



# Doncaster Council

## EXECUTIVE FUNCTIONS DECISION RECORD

The following decisions were taken on Tuesday, 4<sup>th</sup> June, 2019 by Cabinet:-

Date notified to all Members: Wednesday, 12<sup>th</sup> June, 2019.

The end of the call in period is 5.00 p.m. on Friday, 21<sup>st</sup> June, 2019 and therefore, the decisions can be implemented on Monday, 24<sup>th</sup> June, 2019.

Present:

Chair – Mayor Ros Jones (Budget and Policy Framework and Lead on Local Plan)  
Vice-Chair - Councillor Glyn Jones (Deputy Mayor, Portfolio Holder for Housing and Equalities)

### Cabinet Member for:

Councillor Nigel Ball	Portfolio Holder for Public Health, Leisure and Culture
Councillor Joe Blackham	Portfolio Holder for Highways, Street Scene and Trading Services
Councillor Rachael Blake	Portfolio Holder for Adult Social Care
Councillor Nuala Fennelly	Portfolio Holder for Children, Young People and Schools
Councillor Chris McGuinness	Portfolio Holder for Communities, Voluntary Sector and the Environment
Councillor Jane Nightingale	Portfolio Holder for Customer and Corporate Services.

## PUBLIC MEETING – SCHEDULE OF DECISIONS

### Public Questions and Statements

Councillor Nick Allen asked the Mayor the following question:-

'My comments relate to the report on social isolation and loneliness. I am delighted that our Borough will continue to tackle this issue by using innovative solutions. The report highlighted the many areas of progress and success which have happened recently. However, I am concerned about the push to make an 'alliance' into a standalone entity. Are you sure such a level of progress can be made between multiple partners, with a commitment of £200,000, in only two years?'

Mayor Ros Jones gave the following response:-

'Thank you for your question Councillor Allen and for positively acknowledging the work of the Social Isolation and Loneliness Alliance.'

The mandate set by Cabinet members to be the least lonely Borough by 2021, demands, as you acknowledge Councillor Allen, an innovative solution.

Dialogue has been taking place over a long period of time with a diverse range of key stakeholders from across the Borough, and who were already delivering interventions in relation to social isolation and loneliness, albeit independently from each other. The collaborative approach that we have adopted, in the formation of an Alliance, has brought about a strong commitment and realisation of what can be achieved at scale to successfully address this agenda in a meaningful way.

We cannot emphasise enough the importance of this early work, which has been pivotal in laying the firm foundations for the Alliance to build upon. Alliance members understand the challenges ahead and are very clear on where they need to be, and the steps they need to take in order to translate the vision into reality for the betterment of the people of Doncaster, who are socially isolated and or lonely.

Alliance Members recognise that by working together as a diverse group of independent providers to achieve a common goal, by way of sharing information, risk, and reward in a collaborative not competitive manner, will make a significant difference. This approach enables blending of skills in a way not otherwise possible, generating a fresh capability and competitive advantage when applying for and accessing bigger scale external funding not available to the local authority or organisations operating independently.

Members of the Alliance have a shared common purpose, and understanding, with the core foundations being built on a mutual business model that offers equity and fairness, regardless of the size of each member's organisation. Additional to those already mentioned, there are other significant benefits to be gained by all members of the Alliance, such as knowledge transfer and pooling of existing resources, all of which will help to better meet demand going forward.

Please be assured that it is in the Council's best interest to continue to provide officer resources in the interim to support this work going forward, primarily, but not exclusively, to the democratically elected lead organisation. Officers are currently supporting the development of robust governance, accountability and a clear outcomes framework against which progress can be measured. The Alliance have carried out an initial mapping exercise to identify the opportunities, gaps in provision, and where duplication may be occurring. This work has highlighted the need to ratify the membership, take stock of the skills, identify roles and responsibilities of the members and identify working groups (i.e. Business Development/Funding, Communications and Marketing, Data and Intelligence).'

Decision records dated 7th May, 2019 (previously circulated), were noted.

## DECISION 1

### 1. AGENDA ITEM NUMBER AND TITLE

6. Third Sector Provider Alliance to eradicate Social Isolation and Loneliness in Doncaster.

### 2. DECISION TAKEN

Cabinet noted the contents of the report and recognised and agreed:-

- (1) to support the commitment of a Community Commissioning Investment Fund of £200,000, apportioned over a three year period;
- (2) to support the organic transition over the lifetime of the funding agreement from an Alliance hosted by a lead organisation, Doncaster Culture and Leisure Trust, to a standalone entity, as yet to be determined; and
- (3) an in principle agreement to consider a sustainable commissioning model post three year investment. Officers to present a proposal in July 2021.

