders to working a coordinated and cohesive way ensuing best value for the resources that we have.

## **REASONS FOR RECOMMENDED OPTION**

21. The Strategy will enable Doncaster to develop and grow our walking aspirations enabling communities and residents to not only improve their health and wellbeing but provide wider benefits to the borough's environment, economy and communities. It provides focus on the priorities and recommendations that the strategy has identified from the comprehensive consultation and existing evidence base.

## IMPACT ON THE COUNCIL'S KEY OUTCOMES

	<b>Outcomes</b>	<b>Implications</b>
	<p><b>Doncaster Working:</b> Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> <li>• Better access to good fulfilling work</li> <li>• Doncaster businesses are supported to flourish</li> <li>• Inward Investment</li> </ul>	<p>The Get Doncaster Walking Strategy has the potential to assist in providing improved access to employment. The health benefits to businesses of employees walking to work including reduced absenteeism and improved productivity.</p>
	<p><b>Doncaster Living:</b> Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> <li>• The town centres are the beating heart of Doncaster</li> <li>• More people can live in a good quality, affordable home</li> <li>• Healthy and Vibrant Communities through Physical Activity and Sport</li> <li>• Everyone takes responsibility for keeping Doncaster Clean</li> <li>• Building on our cultural, artistic and sporting heritage</li> </ul>	<p>Providing coordinated action to develop opportunities and an environment that supports walking will contribute to a healthy and vibrant Doncaster.</p> <p>People will feel safe in their communities and enjoy exploring Doncaster's cultural heritage.</p> <p>Our town centres will benefit from less congestion and will benefit from increased footfall if more short journeys are made by foot.</p>
	<p><b>Doncaster Learning:</b> Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> <li>• Every child has life-changing learning experiences within and beyond school</li> <li>• Many more great teachers work in Doncaster Schools that are good or better</li> <li>• Learning in Doncaster prepares young people for the world of work</li> </ul>	<p>Walking to school enables children to be sociable with their friends; it improves their concentration, making it easier to focus in school and promotes independence and freedom.</p>

	<p><b>Doncaster Caring:</b> Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> <li>• Children have the best start in life</li> <li>• Vulnerable families and individuals have support from someone they trust</li> <li>• Older people can live well and independently in their own homes</li> </ul>	<p>Walking provides opportunities for residents to explore their local area, be active in the outdoors and stay healthy in mind as well as body, helping to boost mood and self-esteem.</p> <p>It helps maintain social interaction and improve community cohesion.</p> <p>Walking in older adults has been shown to improve strength, balance and coordination reducing the risk of falling.</p>
	<p><b>Connected Council:</b></p> <ul style="list-style-type: none"> <li>• A modern, efficient and flexible workforce</li> <li>• Modern, accessible customer interactions</li> <li>• Operating within our resources and delivering value for money</li> <li>• A co-ordinated, whole person, whole life focus on the needs and aspirations of residents</li> <li>• Building community resilience and self-reliance by connecting community assets and strengths</li> <li>• Working with our partners and residents to provide effective leadership and governance</li> </ul>	<p>The Get Doncaster Walking Strategy will provide a coordinated approach to addressing the barriers and challenges that residents may experience.</p> <p>We will work together to promote the assets that Doncaster has not only to residents but visitors too.</p>

## RISKS AND ASSUMPTIONS

22. The main risk is the Get Doncaster Walking Strategy is not endorsed this will cause significant impact on the Councils ability to see an increase in walking and achieve its ambition to be a more active Borough.

## LEGAL IMPLICATIONS [Officer Initials HMP Date 03.05.18]

23. Under the Health and Social Care Act 2012 Local Authorities are responsible for improving the health of their local population and this strategy supports that duty.

## FINANCIAL IMPLICATIONS [Officer Initials HJW Date 3<sup>rd</sup> May 2018]

24. There are no financial implications arising as a direct result of this report. Revenue funding totalling £224,950 has been secured within the wider Get Doncaster Moving Programme specifically to support the implementation of

the Walking Strategy. The strategy identifies the key priority areas and Finance input will be required as these develop and support will be provided to deliver these through the duration of the strategy. Appropriate governance arrangements will need to be followed in order to draw down the necessary funding.

#### **HUMAN RESOURCES IMPLICATIONS [Officer Initials BT Date...9<sup>th</sup> May 2018]**

25. HR can support the approval and endorsement of the Get Doncaster Walking Strategy as a function in our own right, we embrace the Council's Key Outcomes as outlined above

There are no apparent HR implications owing to this as it doesn't involve any staffing implications in respect of the DMBC Workforce.

#### **TECHNOLOGY IMPLICATIONS [Officer Initials...PW Date...04/05/18]**

26. There are no specific technology implications arising from this report. However, any technology requirements to support the delivery of the Get Doncaster Walking Strategy would need to be considered by the ICT Governance Board (IGB).

#### **HEALTH IMPLICATIONS [Officer Initials CEH Date 02.05.18]**

27. Creating safe, attractive and convenient environments can encourage residents to walk to school, their place of work or shops as well as interact thereby improving physical, social and mental wellbeing.

Encouraging shorter journeys by foot can help reduce high levels of road traffic that have negative impact on air and noise pollution and can isolate communities due to perceived road safety.

The Get Doncaster Walking Strategy will support the Director of Public Health's priorities in particular on increasing the levels of physical activity and reducing the number of residents that do no or little physical activity.

#### **EQUALITY IMPLICATIONS [KP Date 26/04/18]**

28. 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

An Equality, Diversity and Inclusion Due Regard Statement has been prepared and appended to support this report.

## CONSULTATION

29 The Get Doncaster Walking Strategy has been developed in consultation with key internal and external stakeholders. To develop this strategy a multi-modal consultation approach was adopted.



- **Stakeholder workshop** – this included key stakeholders from the voluntary sector, local walking groups, Natural England, Yorkshire Sport Foundation and a range of Doncaster Council teams including Public Health, Transport, Highways, Public Rights of Way, Leisure and Strategy and Performance.
- **Incident room** – The Steering Group utilised an ‘incident room’ methodology in order to translate the findings from the workshop to inform the purpose of the strategy.
- **Focus groups** – a total of 6 focus groups were carried out with members of the public of a range of ages, gender, ethnicity and disability, including Partially sighted and mental health support group members
- **Online consultation** – this involved an online survey that was promoted via Doncaster Council webpages, email distribution lists and social media. A total of 225 responses were received.
- **‘Get Doncaster Walking’ festival workshop** – this involved group discussions and SWOT analysis of the current walking offer in Doncaster including the ‘Get Doncaster walking’ festival leaflets, walking for health walks and existing local walking maps. This consisted of key stakeholders from Doncaster Council, Club Doncaster, DCST and local walking groups.

- **Doncaster Active Travel Alliance Workshop** - This workshop was attended by internal colleagues from planning, air quality, transport, public rights of way and public health. Draft objectives were agreed and the group discussed the current situation with regard to walking in Doncaster, the challenges faced and the opportunities available. This enabled the group to begin to develop the actions required.
- **Individual meetings with key stakeholders**- Colleagues from Highways, Communities and Enforcement have been individually consulted on the recommendations that have emerged.

## **BACKGROUND PAPERS**

30 Get Doncaster Walking Strategy, June 2018

## **REPORT AUTHOR & CONTRIBUTORS**

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**Rupert Suckling**  
**Director of Public Health**

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Doncaster  
Council

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# Get Doncaster Walking Strategy



GET  
DONCASTER  
WALKING

June 2018

## Foreword

It is great to see Doncaster's first Walking Strategy as a way to showcase joint working. It shows our commitment to build on Doncaster's strengths. We have a mix of town and countryside which are mainly flat and easily accessible, with many cultural and heritage places to explore; perfect for walking.

Doncaster wants its residents to be happy and healthy and live in a more desirable Borough. We know from talking to people that they want to see fewer cars and reap the benefit of lower carbon emissions, better air quality, safer roads and less noise. A town where people drive less and walk more is a healthier, more pleasant town which creates an improved environment for residents, businesses and visitors.

We have to be honest, there are lots of challenges; people's lives are busy, car use makes some of us feel wary of walking and some areas feel unsafe at times. This contributes to our low physical activity levels, people feeling isolated and communities being dominated by traffic.

This document describes how we want to work together to make Doncaster a walking-friendly environment.

Firstly, we want to encourage people to consider walking as part of everyday life. Whether this is for enjoyment by exploring the great places we are lucky to have in Doncaster or for travel as a positive alternative to using a car, maybe as part of using Doncaster's improving public transport system. We would like Doncaster residents to recognise the personal benefits of walking to their own health and wellbeing. People who walk regularly live longer and have healthier and happier lives.

Secondly, we want people to work together to make walking in Doncaster easier, safer and more enjoyable. Where we live and the quality of that place is important when people make decisions on how they travel to places. Working together to make Doncaster a safer, cleaner and easier place to walk will help to encourage people to walk more often.

I would like to thank all the stakeholders who have contributed to developing this Walking Strategy for Doncaster. We welcome any additional thoughts or ideas that you may have.

Cllr Nigel Ball  
Portfolio Holder for Public Health, Leisure and Culture

# "Doncaster is a place where walking is an integral part of everyday life"

- More Doncaster people walking for leisure, travel and wellbeing
- Make walking in Doncaster easier, safer and more enjoyable for everyone

## Introduction

The Get Doncaster Walking Strategy outlines the action needed for Doncaster to be a town that's designed for people to walk throughout their day to day lives.

