



Doncaster Council

Agenda

To all Members of the **CABINET**

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

Venue: 007a and b - Civic Office Waterdale, Doncaster, DN1 3BU

Date: Tuesday, 4th June, 2019

Time: 10.00 am

Item

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, 30th May, 2019. 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)

Issued on: Friday, 24th May, 2019

Governance Services Officer for this meeting:

Andrea Hedges
Tel: 01302 736716

4. Declarations of Interest, if any.
5. Decision Record Forms from the meeting held on 7th May 2019 for noting (previously circulated)

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

Key Decisions

6. Social Isolation and Loneliness Alliance	1 - 12
7. Day Opportunities for People with Learning Disabilities and Highly Complex Needs	13 - 30
8. Community Lease/Asset Transfer Policy Review	31 - 46
9. West Moor Link Improvement Scheme	47 - 60

Cabinet Members

Cabinet Responsibility For:

Chair – Ros Jones, Mayor of Doncaster	Budget and Policy Framework
Vice-Chair – Deputy Mayor Councillor Glyn Jones	Housing and Equalities
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 and Chair of Health and Wellbeing Board
Councillor Nuala Fennelly	Portfolio Holder for Children, Young People and Schools and Chief Officers' Appointments Committee.
Councillor Chris McGuinness	Portfolio Holder for Communities, Voluntary Sector and the Environment
Councillor Bill Mordue	Portfolio Holder for Business, Skills and Economic Development
Councillor Jane Nightingale	Portfolio Holder for Customer and Corporate Services.



Doncaster Council

Report

Date: 4 June 2019

To the Cabinet

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Rachael Blake Cabinet Member	All	Yes

REPORT TITLE

THIRD SECTOR PROVIDER ALLIANCE TO ERADICATE SOCIAL ISOLATION AND LONELINESS IN DONCASTER

EXECUTIVE SUMMARY

1. 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 we 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.
2. Whilst Loneliness is not something new the significant changes in the way we live, work, and relate to each other, layered with the shift towards a more digital society means in reality that we are less likely to physically connect or talk to each other 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.
3. Eradicating Social Isolation and Loneliness in Doncaster is a key strategic priority sited in the Health & Wellbeing Board Outcome framework 2018-21. Translating through other key strategies such as the Adults Health & 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.
4. 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.

5. Extensive engagement has taken place over the past 10 months with 17 Third Sector representatives who have responded with great enthusiasm and commitment (Appendix 1). All active representatives have signed up to be part of the Alliance but an accountable lead organisation is 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 Doncaster Culture and Leisure Trust (DCLT) were democratically elected as the Lead Organisation on the 7th February 2019.
6. Extending out to a Middle Tier Voluntary and Community Sector Organisation (DCLT) we are 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 boroughs young people (Appendix2).
7. By creating this venture we 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.
8. We propose committing a Community Commissioning Investment fund in the form of a £200,000 grant, which will be apportioned over 3 years to pump prime this new delivery model. A funding agreement will be put in place incorporating a work plan and an agreed outcomes framework. The work plan will be for the first 6 months then reviewed and a longer term work plan put in place with a section considering incorporation of the alliance to a standalone entity.
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Year 1 = £100k
Year 2 = £66k
Year 3 = £34k
9. It is proposed 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 will be a robust evaluation carried out at the end of year 1 and year 2 to inform the future direction.

EXEMPT REPORT

10. There are no exemptions to this report.

RECOMMENDATIONS

11. It is recommended that the contents of this report are noted and that the following is recognised and agreed:-
 - a) To support the commitment of a Community Commissioning Investment fund of £200,000 apportioned over a three year period.