### 3. REASON FOR DECISION

Cabinet considered a report, introduced by Councillor Rachael Blake, which sought approval to award a grant to Doncaster Culture and Leisure Trust (DCLT) as the lead organisation acting as an accountable body for a non-profit Third Sector Social Isolation and Loneliness Alliance, to eradicate social isolation and loneliness in Doncaster.

Doncaster recognises the serious impact that Social Isolation and Loneliness has on the health and wellbeing of people across all ages, whilst acknowledging that there are key points in people's lives when people are more at risk, such as ill health, ageing, disability, bereavement, becoming a carer or parent, loss of a job, divorce, teenage pressure, bullying, and moving home.

Whilst loneliness is not something new, the significant changes in the way people live, work, and relate to each other, layered with the shift towards a more digital society, means in reality that people are less likely to physically connect or talk to each other and makes this subject one of the most pressing public health issues locally and nationally. The National Strategy for Tackling Loneliness – A Connected Society (2018) - provides further evidence of the associated impact of Social Isolation and Loneliness.

Eradicating Social Isolation and Loneliness in Doncaster is a key strategic priority sited in the Health and Wellbeing Board Outcome Framework 2018-21, translating through other key strategies, such as the Adults Health and Wellbeing Transformation Plan (2018-2021) and Doncaster Growing Together (DGT) (2018 - 2021). Cabinet Members have further emphasised their commitment by setting an ambition for Doncaster to be the least lonely place by 2021.

As a key facilitator and conveyor of the place, the Council has allocated a Community Commissioning Investment Fund of £200,000 to establish, through active engagement and adhering to co-production principles, a different delivery model in the form of a non-profit Third Sector Social Isolation and Loneliness Partnership Alliance. The purpose of the Alliance will be to deliver, through collaboration, interventions and activities that connect people together at a local level. Creating a new multi layered landscape of provision is essential to success.

Extensive engagement has taken place over the past 10 months with 17 third sector representatives who responded with great enthusiasm and commitment, as detailed within Appendix 1 of the report. All active representatives have signed up to be part of the Alliance, but an accountable lead organisation was required to act as the body responsible for the administration and governance of the grant on behalf of the Alliance Members. It was collectively agreed that the lead organisation would be selected through an expression of interest application process, answering a number of pre-set questions developed by Alliance members, which would then be subject to a member ballot. Three expressions of interest were received, and DCLT was democratically elected as the lead organisation on 7th February 2019.

Extending out to a Middle Tier Voluntary and Community Sector Organisation, DCLT, the Council is basing the approach on the highly successful experience of Expect Youth and, latterly, the development of a Middle Tier Organisation (MTO) to improve the quality of careers, education, information advice, and guidance for the Borough's young people, as set out in Appendix 2 of the report.

By creating this venture, the Council will help improve the opportunities to secure additional funding and support the financial sustainability of a diverse range of likeminded partners who are all currently working on the same agenda, but not always in a joined up way.

It is proposed to commit a Community Commissioning Investment Fund in the form of a £200,000 grant, which would be apportioned over 3 years to pump prime this new delivery model; in Year 1 - £100k, Year 2 - £66k and Year 3 - £34k. A funding agreement would be put in place incorporating a work plan and an agreed outcomes framework. The work plan would be for the first 6 months, which would be reviewed, and a longer term work plan put in place, with a section considering incorporation of the alliance to a standalone entity.

It is proposed that over the lifetime of the funding agreement, the Council will work with the Alliance in order for them to become a standalone entity. During this period, there would be a robust evaluation carried out at the end of Year 1 and Year 2 to inform the future direction.

Cabinet endorsed the report and fully supported the establishment of an Alliance, and recognised the value in tackling social isolation and loneliness.

#### **4. ALTERNATIVES CONSIDERED AND REJECTED**

Option two - least preferred option:

To not approve the award of a grant to Doncaster Culture and Trust (DCLT) as the lead organisation acting as the accountable body for the Social Isolation and Loneliness Alliance, but support an EU procurement exercise. This option, if supported, would have a significant negative impact on the relationship the Council has developed over time with the Alliance membership. It would be highly likely that the Alliance would be disbanded. Additionally, and key to the Alliance approach, is that the vast majority of funding that is secured over time would be invested in the essential requirements of delivery, with more money as a result getting through to the individual, and correspondingly, less being absorbed by bureaucracy and administration, the latter of which is often where monies are spent, especially when there is more than one commissioned provider.