Many people do not live in places where they can walk to work or take the stairs. Children can't always walk to school safely. Roads are designed for cars, instead of the people who travel in them. Places pay a high price – financially and in the health and well-being of residents. The provision of a safe and pleasant walking environment has a significant role to play in supporting quality of life, improving health and encouraging active travel. Providing environments that makes walking an easy choice of transport has a wide number of benefits. Such environments improve the ability of local communities (particularly disadvantaged or vulnerable groups) to access employment opportunities and important services including education, healthcare and greenspaces.

## Benefits to Doncaster Residents

- **Regular walking can help to reduce risk of heart disease, stroke and high blood pressure as well as improving flexibility and strength of joints, muscles and bones.**
- **Road transport is the main cause of poor air quality in Doncaster. There significant environmental benefits associated with increased levels of walking as an alternative to car travel**
- **Investing in walking environments can support local economies by increasing footfall, improving accessibility and attracting new business. Redeveloping business areas to promote mixed use and walkability increased employment by 300 percent (Living Streets, 2013).**
- **Improving the walkability of a community facilitates social interaction and enables people to develop new friendships, share knowledge and information about local events and activities, and make contributions to the local community**

## Doncaster Data

- Approximately 12,000 Doncaster residents who live within less than 20 minutes walk to work but currently do not do so.
- Over 68% of people who walk to work are women.
- 40% of those who walk to work are below the age of 25.
- 22% of residents walking to work have no qualifications, which suggest income may also be an influencing factor in mode choice.
- The proportion of adults walking for leisure purposes in Doncaster is lower than national and regional averages

## Consultation

Over 300 residents and stakeholders were engaged using a number of methods to gain an understanding of current walking activities and practices, explore public perceptions of walking in Doncaster, recognise joint priorities and identify potential barriers and facilitators.



The main themes from the consultation were:-

### Communication and Marketing

- Respondents felt they knew very little or did not know enough about walking or walking opportunities in Doncaster.
- Respondents felt information could be more user-friendly and available in more formats.

### Enforcement

- Many respondents raised issues with enforcement against dog fouling and parking cars on footpaths being potential facilitators of people walking more, along with emptying litter bins and reducing litter.

### Safety

- Safety and the perception of poor safety were highlighted as key barriers to walking in some places and settings.

### Infrastructure

- Intermittent pavement, uneven surfaces and some paths being in poor condition were regular occurrences in consultation feedback.

### Behaviour Change

- Participant's responses indicated that there are many attitudinal and behavioural barriers to walking in Doncaster, including perceived lack of time, lack of motivation and laziness along with frequent bad weather.

### 'Get Doncaster Walking' Offer

- Consultation revealed the demand for targeted promotion and activities, as well as more variety of walk times and better communication

## Our Ambitions

Using national and local evidence including consultation with residents and stakeholders a working group across the sector have developed the following ambitions for Doncaster.

### Ambition 1:

#### To improve the quality of where people walk

**1. Carry out Community Street Audits to assess key walking routes**

To help design communities for people, we will work with local stakeholders to carry out Community Street Audits to identify key walking route networks within local communities, determine challenges and barriers, and identify areas for future improvement.

**2. New development design maximises opportunities for walking**

Through the planning process, ensure the needs of pedestrians are provided for in relation to new developments, public realm improvements and in the design of highways and traffic management schemes, with provision of improved and/or new infrastructure where necessary.

**3. Ensure new pedestrian infrastructure is high quality, legible and integrated into the wider network and considers inclusivity and pedestrian safety**

Ensure all new routes and footways are designed in line with planning policy and relevant supplementary planning documents (SPD) including Doncaster Council Development Guidance and Requirements SPD and South Yorkshire Residential Design Guide SPD.

**4. Support targeted improvement and repair works to footways, focusing on key priority areas**

Using planned highway and footway maintenance programmes and public realm enhancement schemes, carry out targeted improvement and repair works to footways, focusing on key priority areas based on outcomes of community street audits and findings of the Public Rights of Ways Improvement Plan. Work with partners and stakeholders to ensure consideration of ease of use and inclusivity of footways. This includes looking at the use of street furniture to improve walking routes and support fluid movement and access.

**5. Aspire to have clean attractive and accessible streets that people want to use.**

Work with partners to explore enforcement solutions and information campaign opportunities to reduce instances of anti-social practices on public footways, such as dog fouling, littering, fly tipping, obstructions and pavement parking especially for the school journey.

**6. Continue to deliver the Doncaster Air Quality Action Plan**

Work with partners to improve air quality in the Borough, with a focus on key hotspots and affected pedestrian routes.

## **Ambition 2:**

### **People feel safer walking**

**1. Continue to review pedestrian accident data to identify hotspots**

Work with South Yorkshire Safer Roads Partnership to review pedestrian accident data, identify potential accident hotspots and explore measures to improve safety for pedestrians in these areas.

**2. Review how we design and deliver places where people feel safe to walk.**

Work with planning and community safety colleagues to use design principles to reduce the fear of crime to encourage more journeys on foot including the role of street lighting and improving natural surveillance.

**3. Promote walking safety on recreational routes**

Publish information and advice for recreational walkers through Doncaster Council communication channels, including information on route suitability and advice on walking safety.

**4. Ensure all primary school aged children are offered road safety training**

Work with South Yorkshire Safer Roads Partnership to ensure Road Safety Training is offered to all primary schools in the Borough.

**5. Investigate opportunities to promote road safety in secondary schools and colleges**

Work with South Yorkshire Safer Roads Partnership to explore how road safety training and promotional opportunities could be delivered through existing engagement and training opportunities.

**6. Explore opportunities to promote and extend Independent Travel Training scheme**

Investigate opportunities to enhance Independent Travel Training scheme supporting young people with a disability/learning difficulty to develop the skills needed to make the journey between home and school or college independently either on foot, bus or train.

**Ambition 3:****Walking is an enjoyable way to discover Doncaster****1. Develop and enhance recreational walking opportunities in Borough**

In line with the Doncaster Rights of Way Improvement Plan, explore opportunities to develop and improve recreational walking routes and the Rights of Way network by improving existing routes and creating new routes where appropriate and where the opportunities arise.

**2. Explore opportunities to increase access to the Trans Pennine Trail (TPT)**

Work with partners to investigate and pursue opportunities to develop new links to the TPT in Doncaster and increase accessibility. This includes opportunities to link Thorne to the TPT.

**3. Ensure appropriate signage and wayfinding along key walking routes**

Review signage provision along and to key walking routes in Borough such as the Trans Pennine Trail.

**4. Develop and promote walking routes related to tourist attractions**

Work with partners to develop and promote series of walking routes related to key sites and tourist attractions in the Borough including routes to and from the "Y".

**5. Increase promotion of recreational walking opportunities, utilising a variety of communication methods**

Ensure a range of market and promotional methods are used to advertise walking opportunities, including digital methods as well as physical information such as leaflets. Also ensure information is provided in tourist information points and community facilities across the Borough.

**6. Support and enhance ongoing schemes and campaigns promoting walking for health purposes**

Explore opportunities to further Walking for Health schemes to increase their reach to wider audiences, such as the Move More Minutes campaign and the Health Walks programme.



## **Ambition 4:**

### **Make walking the first choice for short journeys**

**1. Ensure walking as a means of travel to work is given appropriate consideration in travel plans**

Work with developers and businesses through the planning process to ensure walking as a means of traveling to work is adequately considered through travel plans and that sufficient provision and support is provided to ensure increases in modal split.

**2. Support the use of Health Impact Assessments (HIA) for new developments**

Work with developers to support the effective use of HIA during the planning process of pedestrian routes to amenities and links to the wider area.

**3. Review signage around transport interchanges, town centres and key community facilities**

Ensure adequate wayfinding signage aimed at pedestrians to promote walking as a form of active travel.

**4. Deliver wider promotion of walking as means of active travel**

Develop current marketing and information campaign to actively target a wider audience, using a variety of online and physical promotion methods, to promote opportunities and benefits of walking.

**5. Support and enhance work of Active Travel Officers in school**

Work with school Active Travel Officers to ensure the scheme engages widely across the Borough, and look to increase the proportion of walking related activities delivered in schools.

**6. Explore opportunities for new schemes to increase walking as part of journeys**

Investigate and pursue opportunities to promote walking as part of journeys, such as a Park and Stride scheme for commuting, leisure trips or walking buses for school travel.

## Delivery & Review

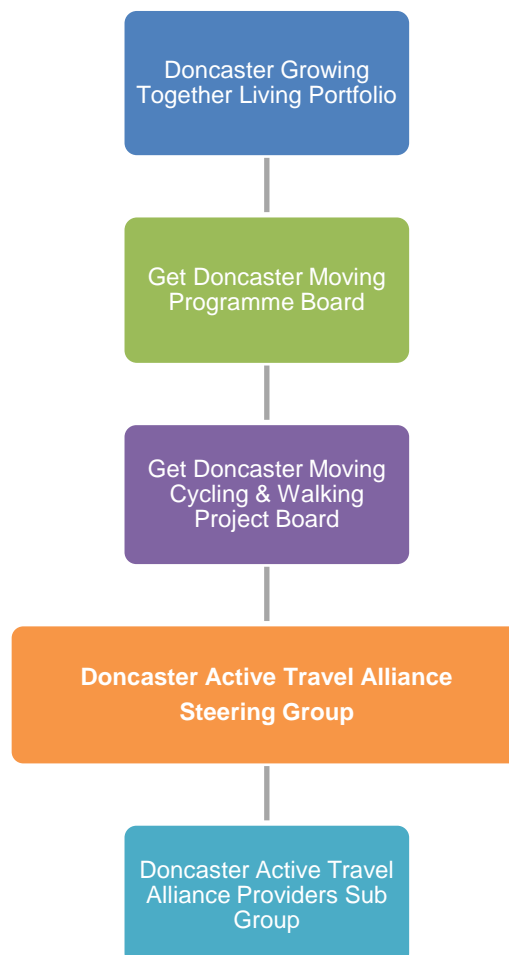
The Doncaster Active Travel Alliance (DATA) Steering Group will be principally responsible for the implementation, the governance and monitoring of the recommendations of the strategy.