- b) To support the organic transition over the lifetime of the funding agreement from an Alliance hosted by a lead organisation (DCLT) to a standalone entity as yet to be determined.
- c) An in principle agreement to consider a sustainable commissioning model post three year investment. Officers to present a proposal July 2021.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

12. Social isolation and loneliness are increasingly common experiences for Doncaster residents. The *Doncaster Talks* report (presented in 2018 to the Health and Wellbeing Board) described how social connection, mental wellbeing and ability to experience new things are key drivers of health and wellbeing. Social isolation and loneliness can affect anyone at any time and can be triggered by a number of life changing circumstances, whether it be unemployment, homelessness, bereavement, relationship break down, bullying and harassment, transport issues or other socio-economic and life-changing circumstances.

BACKGROUND

13. Loneliness and social isolation are not the same thing. Loneliness is a subjective concept, which is influenced not only by circumstances and events, but is also subject to cultural and psychological factors. Whereas social isolation is an objective state whereby the number of contacts a person has can be counted. One way of describing this distinction is that you can be lonely in a crowded room, but you will not be socially isolated.
14. Social isolation is not just an issue of older age. People can become socially isolated at any age, often as a result of a trigger event such as having a baby, moving to a new house, being made redundant or being widowed. However, many trigger events are likely to hit hardest later in life, where isolation can also be triggered by deteriorating health, lack of mobility and increasing physical frailty. As a result, social isolation has a strongly negative impact on outcomes in older age and is a major contributing factor in the decline into dependency for older people.
15. The need to take urgent action to address the impact of loneliness and social isolation is recognised in two national campaigns. These are: The Jo Cox Commission on Loneliness a “call to action” and The Campaign to End Loneliness. both have been influential and effective in raising the profile of loneliness and isolation as national priority.

Campaign to end Loneliness website
<https://www.campaigntoendloneliness.org/home/>

16. Loneliness and social isolation are harmful to our health: research shows that;
 - *Loneliness is as bad for you as smoking 15 cigarettes a day. (Holt-Lunstad, 2010)*
 - *Loneliness is worse for you than obesity. (Holt-Lunstad, 2010)*
 - *Lonely people are more likely to suffer from dementia, heart disease and depression. (Valtorta et al, 2016) (James et al, 2011) (Cacioppo et al, 2006)*
 - *Loneliness is likely to increase your risk of death by 29% (Holt-Lustad, 2015)*

17. Adults, Health and Wellbeing and health commissions a range of services that support older and vulnerable people and actively reduce social isolation. In addition a £400,000 Community Investment Programme was recently launched inviting groups/organisations to apply to the programme to try out new ideas and different ways to enable people of all ages to stay as independent for as long as possible and to reduce loneliness.
18. The Care Act 2014 established the “*wellbeing principle*”, making promoting wellbeing the core purpose of local authorities. Given the clear links between loneliness and poor wellbeing, Local Authorities must include actions to address loneliness and isolation.
19. One of the key principles of our transformation is to support people to **have a life, not a service**. The Care Act 2014 challenges us to think about asset based approaches and meeting people’s needs rather than providing services. The Council are already taking steps to reduce social isolation by providing services that connect people to each other and their communities. In addition in recent market shaping work we have been working with providers to help them diversify their offer into supporting people to connect with others and activities in their local community not just access commissioned services.
20. Strategically since January 2015 loneliness has been highlighted as an issue for consideration through the Doncaster Health and Adult and Social Care Overview and Scrutiny Committee. The purpose was to gather an understanding about loneliness in the borough, how it is being addressed and examples of good practice.
21. A year later, in February 2016, a Health and Wellbeing Board workshop was facilitated by ‘the *Campaign to End Loneliness*’ to help the Board to develop its strategy for addressing loneliness and social isolation, specifically in older people. A wealth of ideas was generated around foundation services, direct interventions, gateway services and structural enablers. The follow-up report recommended that Doncaster Health and Wellbeing Board develop a consistent strategy and action plan, recognising all the assets at its disposal and involving the third sector.
22. Since 2016 there have been a number of initiatives that have clearly demonstrated a commitment to this agenda. For example following the Campaign to End Loneliness workshop, the Public Health Team scoped an ‘offer’ which could help address and support the loneliness agenda. In 2017 third sector partners came together to begin mapping what provision exists in Doncaster to help address loneliness and social isolation. In the same year an elected member’s initiative to enlist loneliness champions was implemented through the Stronger Communities team, in a drive to encourage elected members to engage with their local communities on this issue.
23. In April 2018 a Health and Wellbeing Board workshop was held at the Doncaster High Speed Rail College with 36 participants from a wide range of agencies including the public sector and third sector providers to focus on the priorities around the social isolation and loneliness agenda. Councillor Rachael Blake gave her full commitment to this agenda as well a plea to all ‘that loneliness should be eradicated in Doncaster by 2021’ and that actions should be simple and immediate. The next steps identified from the workshop and the stakeholder group were to look at developing an alliance to take the issue going forward.