#### **5. DECLARATIONS OF INTEREST AND DISPENSATIONS**

There were no declarations.

#### **6. IF EXEMPT, REASON FOR EXEMPTION**

Not Exempt.

#### **7. DIRECTOR RESPONSIBLE FOR IMPLEMENTATION**

Damian Allen, Director of People, (DCS/DASS).

### **DECISION 2**

#### **1. AGENDA ITEM NUMBER AND TITLE**

7. Day Opportunities for People with Learning Disabilities and Highly Complex Needs.

#### **2. DECISION TAKEN**

Cabinet agreed to:-

- (1) delegate authority to the Director of People, or nominated Deputy, in consultation with the Cabinet Member for Adult Social Care, to agree and sign off a 3 year Section 76 Agreement from 1st January 2020, between the Council and the CCG. The S76 Agreement is the legal mechanism to facilitate the transfer of funds from the Council to the CCG for the provision of day opportunities provided at the Solar Centre for those individuals with an assessed social care need; and
- (2) note the contract extension of the current arrangements with the Solar Centre for a further period of up to nine months (to 31st March 2020), to provide continuity of day opportunities for individuals transitioning from RDASH residential care to supported living.

### **3. REASON FOR DECISION**

Councillor Rachael Blake introduced a report which sought Cabinet's approval to sign off a 3 year Section 76 Agreement to facilitate the transfer of funds from the Council to the Clinical Commissioning Group (CCG), for the provision of day opportunities provided at the Solar Centre.

On 4th September 2018, Cabinet approved an initiative to transform residential care services provided by Rotherham, Doncaster and South Humber (NHS) Foundation Trust (RDASH), from a residential to a supported living model, to enable people with learning disabilities to live a life with greater independence and greater choice.

A formal tender process had been undertaken, and, in March 2019, Walsingham Support was awarded the contract to provide supported living services to individuals currently living in the nine RDASH residential care homes. This contract is due to commence on 1st July 2019, and Walsingham Support is working positively with residents, families and staff to support the transition from residential care to supported living.

The report presented to Cabinet in September also set out that the provision of day services provided by RDASH at the Solar Centre would be reviewed, and a further report submitted to Cabinet regarding the future provision of day opportunities at the Solar Centre.

The purpose of this report is to set out proposals regarding the use of the Solar Centre from the end of June 2019, when the current contractual arrangement with RDASH, for the provision of day opportunities at the Solar Centre, is due to expire.

The Solar Centre is a building based day centre for people with learning disabilities. Some have complex physical disabilities or behaviours that are challenging, and some individuals also have health needs associated with ageing. The Solar Centre is provided by Rotherham, Doncaster and South Humber NHS Foundation Trust (RDASH) and the Council currently commissions RDASH to provide day opportunities at the Solar Centre on behalf of the Council and the CCG.

Over the past 2 years, the number of people with learning disabilities attending the Solar Centre has declined, predominantly due to alternative provision being identified. In addition, referrals from the Council had declined (one in the last 12 months), whereas the CCG advised that the number of people with assessed health care needs, who required building based day opportunities, had not declined.

A review of people attending the Solar Centre had been undertaken by a range of professionals in consultation with service users and their families. The review focussed on those individuals who were identified as potentially needing continued access to building based day opportunities following the transfer of residential services provided by RDASH, to a supported living model. The new supported living service will be provided by Walsingham Support when the contract starts on 1st July 2019.

The outcome of the reviews had concluded that some people will continue to need a building based service to meet their complex needs, and the majority of the

individuals valued the Solar Centre as it offers specialist resources in a safe, caring and supportive environment.

Walsingham Support will need a transition period from the start of the contract in July of up to 9 months, to allow sufficient time to work with individuals and their families, and advocates to arrange day opportunities which ensure that people whose preference is to access alternative day opportunities outside of the Solar Centre can be supported to do so.

At the end of the transition period, it is anticipated that there would be 20 people who will continue to need and use the Solar Centre. 12 of these individuals have health related care needs, where the CCG is responsible for commissioning health services on their behalf. The Council has responsibility for funding social care needs.