DATA will be responsible for exploring the best mechanisms for delivering the recommendations of this strategy, and will develop a detailed action plan setting out priorities, work packages and timescales for delivery.

Monitoring will be ongoing, assessing both the progress of tasks allocated through the action plan alongside the impact of the recommendations on walking activities and public perceptions. It is intended that targets and monitoring timeframes will initially be set for a three year period to 2020 in line with the Get Doncaster Moving strategy.

The figure below sets out the reporting structure for the Get Doncaster Walking Strategy:

### Governance & Reporting



## Measuring Impact

These are the initial recommended measures for ongoing monitoring. However, it should be noted these are intended as a baseline for monitoring activity: Detailed monitoring plans will be developed in tandem with the walking strategy action plan.

<b>Pedestrian safety</b>		
<b>Measure</b>	<b>Baseline</b>	<b>Suggested Target</b>
Pedestrian all injuries (killed, serious and slight)	147 (2010-2014 average)	4% year on year reduction target

<b>Walking for travel</b>		
<b>Measure</b>	<b>Baseline</b>	<b>Suggested Target</b>
Pedestrians numbers (cordon counts)	19867 recorded in 2017 (cordon count)	7.5% increase

<b>Walking for leisure</b>		
<b>Measure</b>	<b>Baseline</b>	<b>Suggested Target</b>
Get Doncaster Walking festival attendance	1123 attendances in 2017	25% increase in Get Doncaster Walking festival attendance
Walk leaders training	438 trained since 2010	60 x new walking volunteers trained
Daily Mile Scheme	11 school in 2017	110 x primary schools doing the Daily Mile
Active Travel in Schools	61.1% of pupils travelling to school actively at schools engaged in programme	5% increase of pupils travelling to school actively

This strategy and the subsequent action plan are not intended to be static documents. Annual reviews of walking activity levels will be carried out alongside yearly walking consultations to assess changes in the numbers of people walking and in perceptions of walking. The action plan will be subject to ongoing review and will be designed to be a reactive and dynamic living document.

The DATA steering group will be responsible for the oversight of this process and orchestrate strategic reviews of this walking strategy as required to ensure the approach adopted optimises opportunities and develops walking provision that meets the needs of all users.



## Doncaster Council

### Report

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Date: 19 June 2018

To the Chair and Members of the Cabinet

SLHD Performance & Delivery Update: 2017/18 Quarter Four (Q4)

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Mayor Ros Jones	All	None

#### EXECUTIVE SUMMARY

1. As part of the Management Agreement and governance arrangements for St. Leger Homes of Doncaster (SLHD) an Annual Development Plan is produced in agreement with DMBC officers, the Housing Portfolio holder and the Mayor. This Annual Development Plan identifies the key deliverables, outcomes, milestones and the measures by which performance is assessed. There is an agreed governance framework part of which is a quarterly report of key performance indicators to Cabinet.
2. This report provides an opportunity to feedback on performance successes and issues against the suite of 2017/18 key performance indicators.

#### EXEMPT REPORT

3. This report is not exempt.

#### RECOMMENDATIONS

4. That Cabinet note the progress of SLHD performance outcomes and the contribution SLHD makes to supporting DMBC strategic priorities.

#### WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

5. As this report includes the current progress on the St. Leger Homes Performance indicators, the implications of the contents may ultimately affect the delivery of services to the people of Doncaster.

## BACKGROUND

6. Appendix A summarises the SLHD 2017/18 Quarter 4 (Q4), January to March 2018, performance management report.
7. As per the Quarter 3 (Q3) update, there are now twelve indicators. New indicators were added to measure performance around homelessness, and there were changes in the approach to measuring complaints.
8. Key performance elements to note are:
  - six of the twelve revised key performance indicators are on target (green);
  - three are within acceptable tolerance levels (amber);
  - two are below target (red); and,
  - one is not measured against a target (KPI3).
9. Overall, performance declined slightly compared to Q3 when there were eight 'green', two 'amber' and two 'red'. However, performance is strong in the key areas of voids, homelessness and complaints, with sickness at its lowest level since the ALMO was established.
10. Targets were updated for 2017/18 and are considered more challenging than those set in 2016/17. Commentary covering the performance against all twelve indicators is provided below and summarised in the table at Appendix A. Targets for all indicators have been reviewed and set for 2018/19.

## 11. Performance

### 11.1. Performance measure: Percentage of Current Rent Arrears against Annual Debit (within tolerance – amber)

Performance at the end of Q4 was 2.62% (£1.95m) against the end of year target of 2.50%. Performance declined throughout the year with Q4 performance the same as Q3 compared with the end of Q2 (2.52%) and Q1 (2.41%). Performance at the end of 2016/17 was better at 2.44% (£1.83m).

Whilst the level of arrears has increased during 2017/18, it is important to recognise that we have outperformed our benchmarking peers (up to and including Q3 as Q4 benchmarking is not yet available). SLHD arrears have increased by only 0.2% compared to the average increase of 0.5% across organisations in all other quartiles.

This level of performance and outperforming other housing organisations is testament to the changes introduced by SLHD in response to national Welfare Reform changes and the significant efforts made by staff. The rate of tenants transfer onto Universal Credit (UC) has also been greater than forecast, meaning we have had to collect more rent at this stage than originally anticipated. The transition of UC cases has been 46% higher than the forecast provided by the Department for Work and Pensions (DWP).

A new approach to triaging and supporting tenants as they move on to UC has been implemented, alongside a more focused approach for tenants who need more help. This has included the creation of a new Tenancy Sustainment Team, funded through the creation of efficiencies elsewhere within the organisation. Further efficiencies have been identified to implement the next phase of the Tenancy Sustainment Team during 2018/19 enabling support to

continue for new UC claimants. New ways of working were trialled during March, including bringing Customer Service Advisors together into a single team to focus on low-level arrears and early intervention. Performance management is also changing, with more localised targets for officers to focus on. This approach will be evaluated to measure its success.

At the end of Q4 there were 1,373 UC cases (compared to 695 at the end of Q3), of which 75% are in rent arrears. Work is underway with tenants and Department for Work and Pensions (DWP) to provide intensive support including applying for Alternative Payment Arrangements (APAs) where appropriate.

### **11.2. Performance measure: Void Rent Loss – Percentage of rent loss through vacant dwellings (performing well – green)**

Performance at the end of Q4 was 0.78%, which is well within the target of 0.97% and continues the improving trend seen throughout the year (0.83% at the end of Q3, 0.98% at the end of Q2 and 1.16% at the end of Q1). This performance puts SLHD in the upper quartile compared to all housing providers based on last year's Housemark figure (0.8%). This is a cumulative target, meaning performance in Q4 was particularly good. Rent loss for the year was £580k, which is over £170k less than last year.

The re-let time for standard re-lets, as benchmarked with other organisations, has continued to improve over the last 6 months and was 36 days for the year as a whole, with performance in March considerably better than the average at 26.7 days. The average overall re-let times for void properties, which includes major works, stands at 40 days, which continues the improving trend seen throughout the year, and is 9 days less than at the end of last year. This improvement has been achieved by a cross-organisational effort focused on reducing turnaround times whilst maintaining quality standards.

### **11.3. Performance measure: Number of households placed in bed and breakfast (B&B) accommodation (no target)**

There were 28 households placed into B&B accommodation in Q4, compared to 20 during Q3. The total number of nights in B&B accommodation also increased in Q4 to 80 compared with 58 nights in Q3, maintaining the average of 3 nights per household. In Q4, 13 households with children were placed into B&B accommodation.

The cold weather and activation of the Severe Weather Emergency Protocol (SWEP) for substantial periods of Q4 were contributing factors to the increase. By working with partners and providing an additional 20 crash beds through our own accommodation, increasing the number of units for temporary accommodation up to 40 at the height of the severe weather, we were able to minimise the use of B&B and still ensure that there were beds available for all homeless and rough sleepers who wanted to access them during the cold weather period.

The Complex Lives team are beginning to move away from a reactive outreach response (which was necessary during the cold weather), towards proactively managing the cohort. Approximately 50% of the Complex lives cohort who came to us during the cold weather period are still working with us and have not returned to rough sleeping.

Using B&B continues to be a last resort and tends to be where temporary accommodation and hostel placements are unavailable or unsuitable (e.g. families). There are a lack of accommodation placements within the commissioned support provision, and St. Leger Homes continues to work with providers to develop shared accommodation for individuals ready to move on to semi-independent living.