24. In early 2018 a stakeholder meeting chaired by the Director of People was held at the Civic Office which included the Chair of the Health and Wellbeing Board, members of Communities, public health and third sector partners to re-ignite this agenda and review priorities going forward. The outcome of the meeting was a consensus around the concept of a Social Isolation and Loneliness Alliance along with a consensus that an all- age approach is taken.
25. Next actions/steps for the Social Isolation and Loneliness Alliance are:
 - Develop a wider understanding and sharing of what each of the organisations deliver and scoping of areas for opportunity/innovation
 - Agree governance for the Alliance
 - Work with the Strategy & Performance Unit and academic partners (the Centre for Loneliness at Sheffield University who have expressed interest in supporting the Alliance's development) to explore impact measurement and research on best practice/innovation.
 - Develop a local loneliness charter
26. The Council has developed a Memorandum of Understanding relating to the Alliance with the lead provider (DCLT) along with a Funding Agreement that sets out the Governance arrangement, funding allocation and outcomes monitoring framework aligned to the overarching Commissioning Principles. Included within the funding agreement will be the initial 12 month action plan developed by the Alliance Membership.
27. Extending out to a democratically elected Middle Tier Organisation (DCLT) will provide the real opportunity to access certain benefits not legally and operationally available to the Council. For example the ability to access grant funding regimes and central government funding that are not necessarily available to local government.
28. Having a shared delivery and outcome plan linked to potential funding opportunities will bring financial and sustainable benefit. This activity will further support and connect with more formal services operating at area level.

OPTIONS CONSIDERED

29. Option one - Preferred option:

To approve the award of a grant to Doncaster Culture and Leisure Trust (DCLT) as the Lead Organisation acting as the accountable body for the Social Isolation Alliance.

30. 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 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.

REASONS FOR RECOMMENDED OPTION

31. Social isolation and loneliness are national and local priorities. Anyone can become social isolated or lonely through their life course and it is everyone's business to eradicate this issue.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

32.

	Outcomes	Implications
	<p>Doncaster Working: 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"> • Better access to good fulfilling work • Doncaster businesses are supported to flourish • Inward Investment 	<p>Through employment opportunities residents can feel socially connected and feel a sense of purpose at work.</p>
	<p>Doncaster Living: 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"> • 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 	<p>Residents are socially connected and active in their communities, reducing the impact of social and loneliness. Happier, better-connected people have a higher quality of life overall.</p>

	<p>keeping Doncaster Clean</p> <ul style="list-style-type: none"> • Building on our cultural, artistic and sporting heritage 	
	<p>Doncaster Learning: 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"> • 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>Education is a life skill but also promotes social interaction and connectedness which can then continue throughout life. It provides life skills and experiences which can be transferred to future generations and promote community cohesion.</p>
	<p>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> • 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>The health and wellbeing of families is fundamental to community cohesion. The role of carers is also a key priority.</p>
	<p>Connected Council:</p> <ul style="list-style-type: none"> • 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 • Working with our partners and residents to provide effective leadership and governance 	<p>Residents can build community resilience by supporting others through social connections. Local befriending services are part of this infrastructure.</p>

RISKS AND ASSUMPTIONS

33. There are no immediate risks within this report.

LEGAL IMPLICATIONS Officer Initials Date 26th April 2019

34. Section 1 of the Localism Act 2011 gives the local authority the power to do anything that individuals may generally do.