As the CCG has the statutory responsibility for the planning and commissioning of health service, and as there is a declining number of people with social care needs requiring the Solar Centre service, the Council proposes to transfer funding to the CCG to enable the CCG to commission building based day opportunities on behalf of itself and the Council. The CCG is supportive of these proposals.

The budget for the Solar Centre provision in 2019/20 is £604,600. The cost to the Council will reduce as overall numbers of attendees and sessions continue to decline.

Cabinet welcomed the report and were pleased to note that the Council were delivering the right approach for those people with the most complex needs.

#### **4. ALTERNATIVES CONSIDERED AND REJECTED**

During 2018, a range of potential options for day opportunities was explored including soft market testing, development of in-house provision, and the recommissioning of the Solar Service.

The exploration of options was undertaken in recognition of:-

- The majority of the individuals' assessed needs are health related. The CCG is responsible for the planning and commissioning of healthcare services for the local area, and is supportive in fulfilling this function of taking the lead commissioning role for the provision of day care services at the Solar Centre.
- Future demand for a building based day service is likely to be health, rather than social care, related.
- Individuals who use the Solar Centre service value it very highly.

#### **5. DECLARATIONS OF INTEREST AND DISPENSATIONS**

There were no declarations.

**6. IF EXEMPT, REASON FOR EXEMPTION**

Not Exempt.

**7. DIRECTOR RESPONSIBLE FOR IMPLEMENTATION**

Damian Allen, Director of People, (DCS/DASS).

**DECISION 3**

**1. AGENDA ITEM NUMBER AND TITLE**

8. Community Lease/Asset Transfer Policy Review.

**2. DECISION TAKEN**

Cabinet approved the new Community Lettings/Asset Transfer Policy, as attached as Appendix 1 to the report.

**3. REASON FOR DECISION**

Cabinet considered a report introduced by Councillor Joe Blackham, Cabinet Member for Highways, Street Scene and Trading, which sought approval of Doncaster Council's reviewed Community Lettings and Asset Transfer Policy, which was intended to better cater for the needs and capabilities of the range of Voluntary, Community, and Social Enterprise (VCSE) groups operating in the Borough.

Doncaster Council had first adopted a Community Lettings Policy in 2011, which was subsequently revised in 2014 to ensure transfers of land and property to Voluntary, Community and Social Enterprise organisations were able to take place in an efficient and sustainable way.

The Council had experienced numerous successes with the leasing of assets to Community Groups. However, lease lengths were determined on an ad-hoc basis, with little frame of reference. In addition, there was little defined support on offer for less-established community groups who may be interested in acquiring a space to carry out their work. Overall, it was felt that the existing policy was too assets-focused, and did not prioritise the needs and capabilities of community groups sufficiently.

Councillor McGuinness was given assurance that the Council would monitor how well the process works, and how long applications from groups take. Community groups would also be given support with the process, where possible.

**4. ALTERNATIVES CONSIDERED AND REJECTED**

Do nothing – not recommended, as the current Policy does not sufficiently address the concerns of Community Groups.

**5. DECLARATIONS OF INTEREST AND DISPENSATIONS**

There were no declarations.



**6. IF EXEMPT, REASON FOR EXEMPTION**

Not Exempt

**7. DIRECTOR RESPONSIBLE FOR IMPLEMENTATION**

Peter Dale, Director of Regeneration and Environment.

**DECISION 4**

**1. AGENDA ITEM NUMBER AND TITLE**

9. West Moor Link Improvement Scheme.

**2. DECISION TAKEN**

Cabinet gave approval:-

- (1) that Doncaster Metropolitan Borough Council enter into an agreement to draw down £5m funding from Sheffield City Region to deliver the scheme;
- (2) delegation in respect of negotiating and agreeing the final terms and conditions of any funding agreement to the Director of Regeneration & Environment, in consultation with the Mayor and Chief Financial Officer;
- (3) to Authorise the drawn down of £5m SCRIF funding, subject to the estimate of expenditure remaining within the budget, as detailed within the report; and
- (4) that the funding drawn from Sheffield City Region is used alongside that already secured from NPIF to deliver and award contracts for the following elements:-
  - a. Bridge widening
  - b. Junction improvements along the corridor.

**3. REASON FOR DECISION**

Councillor Bill Mordue, Cabinet Member for Business Skills and Economic Development, introduced a report which updated Members on progress to date in relation to the West Moor Link Improvement Scheme and sought approval for the Council to enter into an agreement to draw down funding from Sheffield City Region (SCR) to deliver the Scheme.