**11.4. Performance measure: Percentage of decisions made within statutory timescales (33 days) (below target – red)**

Homelessness cases have become increasingly complex with individuals often having many mutually reinforcing dependencies, which can delay the assessment process. Performance in Q4 improved to 92%, meeting the 90% target, and improving on the Q3 performance of 76%. This equates to 144 out of 157 decisions made within the 33 working day statutory timescales. The year-end position was 84% of decisions made within statutory timescales. This performance has improved significantly during the last 6 months of 2018/19 as a result of the restructure within the team and better working procedures and systems.

Whilst this indicator is relatively new (from October 2017 onwards), the final guidance (received in March 18) regarding the implementation of the Homelessness Reduction Act, which came into force on 3 April 2018, has changed the legal framework around statutory homelessness decision. A new measure has therefore been agreed from April 2018, which is the number of cases where a household is deemed statutory homeless and awarded a 'full duty', which is where there is a legal duty to secure accommodation. The target for 2018/19 is to see a reduction of approximately 10%.

**11.5. Performance measure: Number of households maintaining or established independent living (performing well – green)**

This indicator is taken as a snapshot at the end of the quarter when there were 49 households supported to maintain or establish independent living, against the contractual target of 40. This is an increase compared to Q3 (46) and previous quarters, and higher than the 40 households at the end of Q4 last year, and above the contractual target of 40.

Linked to 11.2 above, the increase in homelessness and rough sleeping within the borough increased the pressures on staffing within this area of the business as previously reported. To counter this, the team have been moved within the Tenancy Sustainment function, which has improved referrals and shared learning.

**11.6. Performance Measure: Complaints – Percentage of complaints upheld against customer interactions (performing well – green)**

Complaints are reported one month in arrears to allow time for the complaint to be investigated and closed in line with our service standards. All complaints are investigated and either 'upheld' or not. Complaints are upheld where policies and procedures have not been followed.

The total number of interactions with tenants during December, January and February was over 80,000. There were 181 complaints in the period of which 34 were upheld. This means that performance in Q4 was 0.02%, which is a



significant improvement compared to Q3 and resulted in a year-end position of 0.06% against the 0.08% target (lower is better).

The total number of complaints for December, January and February was 181, which is lower than the previous three months (218) and lower than the same period last year (216).

Whilst complaints are received in a variety of service areas, the main areas are repairs and maintenance, and tenancy and estate management. This is not surprising given that these areas of the business have the highest levels of visibility to tenants and the highest volume of interactions.

#### **11.7. Performance measure: Right first time (performing well – green)**

Year to date performance at the end of Q4 was 99.50%, which continues the improving trend throughout the year (Q3 was 99.30%) and is better than the 98% target level. For the year as a whole performance was 99.24%, which is an improvement compared to the previous three years. Performance in 2016/17 was 98.19%, in 2015/16 it was 97.85% and in 2014/15 it was 97.33%.

Failure against this indicator is where a re-visit is needed within the 9-month guarantee period.

#### **11.8. Performance measure: Scheduled repairs, percentage of promises kept (within tolerance – amber)**

Performance during Q4 continued the improving trend from Q3, resulting in a very high year-end performance of 99.00% of promises kept, although this is below the 100% target.

The total number of jobs raised in Q4 was 2,531, of which just 21 were not on target. For the year as a whole, only 108 of the 10,823 jobs raised were not on target.

All jobs deemed not complete within target have subsequently been completed.

#### **11.9. Performance measure: Gas servicing, percentage of properties attended against planned (performing well – green)**

The annual gas servicing programme commenced in April and completed during Q3. All 19,383 properties requiring a service were visited and all have a valid landlord certificate, also all solid fuel services are complete. Access to almost 2,500 properties proved challenging due to a variety of customer related issues, but were completed using our managed legal process. Planning for next year's programme started during Q4 ahead of the April commencement.

#### **11.10. Performance measure: Days Lost to Sickness per Full Time Equivalent (FTE) (within tolerance – amber)**

Sickness levels deteriorated during January and February, but improved during March, reflecting similar trends in previous years. This resulted in a year-end performance of 8.04 days lost per FTE, which is slightly below the target of 7.90 days but an improvement on the 8.26 days at the end of last year and is the best performance since the ALMO was established.

The most common reasons for sickness absence continue to be:

- stress/depression/anxiety;

- infection/virus;
- musculo/skeletal; and,
- stomach/liver/kidney/digestive.

**11.11. Performance measure: Percentage of invoices paid within 30 days (performing well – green)**

Performance for Q4 was 94.61%, which is lower than previous quarters, but has maintained performance sufficiently to result in achieving 96.24% for the year as a whole. This is slightly below last year’s outturn of 97.21%. For the year, 19,662 of 20,431 invoices received were paid on time.

A large proportion of the relatively few invoices paid late are with a small number of suppliers, and we will continue to work closely with them to improve. Encouragingly, the number of invoices received without purchase orders has decreased throughout the year.

**11.12. Performance Measure: Percentage of Local Expenditure (below target – red)**

Performance was mixed during Q4, which brought the year-end spend to 58%, improving slightly from the 57% at the end of Q3. Whilst this is below the 66% target and below the 60% achieved for 2016/17, it does equate to £5,333,167 spent locally.

Whilst our policies and procedures have been developed to optimise local spend and social value. We continue to work with procurement colleagues at Doncaster Council, including attending events such as a ‘meet the buyer’ event during February. These events improve local suppliers awareness and understanding of our needs, and encourage them to tender for business.

**OPTIONS CONSIDERED**

12. Not applicable

**REASONS FOR RECOMMENDED OPTION**

13. Not applicable

**IMPACT ON THE COUNCIL’S KEY OUTCOMES**

14.

	<b>Outcomes</b>	<b>Implications</b>
	<p><b>Doncaster Working:</b> Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <p>Better access to good fulfilling work            Doncaster businesses are supported to flourish            Inward Investment</p>	<p>Work of St. Leger Homes of Doncaster impacts on Council key priorities, with implications on the quality of life for Doncaster Council’s tenants and other residents and the communities they live in.</p>

	<p><b>Doncaster Living:</b> Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <p>The town centres are the beating heart of Doncaster  More people can live in a good quality, affordable home  Healthy and Vibrant Communities through Physical Activity and Sport  Everyone takes responsibility for keeping Doncaster Clean  Building on our cultural, artistic and sporting heritage</p>	
	<p><b>Doncaster Learning:</b> Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <p>Every child has life-changing learning experiences within and beyond school  Many more great teachers work in Doncaster Schools that are good or better  Learning in Doncaster prepares young people for the world of work</p>	
	<p><b>Doncaster Caring:</b> Our vision is for a borough that cares together for its most vulnerable residents;</p> <p>Children have the best start in life  Vulnerable families and individuals have support from someone they trust  Older people can live well and independently in their own homes</p>	
	<p><b>Connected Council:</b>  A modern, efficient and flexible workforce  Modern, accessible customer interactions  Operating within our resources and delivering value for money  A co-ordinated, whole person, whole life focus on the needs and aspirations of residents  Building community resilience and self-reliance by connecting community assets and strengths</p>	

	Working with our partners and residents to provide effective leadership and governance	
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## **RISKS AND ASSUMPTIONS**

15. Specific risks and assumptions are included in Section 8 of this report.

## **LEGAL IMPLICATIONS**

**(SF, Asst. Director Legal & Democratic Services, 11.5.18)**

16. There are no legal implications for this report.

## **FINANCIAL IMPLICATIONS**

**(NF, SLHD Head of Finance, 14.5.18)**

17. In 2017/18 St. Leger Homes received management fees of £28.7m from DMBC. This is made up of £27.7m from the Housing Revenue Account and £1.0m from the General Fund to pay for the general fund services managed by SLHD.

## **HUMAN RESOURCES IMPLICATIONS**

**(AC, HR & OD Business Manager, 14.5.18)**

18. There are no Human Resource Implications for this report.

## **TECHNOLOGY IMPLICATIONS**

**(ET, Programme Support Officer, 14.5.18)**

19. There are no specific Technology Implications for this report.

## **HEALTH IMPLICATIONS**

**(KH, 23.5.18)**

20. The home environment is an important contributor to health and wellbeing and allows access to other health improving opportunities, for example employment, social networks, essential services and amenities such as green space. Access to decent and adequate housing is critically important in terms of health and wellbeing and it is positive to see that majority of indicators are on target to achieve the desired outcomes. However, those in relation to the following indicators can impact negatively on the health and wellbeing of some of our most disadvantages and vulnerable residents.

11.3. Performance measure: Number of households placed in bed and breakfast (B&B) accommodation.

The first 1001 days are critical to a child's development therefore a stable, consistent home that is safe and comfortable is important and is reflected in the 1001 days Place Plan. Therefore any measures to reduce the number of people and families living in bed and breakfasts and temporary accommodation should provide a positive impact on their health and wellbeing.

It is concerning that the number of placements in B&B accommodation has increased this quarter, in particular households with children. What measures are being put in place in order to mitigate this and ensure that longer term housing is sought?

11.4 Performance measure: Percentage of decisions made within statutory timescales (33 days).

The health of people experiencing homelessness is significantly worse than that of the general population, and the cost of homelessness experienced by single people to the NHS and social care is considerable. A recent audit found that 41 per cent of homeless people reported a long term physical health problem and 45 per cent had a diagnosed mental health problem, compared with 28 per cent and 25 per cent, respectively, in the general population. It is pleasing to see that plans that have been put in place are improving performance over this quarter, however going forward we would like to see this downward trend continuing.