S111 Local Government Act 1972 states that a local authority shall have power to do anything (whether or not involving the expenditure, borrowing or lending of money or the acquisition or disposal of any property or rights) which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions.

Capital allocations must be made in accordance with the Council's Financial Procedure Rules.

As lead body for the Social Isolation and Loneliness Alliance, DCLT should sign a funding agreement to confirm the acceptance of the terms and conditions of this funding. Once signed, the funding agreement should be monitored to ensure the funds are spent in accordance with approved Projects.

FINANCIAL IMPLICATIONS HR 29/04/19

35. The Community Led Support scheme has a combination of BCF and iBCF approved budget, tackling social isolation and loneliness is part of this scheme and £200k of the afore mentioned funding has been set aside to pay for delivering this. Year 1 £100k in 2019/20 will be funded from BCF and years 2 and 3 £66k and £34k respectively will be funded from iBCF

As this is to be paid to DCLT as a grant Financial Procedure Rule E.14 applies, 'The approval of Cabinet is required for all grants and annual assistance to external bodies with a financial value of £50,000'. A funding agreement with DCLT should be drawn up to ensure appropriate monitoring and performance arrangements are in place to safeguard council resources.

HUMAN RESOURCES IMPLICATIONS [Officer Initials BT Date...23/04/2019.]

36. There are no HR implications applicable as far as this proposed grant to DCLT for this update report is concerned.

TECHNOLOGY IMPLICATIONS [Officer Initials ET Date 25/04/19]

37. There are no technology implications as per the attached report.

HEALTH IMPLICATIONS [Officer Initials...LW...Date 24.4.19]

38. Social isolation and loneliness are becoming big health issues for all partners likened to the obesity epidemic and it can be hugely detrimental to the health and wellbeing of our residents. Social connections are the key. The impact of social isolation and loneliness on our health and social care system cannot be underestimated particularly with an increasing ageing population with complex needs.

EQUALITY IMPLICATIONS [Officer Initials...FW... Date...30.04.19]

39. Everyone has the right to good health care and services and also the right to live in a safe and healthy community. No one should need to feel isolated and lonely if the

environment is right. To eradicate social isolation and loneliness, everyone should make it their business to ensure that friends and family have support and have access to good information. It does not have to be complicated – we simply need to ask people if they are ok and just checking in on our neighbours, friends and families can make all the difference.

CONSULTATION

40. The Health and Wellbeing Board workshops in 2016 and 2018 and the meetings with key stakeholders from the third sector (Voluntary, Community, Faith and Social Enterprise) in recent months have provided meaningful consultation around the social isolation and loneliness agenda. The *Doncaster Talks* insights work has also provided invaluable insight into the local behaviours and personas of local residents and further examples may be sought through the Well Doncaster project and other community based initiatives. This work needs to be further enhanced through further mapping and consultation with the wider community sector and the local population through further community engagement work. The Social Isolation and Loneliness Alliance will continue to build upon the foundations of this work.

BACKGROUND PAPERS

41. Health and Adult Social Care Overview and Scrutiny panel report (January 2015)
Loneliness into Connections - Doncaster Campaign to End Loneliness workshop Report (February 2016)
Health and Wellbeing Loneliness Workshop report (April 2018)
Doncaster Talks report 2018

REPORT AUTHOR & CONTRIBUTORS

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Appendix 1.

List of Social Isolation and Loneliness Alliance members:-

- Age UK Doncaster
- B:Friend
- Doncaster Alcohol Services
- Doncaster Community Arts (DARTS)
- Doncaster Culture and Leisure Trust – Middle Tier Organisation (MTO)
- Doncaster Deaf Trust
- Doncaster Mind
- Edlington Hilltop Centre
- Inspire
- Live Inclusive
- MHA Methodist Homes
- Motiv8
- North Doncaster Development Trust (NDDT)
- Partially Sighted Society
- People Focused Group (PFG)
- South Yorkshire Housing Association – Social Prescribing
- The Conservation Volunteers (TCV)

Invited and interested but not fully engaged

- Aspiring2
- Alzheimer's Society
- Cascade Foundation
- Choices4Doncaster
- Edlington Community Organisation (ECO)
- Reread
- Royal Voluntary Service

Appendix 2.