The West Moor Link Improvement project is a high priority within the SCR Investment Fund (SCRIF), with £5m of SCRIF funding available to be drawn down. SCRIF funding is conditional on gaining final business case approval. This was in addition to the NPIF at £3.324m and other local contributions, to a total scheme cost of £10.65m.

It was noted that the West Moor Link (A630) connects the M18 Junction 4 with Thorne Road (A18), which is a heavily trafficked urban link, connecting Doncaster Town Centre with the east of the Borough and the strategic road network. The A18 passes under a railway bridge with height restrictions. There are two inbound lanes

and one outbound lane. The height restrictions mean that any diversions for high sided vehicles impacts on Armthorpe if there are issues on the M18 between Junction 3 and 4.

The area suffers from congestion and delays for all modes, particularly during peak times. The route is a key public transport corridor with over 240 buses (both directions) using the link under the rail bridge each week day. The width of the railway bridge over the A18 currently restricts the width of the carriageway beneath it and constitutes a pinch point.

It was reported that additional road capacity could be achieved by creating an additional lane which would allow two outbound lanes, as well as two inbound lanes. To achieve this, the existing railway bridge over the A18 needs to be widened. As the bridge has height restrictions, the scheme would look to remove this by lowering the carriageway underneath the bridge.

Currently there was no provision for cyclists other than using the carriageway. Therefore, the widening of the bridge would also allow space for a shared footway and cycleway, which would remove a gap on the cycle network. This would support access to education, employment and leisure for cyclists.

Traffic modelling Feasibility studies and options appraisals had been completed for the scheme, and demonstrated that the proposed scheme can accommodate the planned developments, as well as the proposed Local Plan proposals for the area.

Preliminary works relating to statutory service diversions commenced in April 2019. The Council had secured a disruptive possession from Network Rail for one week, from the 1st March 2020. These works would have an impact on the network as they would require lane closures and two separate nine day road closures.

A full business case was due to be submitted to SCR in June 2019, to secure funding that has been aligned to this scheme. Once approved, Doncaster Council would need to enter into a funding agreement with SCR to be able to draw down the funding, which needed to be defrayed by 2021.

The A630 West Moor Link Scheme would address current capacity and congestion issues, as well as future proofing the infrastructure so that it is able to accommodate the planned developments in the area. Without investment in the scheme, future developments would create further congestion issues and may result in the viability of further schemes coming forward.

Cabinet endorsed the Scheme going forward and were pleased that the Council were to utilise SCR funding, which would help to maximise Doncaster's businesses. The Scheme would also help to reduce congestion and delay, support developments, minimise impacts on local communities, and provide an enhanced cycle network in the area.

#### **4. ALTERNATIVES CONSIDERED AND REJECTED**

##### Do Nothing:

Doing nothing would mean that congestion issues along this key arterial route into Doncaster would remain. Developments along the route would add to the current difficulties being faced, particularly at the connection with the A18. Modelling results show that there would be a significant breakdown in the performance of the junctions in the area.

##### Do Minimum:

The modelling results show that there is an immediate benefit to simply adding an additional outbound lane underneath the railway bridge. This would relieve the pinch point on the A18, and bring an improved traffic flow along this stretch of carriageway. Existing roundabout junctions would be retained with minor improvements. The “Do Minimum” would therefore require the railway bridge to be widened to accommodate the additional outbound lane.

##### Do Something:

The “Do Something” scenario builds on the benefits of the bridge widening, and seeks to improve a number of junctions along the route. As these are individual junction improvements, they can be delivered as part of a phased approach. The phasing would be dependent on a number of factors and may be influenced by the delivery of developments in the area. The junctions being considered for detailed design are as follows:-

- Shaw Lane Roundabout
- A18/A630 Roundabout
- A630/Barnby Dun Road Roundabout
- A630 Additional Inbound Lane Section
- Mere Lane Housing Access
- Hatfield Lane/Armthorpe Lane Roundabout
- Yorkshire Way Roundabout

#### **5. DECLARATIONS OF INTEREST AND DISPENSATIONS**

There were no declarations.

#### **6. IF EXEMPT, REASON FOR EXEMPTION**

Not Exempt.

#### **7. DIRECTOR RESPONSIBLE FOR IMPLEMENTATION**

Peter Dale, Director of Regeneration and Environment.

At the conclusion of the meeting, the Mayor thanked Jo Miller, Chief Executive for the contribution she had made in driving the Borough forward.

Signed.....Chair/Decision Maker