## **EQUALITY IMPLICATIONS**

21. Equality implications are considered in line with the Equality Act 2011 for the delivery of all St. Leger Homes services.

## **CONSULTATION**

22. Consultation has taken place with key managers within St. Leger Homes, the Lead Member for Housing and Senior Officers within the Council.

## **BACKGROUND PAPERS**












23. None

## **REPORT AUTHOR & CONTRIBUTORS**

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## Appendix A - St. Leger Homes Key Performance Indicator Summary

KPI	Indicator	Period	Value	Target	DoT	R/AG
1	Percentage of current rent arrears against annual debit	Q4	2.62%	2.50%	↔	
2	Void rent loss (lettable voids)	YTD	0.78%	0.97%	↑	
3	Number of households placed in B&B accommodation	Q4	28 (80 nights)	No Target		
4	Percentage of decisions made within statutory timescales (33 days)	YTD	84%	90%	↑	
5	Number of households maintaining or established independent living	Q4	49	40	↑	
6	Analysis of complaints received – percentage of complaints upheld against customer interactions	YTD	0.06%	0.08%	↑	
7	Right first time	YTD	99.24%	98%	↓	
8	Scheduled repairs – percentage of promises kept	YTD	99.00%	100%	↑	
9	Gas servicing - percentage of programme completed against plan	YTD	100%	100%	↔	
10	Days lost through sickness per FTE	YTD	8.04	7.90	↓	
11	Percentage of invoices paid within 30 days	YTD	96.24%	96%	↓	
12	Percentage of Local Expenditure	YTD	58.27% £5,333,167	66%	↑	

### Notes:

- Direction of travel (DoT) is against performance in the previous quarter.

↑ = improving

↔ = no change

↓ = declining

- Year to Date (YTD) is performance since April 2017.



## Doncaster Council

Date: 19<sup>th</sup> June 2018

To the Mayor and Members of the Cabinet

### MARKETS OPTIONS APPRAISAL REPORT

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Mayor Ros Jones Cllr Joe Blackham Cllr Bill Mordue	All	No

#### EXECUTIVE SUMMARY

1. The Council is preparing to make Doncaster markets one of the best in the north of England. Two beautiful and rejuvenated grade two listed buildings; the Corn Exchange and Wool Market, are to be unveiled as the jewels in the town's property portfolio. The future of one of the UK's most historical markets has been secured with capital investment of £7.3 million. Securing the best market management and retail leadership will place the retail quarter in the top attractions in the area. Ambitious, enthusiastic expertise and investment will ensure the markets are vibrant for generations to come. The citizens of Doncaster want to see the markets remain as a key focal point of the town and working towards implementing this is a priority.
2. The Town Centre Masterplan vision is '**Doncaster Centre – the enterprising heart of a networked city**'. Within this specific objectives relating to the market include **creating a nationally recognised market, raising the aspirations and functions of the markets as enterprise generators and locations for start-up and business opportunities.**
3. This report sets out the opportunities available to Doncaster's Markets and suggests a way forward for their future management and provision. The Doncaster Masterplan will have as part of its fantastic offer a first class Wool Market opening in Spring 2019.
4. The Markets across Doncaster are ready to flourish and a fundamentally new approach to ensure they have the best advantage in a highly competitive retail environment is required to fully embrace changing customer shopping trends, as the traditional demographic moves on and potential new customers are presented.



5. The following markets are therefore within scope, all of which are currently delivered in-house by the Council:
  - Wool Market
  - Corn Exchange
  - International Food Hall
  - Fish Market
  - Goose Hill (Non-Food)
  - Lock Up Shops
  - Outdoor Market
  - Market hall and outer stalls at Mexborough
  - Open air market in Rossington (exploring transfer to Parish Council)
6. Doncaster tells a compelling story of its long history as a market town. By going back to basics and building on the dynamics of the town's existence as a meeting point for traders, we can tell an authentic narrative to celebrate the identity and culture of Doncaster which in turn will guide the future direction of the markets.
7. We expect the new operator to focus on local abundance and provenance, welcoming visitors warmly and offering a unique experience to the consumer, recreating the bustle of the cattle/farmers market and introducing elements to simplify and futureproof such as; modern payment methods, shop and drop services to support shoppers, click and collect, baskets to encourage browsing and innovative storage and delivery solutions.
8. This focus will attract new customer's especially younger people who are increasingly concerned with welfare, provenance and sustainability. There are already award winning food outlets in the international food hall including Med in the Market, Food and Farming Awards winner 2015 and the 7<sup>th</sup> best rated attraction in Doncaster on Trip Advisor and the new fish bar, which employs local people and uses market produce, has attracted positive attention on social media and encourages people to take time out at the market.
9. The markets will be strengthened in their position as being part of Doncaster's visitor attraction offer. They feature alongside some of our existing and newer attractions and events which aim to encourage people to come to the borough and experience what Doncaster has to offer as an appealing destination and for our residents to be proud of the attractions on their doorsteps.

## **EXEMPT REPORT**

10. No

## **RECOMMENDATIONS**

11. Consider the results of the options appraisal and recommended option, ahead of the procurement process for the operation of the markets via a contract with a long-term lease element for the market estate.

12. Note that the Director of Regeneration & Environment and Director of Corporate Resources will complete the contractual documentation via a procurement process, in consultation with the Portfolio Holder for Highways, Street Scene and Trading Services
13. A further report will be submitted to Cabinet prior to any decision to award, following the completion of a procurement process in order to agree what the final proposed model should be pursued for the markets.

## **WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?**

14. Doncaster has opportunities to offer unique boutique traders who will have an offer that appeal to today's discerning internet savvy shopper. When more than 1000 High Street shops have closed in Yorkshire in the last 3 years (according to independent research by Price Waterhouse Cooper), representing the biggest fall in retail premises outside London, the Doncaster markets offer will prevail with the bespoke and experiential approach being sought from the retail provider.

## **BACKGROUND**

### **The Vision for Doncaster Market**

15. The vision will link in to the wider changes articulated across the town centre area masterplan and be used as a guide for how the market should operate whilst allowing scope for future adaptation in response to the constantly changing retail climate. Part of the vision includes making new enterprise space and improving the public realm across the area. The new enterprise spaces will help to recreate the sense of vibrancy that the markets have held in the past but also promote the offer to ensure a wider appeal to younger generations, particularly the Millennials and Generation Z. These are the ones who will majorly contribute to activities during the day and into the evening economy providing a more consistent contribution to the urban centre offer.
16. As part of the vision, in conjunction with the Masterplan, we would expect;
  - An increased and more diverse offer leading to increased visitor numbers (measured by overall footfall), these numbers will contain a more diverse visitor demographic
  - The market to be a place where entrepreneurs can innovate, experiment and get their ideas off the ground (measured by new/pop-up traders)
  - To maintain, and aim, to increase the number of local farmers / food producers using the market on a regular basis. The local producer index will need some development (measured by seasonal events)
  - To improve the perception of visitors to the market with people feeling a vibrant buzz when they are in the area (measured by regular survey activity)
  - A greater number of events and animations: chef displays, product demonstrations, bands, choirs, dancing displays, health campaigns, sports, volunteer initiatives in the areas (measured by number of successful events)

- Cater for the shopper of the future, shoppers panel and close liaison with NMTF (National Market Traders Federation) and NABMA (National Association of British Market Associations)
  - The market to be well run whilst actively seeking new investment (measured by high occupancy levels of lettable space)
17. The new vision for the market will create and enhance **wider social value and environmental benefits** such as;
- Social Inclusion – the ease of becoming a trader can support a wide range of people to earn a living and can be attractive to new business ventures to the area.
  - Encouraging entrepreneurship and a retail paradise environment.
  - Face to Face contact and its wellbeing benefits.
  - Supporting deprived urban communities – providing value, quality produce to those living close to or in the Town Centre that do not have access to their own transport.
  - Environmental sustainability – the way a market can promote and sell locally produced food and the benefits that brings to the wider environment and promoting links between rural and urban communities.
  - The Mexborough market is a hub of social activity and central to the towns retail offer.
18. Alongside our Town Centre Masterplan our strategic plan for the borough, **Doncaster Growing Together (DGT)** sets out our vision over the next four years. The DGT plan sets out how town centres are the beating heart of Doncaster and our markets are a key part of how we can harness the collective energy of people and businesses to support spaces that are vibrant and full of opportunity. The opportunity exists for Doncaster markets to drive Doncaster becoming a destination that not only survives the current high street trends but thrives in spite of these trends.
19. The market place will focus on quality – of produce, of experience, of sights, sounds and smells, through the best of local food traders, independent artists, and local producers. This will win back customers who currently travel out of Doncaster to York / Sheffield but who have disposable income and are closer to Doncaster town centre. This will also attract new visitors from across Yorkshire.

### **What are we looking to achieve**

20. We are looking to adapt the traditional outlook of the markets in the face of changing demographics and the constantly modifying retail/consumer relationship. Doncaster Markets will enhance its customer base, increase footfall and occupancy levels. The current occupancy rate is 74% across the town centre portfolio.
21. In Doncaster, redevelopment plans for the Wool Market have reignited the passion of promoting the area and increased the want to reverse the current declining trend. The passion linked to the vision and masterplan will boost the diversity and vibrancy of the Markets once again. The car parking close to the wool market will give the area a high end hypermarket look and feel.