Executive Summary of Discussion Paper February 2019 titled:- Defining our approach to the Middle Tier Organisation (MTO).

- The 'Middle Tier Organisation' is an organisation which serves to broker, commission or provide services at an aggregated level above smaller organisations but below central government. A cross-thematic working group of SPU Officers have formulated a working set of criteria for defining a Middle Tier Organisation. Adoption of this definition would make us one of the first councils in the country to systematically define service provision at this level.
- In October 2016 Cabinet took a decision to support the development of a new model in fulfilling Doncaster Council's statutory duty to provide positive activities for children and young people. The first Middle Tier Organisation (MTO) namely EXPECT Youth made up of an alliance of organisations in the borough presented a different way of working for Doncaster Council and for the delivery of a youth offer.
- While the presence of the Middle Tier is most immediate to the current debates around service provision in learning, the application of the concept of a Middle Tier Organisation (MTO) can be of use when discussing policy and partnership approaches in other themes within Doncaster Growing Together (DGT).
- In the current national political and financial environment, MTOs are likely to grow in importance.
- Locally, we are currently creating a new MTO, the new Careers Information, Advice and Guidance (CIAG) organisation, which is being co-commissioned by the Doncaster Chamber of Commerce and Doncaster Council. This new organisation will be based on the highly successful experience of EXPECT Youth.
- The Commissioning and operation of MTOs confer a range of benefits in the provision of public goods and services, including access to a variety of legal and financial structures, access to external funding, a de-municipalisation of branding, opportunities for increased specialism and commercialisation and a chance to formalise partnership working arrangements.
- There is a great variety in the legal form and function of MTOs and as a consequence, adopting a 'one size fits all' policy towards the operation of these organisations would limit our room to tailor operational responses to some of the challenges faced within each of the DGT themes.

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Doncaster Council

Report

Date: 4th June 2019

THE CHAIR AND MEMBERS OF CABINET

REPORT TITLE Day Opportunities for People with Learning Disabilities and Highly Complex Needs

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Cllr Rachael Blake	All	Yes

1. EXECUTIVE SUMMARY

- 1.1 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.
- 1.2 A formal tender process has been undertaken and in March 2019, Walsingham Support were 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 the 1st July 2019 and Walsingham Support is working positively with residents, families and staff to support the transition from residential care to supported living.
- 1.3 The September Cabinet report 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.
- 1.4 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.
- 1.5 The SOLAR Centre is a day centre for individuals with a learning disability, some have complex physical disabilities or behaviours that challenge, some individuals also have health needs associated with ageing.

www.doncaster.gov.uk Draft 22 080519

- 1.6 Since July 2017, the number of people attending the Solar Centre has declined by 14 people, predominantly due to alternative provision being identified. In addition referrals from the Council has declined (one in the last 12 months), whereas the CCG advise that the number of people with assessed health care needs who require building based day opportunities has not declined.
- 1.7 19 of the current 43 individuals attending the Solar Centre live in the RDASH Residential homes which are transforming to supported living. Many of these will not need a building based service and Walsingham Support will need a transition period to allow sufficient time to work with individuals/their families/advocates to develop their day opportunities offer. It is likely that this period will be up to nine months to ensure continuity of day opportunities for individuals over the transition period.
- 1.8 At the end of the transition period, it is anticipated that there will be a remaining cohort of approximately 20 individuals (needing a building based service to meet their complex needs), eight individuals have health related needs (CCG responsibility), eight individuals have social care needs (remain the responsibility of the Council) and four individuals have both health and social care needs (will require joint funding).
- 1.9 The Council currently commissions RDASH to provide day opportunities at the Solar Centre on behalf of the Council and the CCG. However, as the CCG has statutory responsibility for the planning and commissioning of health services, the Council propose to transfer funding to the CCG to enable the CCG to commission building based day opportunities on behalf of itself and the Council.