22. Re-evaluating the markets estate will allow the stalls floorplan to be designed not only in a way to encourage footfall in all areas but will ensure it works aesthetically to enhance the magnificent architecture.
23. A rejuvenated market offer will aim to attract wider sections of Doncaster's demographic, including those on their way home from work, younger people and look to tap in to the evening economy. This will be achieved by boosting the quality of produce sold, implement longer trading hours, open on more days of the week and inject new enterprises in to the mix.
24. Whilst there are some fundamental shifting sands in retail, there are some places that are succeeding even in this difficult climate. There are some key factors that this can be attributed to:
  - A focus on the whole place offer rather than just the retail offer increasing dwell times for people who are working perhaps in cafes, playing with children in green space, making, learning etc. This focus on things to do/be rather than simply a place to buy will continue and over time town centres will need to have a different mix of uses shifting from retail focus towards housing, business accommodation, leisure and production.
  - A focus on differentiation especially from larger retail shopping 'mall style' centre developments towards independent traders offering different products and quality customer experience.
  - A variety of audiences using safe and clean spaces at a variety of times of the day
  - Well managed spaces, e.g. active/pop-up use for vacant premises
25. The Council will continue to maintain a programme of events, working closely with the operator to ensure we achieve the council's ambitious programme, which will include annual food festival, harvest festival and Christmas event combined with regular themed events e.g. Bread week, Food and Think festival (modelling on York's Pint of Science), Easter egg hunt etc. will drive long standing and new customers to the market and secure the national profile that the markets deserve.
26. Identifying the market as a brand will go a long way to solidifying its future. This branding will allow the development of a shared online resource for local businesses and stakeholders to utilise. The brand can also incorporate the history of the market estate along with the vision for future generations.
27. We are looking to build on the start of young traders becoming established within our market. We currently have two traders entered in to the Yorkshire Final of the Yorkshire Youth Market to be held in Leeds on 1<sup>st</sup> August 2018, competitors will be competing to be put forward for the National Youth Market Final on 31<sup>st</sup> August 2018.

### **Achieving Our Ambitions**

28. A survey completed in 2015, which covered a large range of market topics provided a good indicator that a large number of people do still find shopping within the market an enjoyable experience, however a lot were aware of the

shortcomings of the market in its current state. The main four responses to “what are the things you would most like to improve in Doncaster market?” were:

- The layout of the market needs improving to be more inviting, easier to navigate
  - Improved choice and quality of stalls
  - More events to be held in the area, particularly in the corn exchange
  - Better places to eat such as cafes
29. To reassess these findings it is necessary to perform a number of engagement conversations with traders and local businesses to gain their perspective. Taking a customer-led approach is going to be an important approach to understanding all the differing needs of the local community.
30. We shall focus on becoming the place to set up, trial and scale a food business in the North of England supported by an enterprise programme and mentors. We shall aim for a waiting list for our accelerator programme and activity work with the College to shape this, securing opportunities for our up and coming chefs and foodies.

### **Improvements Underway**

31. In recent years the market has had substantial investment of £7.3 million which includes a new roof on the Corn Exchange, refurbishment and repurposing of the Wool market and removal of the Irish middle market. The next steps are to alter the positioning of the outside units around the market square to enhance the renovated Wool Market working closely with the Traders and ensure modern trading, storage and business to business requirements are fulfilled.
32. The Wool Market will offer a combination of a central food court, retail units, and modern shopping facilities with an evening offering for the people of Doncaster. The opening hours 10am to 9pm Tuesday to Sunday will encourage dwell time and social space. Click and collect and shopping storage will be encouraged with a secure goods collection point.
33. The council has already reshaped its work to focus more clearly on providing a safer and welcoming town centre environment, including addressing anti-social behaviour. Doncaster is easy to access and the rail station improvements with planned improvements could with planned investment in wayfinding infrastructure will make the town centre more navigable both physically and digitally.
34. No. 1 Marketplace is a proposed development of a new two storey building bringing further retail, leisure and business / educational floor space through a new mixed use building framing the northern side of the market square and creating a new city street. A feasibility exercise is underway (design, cost, potential end users etc.) that will provide us with information to help shape the Full Business Case for approval. The proposed scheme value is circa £6 million to be funded through grant and contributions from developers and end users.
35. The first Delicious Doncaster food festival was held in 2017. The three day event was successful with good opportunities to build on. For 2018, the event

was increased to four days and a much more ambitious programming saw not only one but two high profile celebrity chefs as well as providing more of a focus to showcase local talent including the college and local chefs. The aim also for 2018 was to increase the dwell time in the market and encourage repeat business throughout the year.

36. Feedback from traders, retailers, customers and senior Council leaders has been tremendously positive to the event and it has helped to forge ongoing relationships with the market traders for the future, getting them more engaged and supportive of the events programming going forward. The 2018 event has been viewed as being responsible for bringing the market alive over the weekend of the event and has left a very positive platform on which to build further events and the food festival for 2019.
37. Footfall figures peaked on Saturday and have been reported to be 70,691 for 2018 which is significantly higher than the 11,072 recorded at the same day/time for 2017's event.

### **OPTIONS CONSIDERED**

38. In 2017 a soft market test was undertaken with help from the Association for Public Services Excellence (APSE) Solutions. The results were positive and there is a clear appetite for working with the council on the solution. There was a firm view that Doncaster had a good offer with a large fish monger, meat and fresh produce offer that could be built upon with investment and sector specific expertise.
39. Three companies attended the market engagement day where they presented their aspirations for the markets and how they would improve them and we are confident that there is appetite from providers to invest in the opportunity offered.
40. APSE identified a total of 11 different options, all of which have a number of advantages and disadvantages. APSE's assessment of the 11 options is attached at Appendix A. After consultation with the relevant Cabinet Members the options have been reduced to the ones below for more serious consideration.
  - Option 2 – The grant of a long lease of market estate
  - Option 4 – Freehold disposal i.e. sale
  - Option 7 – Retention of in-house operations
  - Option 9 – Letting a concession contract
41. A combination of the results of the Soft Market Testing and feedback from the Mayor, relevant Portfolio Holders and Directors was given on the long list of options and it is proposed that a long term arrangement of up to 25 years will stand as the recommended option to pursue, i.e. Option 2/9 in the Appendix A – the intention is a combination of a contract with transfer of staff and a full and repairing lease on the asset, however the final route to achieve this is still to be confirmed.
42. The freehold disposal method was not an option for the town as it is final and will not enable the outcomes required in the Masterplan.

## COMMUNICATION AND ENGAGEMENT

43. A full communications and engagement strategy will be developed to explain the future direction of the markets including its management model going forward. This will be contextualised alongside current messaging regarding the markets and its development as part of the Masterplan to date and its aspirations.
44. The narrative will be developed to cover all communications platforms both on and offline and include traditional and social media. All communications and engagement will be appropriate to their audiences and enable ongoing development of the strategy and evaluation of its success in sharing the critical development of the project.

## REASONS FOR RECOMMENDED OPTION

45. **Option 2/9 long lease with a procurement process** – These are tried and tested models which allow reduced costs and bureaucracy as an advantage, increases the focus on the core business along with increasing the opportunity for raising capital investment. Capital investment is an aspect that has already been identified to be required. We believe that this model is the best way to achieve the vision and ambition linked to the Town Centre Masterplan.
46. The Council may receive an income through rent from the company who occupy the land that is subject of the lease/contract. Ideally, the company taking the lease/contract will undertake full responsibility for maintenance and development of the asset during the term of the lease.
47. The next steps are described within the draft project plan but are broadly;
  - Cabinet Approval to confirm recommended option proposed in this report (Jun 18)
  - PIN (Prior Information Notice) to be published to advise potential tenderers that the service will be out to tender (Jun 18)
  - OJEU Contract notice issued (Aug 18)
  - Responses and negotiation period with prospective bidders (Aug - Dec 18)
  - Award contract (Dec 18)
  - Mobilisation of successful applicant (Jan 19)
  - Implementation of new arrangements (Mar 19)
  - New Wool Market Opens (Mar 19)

## IMPACT ON THE COUNCIL'S KEY OUTCOMES

48.

	<b>Outcomes</b>	<b>Implications</b>
	<b>Doncaster Working:</b> Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;	Ability to boost self-employment opportunities from pop-up enterprises  Local produces will be a focus to ensure the local economy is



	<ul style="list-style-type: none"> <li>• Better access to good fulfilling work</li> <li>• Doncaster businesses are supported to flourish</li> <li>• Inward Investment</li> </ul>	<p>given an opportunity to showcase their wares.</p>
	<p><b>Doncaster Living:</b> Our vision is for Doncaster’s people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> <li>• The town centres are the beating heart of Doncaster</li> <li>• More people can live in a good quality, affordable home</li> <li>• Healthy and Vibrant Communities through Physical Activity and Sport</li> <li>• Everyone takes responsibility for keeping Doncaster Clean</li> <li>• Building on our cultural, artistic and sporting heritage</li> </ul>	<p>The vibrant street food and entertainment, combined with a heritage and new outlook will ensure opportunities to shop, eat, socialise and feast the eyes on an eclectic mix of culture and real life living with all the sights, smells and tastes of a vibrant and thriving economic offer.</p>
	<p><b>Doncaster Learning:</b> Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> <li>• Every child has life-changing learning experiences within and beyond school</li> <li>• Many more great teachers work in Doncaster Schools that are good or better</li> <li>• Learning in Doncaster prepares young people for the world of work</li> </ul>	<p>Children and young people will visit the safe and thriving retail environment with parents and primary carers.</p>
	<p><b>Doncaster Caring:</b> Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> <li>• Children have the best start in life</li> <li>• Vulnerable families and individuals have support from someone they trust</li> <li>• Older people can live well and independently in their own homes</li> </ul>	<p>Markets are a traditional place of value for older and vulnerable people, where they can shop with confidence and engage with friendly and knowledgeable traders.</p>
	<p><b>Connected Council:</b></p> <ul style="list-style-type: none"> <li>• A modern, efficient and flexible workforce</li> <li>• Modern, accessible customer interactions</li> <li>• Operating within our resources and delivering value for money</li> </ul>	

	<ul style="list-style-type: none"> <li>• A co-ordinated, whole person, whole life focus on the needs and aspirations of residents</li> <li>• Building community resilience and self-reliance by connecting community assets and strengths</li> <li>• Working with our partners and residents to provide effective leadership and governance</li> </ul>	
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## **RISKS AND ASSUMPTIONS**

49. One of the major risks and assumptions is that if the markets estate remains managed in house as it is, a further decline will occur potentially to a point where the future viability would be a serious consideration. In a town with a grand history which the market has played a key role in, this would be a huge loss of opportunity to the town and borough as a whole.
50. There is a risk that the rate of voids will increase to such an extent that the remaining viable aspects of the market (predominantly the food offers) become negatively impacted by reduced footfall. It is assumed that the forthcoming redevelopment will see the existing traders “consolidated” into a more tightly configured trading area that will offset the decline to some extent. The arrangement needs to ensure survival of the market, that the vision is complimentary to the overall Town Centre Masterplan and works as an enterprise that both traders and customers want.
51. Another assumption is that the market needs to embrace change for it to survive. There has been a huge generational shift in shopping habits, particularly by Generation X, and with the rise of the internet the next generation with spending power, the Millennials, are starting to carve their own shopping habits. They have been shown to be open to new experiences, are savvy shoppers who look for the best deals, are exceptionally loyal customers, value relationships and recommendations, are very environmentally aware and are starting to move away from using the mass market supermarkets and look towards more independent outlets.

## **LEGAL IMPLICATIONS [SF 24.05.18]**

52. The Council has legal powers enabling it to operate markets within its Borough through market charters. Any agreement to lease the Markets will need to include a license to operate the market to the successful bidder.
53. Section 1 of the Localism Act 2011 provided councils with the so called “general power of competence”, which allows the Council to do anything which individuals generally may do
54. A simple disposal of property by way of lease is a property transaction and would not be caught by EU Procurement Regulations and would simply need compliance with the Councils S123 Local Government Act 1972 Act obligations to obtain best consideration. However, it is likely that the Council will require a series of conditions and agreements from an operator about how the market is to be operated and investment expectations in the market.

The impact of such obligations is to move this project from a straightforward asset disposal into a procurement process. It is therefore advised that a “voluntary” EU procurement exercise is carried out to identify an operator/ this process will demonstrate best value and also meet any obligations which the Council has in relation to S123 and State Aid. In accordance with the Council’s Financial Procedure Rules Cabinet approval is required to dispose of an asset which exceeds £1m.

55. Under s.123 of the Local Government Act 1972 the Council has statutory power to dispose (including the grant of a lease) of non-housing/non-HRA land without the Secretary of State’s consent for the best consideration reasonably obtainable. If the recommended procurement process is carried out it is considered that the requirement to obtain the best consideration reasonably available will be met.
56. If the Council wishes to maintain controls over the market which would not normally be covered within a lease for example a requirement to invest a minimum amount into the regeneration of the market it is recommended that a contract as well as a lease is entered into with the successful bidder.
57. Option 2 and 9 means that the Markets Estate is taken over by a third party. Council staff currently delivering the services will transfer from the employment of the Council to any new provider. This transferring of staff is likely to be regarded as a relevant Transfer within the meaning of the Transfer of Undertakings Protection of Employment Regulations 2006 (as Amended). The relevance of this is that the legislation imposes obligations on both the old and new employer which includes consulting with staff. Employees are entitled to transfer on their current terms and conditions. There are also additional provisions in relation to Pensions which need specific consideration not least in relation to the potential additional cost. Liability in respect of the employment of the transferring staff transfers to the new employer and advice should be taken when considering any indemnities in respect of these liabilities.
58. Further specific legal advice will be required as this project progresses.

#### **PROCUREMENT IMPLICATIONS [29.05.18]**

59. The disposal of property is not caught by the EU Procurement Regulations; however there will be certain obligations and commitments which the successful bidder will be expected to sign up to which will convert disposal into a procurement exercise.
60. The Council will carry out a voluntary EU procurement process which will involve the Council discussing its requirements with perspective bidders at various stages of the process which will allow the Council to understand the perspective bidders position and vice versa.
61. At the conclusion of the discussions, the perspective bidders are free to submit their tender which the Council must evaluate against the predetermined evaluation criteria.
62. Once tenders have been submitted, no further discussion can take place.

## **FINANCIAL IMPLICATIONS [C ANDERSON 25.05.18]**

63. The financial implications will depend on the proposal after the procurement process and will be set out in detail in a further report to Cabinet.
64. Financially, the Markets are a better proposition going forwards due to the £7.3m programme of capital investment (2016-17 to 2019-20) on the Markets estate (funded through a combination of external funding, capital receipts and borrowing) and other improvements underway as described in the report, including the £6m proposed Market Place 1 scheme which is in close proximity, all of which is set to increase footfall and income.
65. In 2017/18 the Markets Service was budgeted to make a surplus of £0.17m but made a deficit of £0.17m amounting to a £0.34m shortfall, excluding corporate recharges. Income levels have reduced from £1.6m in 2013/14 to £1.16m in 2017/18.
66. The budgeted corporate recharges in 2018/19 amount to £0.26m. These charges cover the costs of support services, such as Human Resources, Finance and Legal Services, as well as senior management within Regeneration & Environment. These will need to be reviewed, any savings will depend on the extent to which support service and senior management costs can be reduced, which will depend on the specifics of the new delivery contract. The same applies for other services that are currently provided in-house.
67. The cost of procurement and development of the specification and contract is likely to require specialist external legal and procurement advice, which could be in the region of £0.1m and funding, will need to be made from the service transformation fund.

## **HUMAN RESOURCES IMPLICATIONS [AC 16.05.18]**

68. The recommended option involves the transfer of the Council's current Market staff to the successful company.
69. The Transfer of Undertakings (Protection of Employment) Regulations 2006 (as amended in 2014) (TUPE) protects the rights of employees in a transfer situation enabling them to be protected on the same contractual terms and conditions and their continuity of service is also preserved.
70. Where employees transfer the "transferee" will take over the rights and obligations arising from those contracts of employment, except criminal liabilities. Any liabilities relating to employees who were dismissed before the transfer (for a reason connected with it) also transfer to the transferee.
71. The Council has a responsibility to conduct a full and meaningful consultation with employees at the earliest practicable time. The Council is also obliged to give the "transferee" written information about the employees who are to transfer. The "transferee" will need to inform the transferring employees of any "measures" that it intends to take following the transfer.
72. HR engagement in the process will be required at the appropriate time to ensure there is sufficient focus on HR issues particularly in respect of the agreement to transfer staff under TUPE regulations.

## **TECHNOLOGY IMPLICATIONS [PW 16.05.18]**

73. Changes to the delivery of model for the management and provision of Doncaster and Mexborough Markets will have technology implications, including the existing data connectivity provision to these sites, the existing Market Management System (contract runs to 17/10/19 + 36 months' extension options) and customer facing online services (e.g. market stall application and market general enquiry). Further consultation is needed with Digital & ICT in relation to the specific details and options, as part of the planning for the procurement and implementation of the revised arrangements. ICT will also need to feed into the feasibility exercise for the potential No. 1 Marketplace development to advise in relation to the required infrastructure to support the proposal such as public access Wi-Fi, CCTV and provision or changes required to the Councils private fibre optic network (DPON).

## **HEALTH IMPLICATIONS [CEH 16.05.18]**

74. It is important that the management of the markets do not undermine and potentially harm the public's health.
75. The food environment plays an important role in promoting a healthy diet, but this is a complex system influenced and determined by a series of factors, including a person's proximity to food retail outlets and the type of food available.
76. Doncaster's markets have an important role to play in providing access to healthy, affordable food for the general population which is associated with improved attitudes towards healthy eating and healthier food purchasing behaviour.
77. It is recommended that the Council will ensure that interested parties demonstrate how they will ensure that the markets offer does not exacerbate the health and wellbeing challenges for Doncaster residents. In particular by not increasing the access to unhealthier food retail outlets owing to the association with increased weight status in the general population, and increased obesity and unhealthy eating behaviours among children residing in low income areas.
78. The design of public realm such as the markets can enhance the wider aspects of health and wellbeing by maximising opportunities for social engagement and active travel. It is recommended that any future development of the market estate consider design principles including pavements, seating, shade and shelter and provide a safe environment.
79. It is important that the management and future developments consider and understand the needs of Doncaster residents through continuous consultation.
80. The proposed recommendation provides opportunities to ensure that the markets are managed sustainably with consideration to the environmental impact which can be incorporated into the tendering process.

## **EQUALITY IMPLICATIONS [AW 16.05.18]**

81. The Council is statutorily required to have due regard to the protected characteristics of those affected by the proposals under the Equality Act 2010. These proposals describe a way in which we would have a new relationship and model to work with the Markets in the town centre and Mexborough. The anticipated improvements achieved by these proposals will benefit all citizens in Doncaster irrespective of protected characteristics.