2. EXEMPT REPORT

- 2.1 No

3. RECOMMENDATIONS

- 3.1. For Cabinet to:-

- Delegate authority to agree and sign off a 3 year Section 76 Agreement from 1st January 2020, between the Council and the CCG, to the Director of People, or nominated Deputy, in consultation with the Cabinet member for Adult Social Care. 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.
- 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.

4. WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

4.1. Doncaster Council and the CCG :-

- Hold the principle that people with the most complex needs have the same rights as other people.
- Are committed to developing services that are person centred, giving people who use services, as much choice and control as possible about the services and support they receive.
- Are committed to service developments based on assessed needs of the people who will use them. Individuals who require building based day opportunities will continue to receive services and support without disruption to their care provision.

5. BACKGROUND

5.1. The Council currently commissions residential care and day opportunities for individuals with profound learning disabilities and complex needs and behaviours that challenge from RDASH. The day opportunities are provided at the Solar Centre which is owned by RDASH under contractual arrangements.

5.2 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.

5.3 Reviews of the residents living in the RDASH Residential Care Homes and consultation with families concluded, in the majority of cases, it is in the individuals best interests to remain in their current accommodation with their needs better met and life opportunities enhanced through supported living.

5.4 This accords with a key principle agreed by all partners that people with the most complex needs have the same rights as other people; to live in a home of their own and be an active part of their local community. There are already many people with complex needs living safely in supported accommodation in Doncaster with good outcomes being achieved.

5.5 Transformation of the RDASH Residential Care Homes will increase citizenship and the extent to which people with more complex needs are active members of their communities and have greater choice and control. Services they receive will be based on need and aspiration

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

5.7 The September Cabinet report 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.

- 5.8 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 the Solar Centre is due to expire.
- 5.9 During January and February 2019, a review of the assessed needs of people attending the Solar Centre was undertaken by Care Management Social Workers, Continuing Health Care team and Section 117 Nurse from RDASH. Assessments included Assessment of health needs, Care Act and Best interest assessments (where required).
- 5.10 The reviews focussed on individuals who were identified as potentially needing continued access to a building based day opportunity service post implementation of the new supported living contract with Walsingham Support.
- 5.11 The needs assessments were reviewed in collaboration with the individual's family members and/or advocate and supporting health and social care professionals.
- 5.12 Alongside the review, a range of potential options for day opportunities were also explored including soft market testing, development of in house provision, re-commission of the Solar Centre Service.
- 5.13 The outcome of the review and the exploration of options concluded that:-
- Individuals who use the Solar Centre, value it highly,
 - A small number of people will continue to need a building based service to meet their highly complex needs,
 - Alternative day opportunities which better meets the needs of individual should be made available where this has been expressed as a preference by the individual, their family member and or their advocate.
 - The future demand for a building based day service is likely to be health, rather than social care related.
- 5.14 The service provided at Solar Centre will be further developed, with a refresh of the Service Specification, to ensure that the people of Doncaster continue to receive services that are needs and strengths based and enable them to achieve their potential outcomes.
- 5.15 There are 43 individuals attending the Solar Centre during the day, 19 individuals live in RDASH residential homes, 16 live with family and 8 individuals live in other residential accommodation. The individuals all have a learning disability, some have complex physical disabilities or behaviours that challenge, some individuals also have health needs associated with ageing.
- 5.16 The number of people attending the Solar Centre has declined by 14 people since July 2017. The Council has made one referral to the Solar Centre in the past 12 months, which shows that there is a declining number of people with assessed social care needs requiring Solar Centre day care provision. On the other hand, the CCG, has indicated that the number of people with

assessed health care needs who require building based day opportunities has not declined over the past 12 months.