## **CONSULTATION**

82. There has been consultation with Directors, Mayor and Cabinet members on the options available.

## **BACKGROUND PAPERS**

83. Appendix A, APSE Options Appraisal  
Appendix B, Examples of Markets Photographs  
Executive Board report: October 2017

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## Soft Market Identified Options

Delivery Option	Main Characteristics	Procurement Issues	Control and other issues	Feedback
<b>Option 1 – Fixed term management contract</b>	<p>Council pays a fee to a company to manage the markets under contract.</p> <p>Profits/losses associated with the market and repair responsibilities remain with the Council.</p> <p>Capital investment likely to remain with the Council.</p> <p>Term to be decided by the Council but typically 5-7 years with potential to extend</p>	<p>Full OJEO procedure would be required</p> <p>Would require a full clear specification of what is required under the contract, but there might be scope for competitive dialogue provided input required to finalise the scope.</p>	<p>Control would be contractual with limited potential for post contractual variation.</p> <p>Financial risk and reward substantially retained by the Council although management fee could link to performance.</p>	<p>Too short a timescale – reduced scope for investment/commitment</p>
<b>Long lease agreement Option 2</b>	<p>Under a lease the council receives rent from a company to which it grants a right to occupy the land that is the subject of the lease.</p> <p>A long lease is one for a period of more than 21 years but could be for as long as 99 years. It may have a periodic break and rent review clauses. The length will reflect the level of investment required.</p>	<p>Land agreements are outside the scope of Public Contracts Regulations. This means that a lease can be entered into without a process of competition. However, a lease in these circumstances is likely to include a requirement for capital works which might, subject to value, make it a works contract and bring it into scope or it may incorporate elements of a service contract which would have the same effect.</p>	<p>The council would effectively lose control for the period of the lease other than at a very strategic level.</p> <p>Operating and financial risks are transferred to the company, although could revert if the company ceases to trade or otherwise pulls out of the arrangement.</p>	<p>21-25 year timeframe, with a robust agreement</p>



<b>Delivery Option</b>	<b>Main Characteristics</b>	<b>Procurement Issues</b>	<b>Control and other issues</b>	<b>Feedback</b>
	<p>The lease company is likely to resume full responsibility for maintenance and development during lease term.</p> <p>Profit and losses go to the company.</p> <p>The council's income from rent is guaranteed providing the company carries on trading.</p>	<p>In the case of Darlington, where Market Asset Management (Darlington) Ltd has recently taken a long lease of the market, the choice of operator was determined through competitive procurement.</p>	<p>Some element of gain share could be incorporated but profit and loss will effectively sit with the company. Options for rent review can off-set this.</p> <p>The likely rationale for using this model is that it is a mechanism for private sector investment in a public asset i.e. Public Private Partnership model. The existence of a lease creates an asset again which borrowing is secured.</p>	
<b>Short term lease agreement Option 3</b>	<p>As above but for a shorter period of time. Also likely to require capital investment and elements of a concession.</p>	<p>As above.</p>	<p>As above but for a shorter period of time. If long enough to allow a return on a required level of investment this is likely to be more attractive than a longer lease term.</p>	<p>Too short, wouldn't get investment/commitment</p>
<b>Freehold disposal i.e. sale Option 4</b>	<p>Council sells freehold to the company. One off capital receipt with no ongoing interest in the land</p>	<p>Outside the procurement rules but would require a process of competitive bidding.</p>	<p>May not be possible if there are restrictive covenants in place.</p> <p>No ability to control future use but covenants might be attached to the sale to restrict use i.e. to ensure the continued existence of a market.</p>	<p>Not an option – unacceptable loss of control over key asset in heart of town centre</p>

Delivery Option	Main Characteristics	Procurement Issues	Control and other issues	Feedback
<p><b>Creation of a Joint Venture Company with a private company Option 5</b></p>	<p>A company jointly owned with a private company take on the management of the market under contract or enters into a lease. Likely to be linked to a contract for operation with the partner company.</p> <p>Responsibility for repairs and development to pass to JV and term considerations as a lease i.e. dependent on need for investment.</p> <p>To avoid being counted as public sector council shareholding likely to be kept below 80%.</p>	<p>Must be procured through a compliant process. Likely to involve competitive dialogue with bidders to finalise terms of the deal.</p>	<p>Risk transferred</p> <p>JV allows for a degree of strategic council influence although likely to be a minority shareholder. Also council nominated directors require by company law to act in interest of the company not the council.</p> <p>Other points as above dependent on arrangement between council and JV company – i.e. lease, contract for management or even sale of freehold.</p>	<p>High risk - no successful models out there already and timely to set up in rapidly declining market</p>
<p><b>Consultancy/interim support to in-house management Option 6</b></p>	<p>Specialist expertise brought in under contract either as consultancy or interim management.</p> <p>All risks and rewards retained by the Council as service remains in house.</p> <p>Alternative to direct employment where a specialist skill is wither required on a temporary basis only or not available through</p>	<p>Support may need to be procured through market competition if its value is above threshold (currently £181,000).</p>	<p>Council retains full control but fills gaps in skill base or acquired temporary support, for example a rationalisation or review process.</p> <p>Flexible way of filling skills and knowledge gaps without making a long term commitment. Able to respond quickly to changing economic and social circumstances.</p>	<p>Haven't got the capacity to manage advice and implement - also still Council making the changes</p>

<b>Delivery Option</b>	<b>Main Characteristics</b>	<b>Procurement Issues</b>	<b>Control and other issues</b>	<b>Feedback</b>
	normal recruitment process.			
<b>Retention of in house operation Option 7</b>	N/A	N/A	N/A	Possibility that will decline further
<b>Transfer to arm's length company Option 8</b>	<p>Markets would be run by a company owned by the council. This is likely to be through a lease agreement but could be a management contract.</p> <p>Company would take on repairing responsibility but council likely to retain capital investment or act a lender to the company.</p> <p>Profits can be distributed to council as shareholder but company decides on this and may wish to invest. Losses likely to come straight to council to maintain solvency.</p> <p>Risks remain with the council.</p>	<p>Provided the company met the, so called, Teckal criteria it would be possible to award contract without competition.</p>	<p>Company takes control but council controls the company. Council would be sole shareholder and able to exercise strategic control.</p> <p>Benefits around commercial focus of company and ability to act outside council decision making processes.</p> <p>Economic benefits of market retained within the local economy.</p> <p>Disbenefits around loss of control, fragmentation of economic/town development and loss of scale at management level.</p>	<p>Doesn't address issues - still have lack of expertise - no clear benefits</p>
<b>Concession contract Option 9</b>	<p>Council grants the right to exploit the economic asset to a concessionaire for a defined period.</p> <p>The contract stipulates what the company is allowed to do with the asset.</p>	<p>Subject to the requirements of the Concession Contracts Regulations of 2016. This means that, subject to value, the contract would have to be procured in compliance with the comparatively light touch requirements of the Regulations.</p>	<p>Day to day control passes to contractor but council retains ability to determine strategic direction.</p> <p>Less attractive to operators than a lease and may be a poor vehicle to leverage</p>	<p>Too short (if capped at 5 years) but similar to Option 2 if can be extended</p>

Delivery Option	Main Characteristics	Procurement Issues	Control and other issues	Feedback
	A concession creates a license with no ongoing right to occupy the land.	The length of the contract would be determined by the amount of time required for the concessionaire to reasonably recoup investment.	investment without one. Creates a potential share mechanism when linked.  Operating risks must pass to operator for a concession contract with no guarantees from the council.	
<b>Transfer to Charitable Body Option 10</b>	As other external options but company would be non-profit distributing and locking in to charitable economic or social objectives.  Could have representation on the board but charitable rules prevent it being under its control or decisive influence.	Not possible to award contract caught by the procurement rules without competition. Therefore only feasible if based on a lease without requirements for works or elements of concession.	As other external options. Control passes to the company. With no contract for services or works the council would be reliant on clauses within the lease for influence.  Capital investment likely to come through the council which could be in the form of a grant within appropriate clauses to create a higher degree of control/direction.	No one coming forward – would work for an associated service e.g. delivery service
<b>Partnership with one or more local authorities Option 11</b>	Several different ways of doing this. All external solutions for lease through to concession could be delivered through another authority under contract. A JV company could also be used. Also possible to create a shared service through administrative mechanisms under joint control	Contractual options subject to procurement rules unless they meet either the Teckal criteria or establish public/public cooperation. Detailed advice required if this is to be considered further. Shared service arrangements are non-contractual and concluded outside competition	Offers potential gaps in expertise without loss of control with joint service or collaborative options.  Retains economic benefit with local economy. Risk could be transferred under contract or retained under shared service model.	No LA outstanding enough to be partnering with - would increase risk/appetite

Delivery Option	Main Characteristics	Procurement Issues	Control and other issues	Feedback
	<p>of two or more authorities. Informal collaboration an option.</p> <p>Profits/losses according to the terms of the agreement. No corporation tax on profit if not delivered through a company model.</p>	rules.		



## Appendix B – Examples of Markets Photos

### The Baltic – Liverpool



### Altrincham Market



### St Georges Market – Belfast



### Doncaster Wool Market Visuals

[www.doncaster.gov.uk](http://www.doncaster.gov.uk)