- 5.17 The Council in partnership with the CCG are committed to move to a position where services are more personalised, which means giving people who use services as much choice and control as possible about the services and support they receive. A clear strategic aim for the Council and the CCG is to increase choice, control and independence about the day opportunities individuals choose to receive to improve life outcomes and wherever possible to enable alternative day opportunities for individuals in community settings closer to where people live
- 5.18 Of the 43 individuals attending the Solar Centre, those individuals who do not need a building based service and who reside in Walsingham homes or other residential accommodation will either access day opportunities provided by Walsingham Support or in their community setting. It is recognised that Walsingham will need a transition period to allow sufficient time for them to work with individuals/their families/advocates to develop their day opportunities offer i.e. for those individuals whose preference is to access alternative day opportunities outside of the Solar Centre arrangements. It is proposed that this period should be up to nine months to ensure that we provide continuity of day opportunities for individuals over the transition period.
- 5.19 At the end of the nine months, it is anticipated that there will be a remaining cohort of approximately 20 individuals (assessed as needing a building based service to meet their complex needs), eight individuals have health related care needs, where the CCG is responsible for commissioning healthcare services their behalf, eight individuals have social care needs and remain the responsibility of the Council and four individuals have both health and social care needs and will require joint funding by the Council and the CCG.
- 5.20 The Council currently commissions RDASH to provide day opportunities at the Solar Centre on behalf of the Council and the CCG. However, as the CCG has statutory responsibility for the planning and commissioning of health services, the Council propose to transfer funding to the CCG to enable the CCG to commission building based day opportunities on behalf of itself and the Council.
- 5.21 The new arrangements will be under a 3 year legal Agreement (known as a Section 76 Agreement) under a joint service specification, i.e. recognising that the Council has a diminishing need to commission building based day opportunities for individuals with social care needs and enabling the CCG to continue to provide building based day opportunities to support individuals with complex health care needs.

6. FINANCIAL ARRANGEMENTS

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

- 6.3. Once the S76 is in place, council will fund the service for people with social care assessed and the CCG will fund the day opportunities for those people with assessed health needs through the contract extension period onwards.

7. OPTIONS APPRAISAL

- 8.1 The transformation of Residential Services, coupled with recent needs review of people attending the Solar Centre Service has identified that currently circa twenty people with learning disabilities, complex needs and behaviours that challenge, will continue to need access to a building based day service that:
- a) Provides a range of specialist resources to meet the complex health, behavioural, personal and social care needs of this group of people
 - b) Meets the therapeutic and health needs of this group of people
 - c) Is outcomes based
 - d) Integrates with the wider community day opportunities

8. OPTIONS EXPLORED AND CONSIDERED

- 8.1 During 2018, a range of potential options for day opportunities was explored including soft market testing, development of in house provision, re-commissioning of the Solar Service.
- 8.2 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,

9. RECOMMENDED OPTION

- 9.1. Based on the review of the options explored as referred to in paragraph 8, it is recommended that the Council enter into a Section 76 Agreement (as set out in paragraph 3) with the CCG on the basis that this approach:-
- a) Is consistent with the identified needs and choices of the individuals, recognising that the majority of individuals have health based needs
 - b) promotes Doncaster's aspirations to jointly commissioning services as set out in the new Health and Social Care Joint Commissioning Strategy
 - c) Is legally compliant with the NHS Act 2006 (2013 Directions) and does not breach EU procurement legislation
 - d) Is supported by both the CCG and RDASH

10. IMPACT ON THE COUNCIL'S KEY OUTCOMES

	Outcomes	Implications
	<p>Doncaster Working: 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"> • Better access to good fulfilling work • Doncaster businesses are supported to flourish • Inward Investment 	<p>This proposals will enable people to have more choice about how they spend their day opportunities.</p>
	<p>Doncaster Living: 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"> • 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>Ensures the services are viable and sustainable for the future for younger people coming through transitions with similar needs</p>
	<p>Doncaster Learning: 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"> • 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>This proposal will enable people to have more choice about how they spend their day and have more fulfilling lives with greater levels of opportunities for of independence.</p>

	<p>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> • 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>This proposal will enable continuity of quality of care for people with profound complex needs and behaviours that challenge whilst supporting and creating opportunities for greater independence.</p>
	<p>Connected Council:</p> <ul style="list-style-type: none"> • 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 • Working with our partners and residents to provide effective leadership and governance 	<p>This proposal will ensure a more modern model of service delivery, and will enable the Council/CCG to ensure that future services provide value for money and that they align to the personalisation agenda.</p>

11. RISKS AND ASSUMPTIONS OF PREFERRED OPTION

11.1 Risks

There is a risk of failure to agree the Section 76 with the CCG or the CCG fail to agree the contract with RDASH for day care provision at the Solar Centre. The Council is currently working with the CCG and RDASH to agree both contracts

11.2 Assumptions

- a) That the attendance of the individuals will remain stable and consistent in the long term.
- b) It is anticipated that any future increase in demand will be led by Health, whilst Social Care needs will likely diminish over time as other day opportunity options are identified and explored).

12. LEGAL IMPLICATIONS [Officer Initials PC Date 08.05.19]

12.1. Section 1 of the Localism Act 2011 provides the Council with a general power of competence, allowing the Council to do anything that individuals generally may do.

12.2. The Care Act 2014 sets out the Council's duties in relation to assessing the

need for care and support of service users within its area.

- 12.3. A Letter of Agreement has been put in place with RDaSH to regulate the current service.
- 12.4. Section 76 of the National Health Service Act 2006 (as amended by the Health and Social Care Act 2012 and the National Health Service (Conditions Relating to Payments by Local Authorities to NHS Bodies) Directions 2013 permits a local authority to make payments to a Clinical Commissioning Group towards expenditure incurred or to be incurred by that body in connection with the performance by it of prescribed functions.
- 12.5. Doncaster Clinical Commissioning Group 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.
- 12.6. Legal Services to be consulted over the drafting of the section 76 Agreement which should incorporate an obligation on the CCG to only use the monies for the stated purpose and provide a power for the Council to take part in contract monitoring and reviews of the service.
- 12.7. Legal Services to also be consulted over extending the Letter of Agreement until such time as a section 76 Agreement can be put in place.
- 12.8. The decision maker (cabinet) must be aware of their obligations under the public sector equality duty ("PSED") in s149 of the Equality Act 2010. It requires public authorities when exercising their functions to have due regard to the need to eliminate discrimination, harassment and victimization; advance equality of opportunity; and foster good relations between people who share relevant protected characteristics and those who do not.
- 12.9. As the decision maker, Cabinet must ensure that they have seen the due regard statement. The duty must be exercised in substance, with rigour, and with an open mind. It is for the decision-maker to decide how much weight should be given to the various factors informing the decision, including how much weight should be given to the PSED itself. The decision maker must also pay regard to any countervailing factors and decide the weight to be given to these, which it is proper and reasonable to consider which includes budgetary pressures, economics and practical factors that affect the delivery of the service.

13. FINANCIAL IMPLICATIONS [Officer Initials...CE Date...08/05/2019

- 13.1. The annual cost of the current block contract for the Solar Centre is £656k, which takes account of an agreed £85k reduction applied in 2018/19 due to changes in demand / activity levels.
- 13.2. The Council meets the full cost of this contract; the Doncaster CCG doesn't currently make contributions towards it, The total annual budget held to meet the cost of this contract is £605k. The Council is therefore currently absorbing a cost pressure of circa £51k per annum (based on 2018/19 contract value).

- 13.3. The current contract for the Solar Centre is due to end on 30th June 2019. An extension is to be agreed with RDaSH for a further nine months, to allow for continuity of service until a section 76 agreement takes effect. A cost reduction (value still to be agreed) for the Council should be achieved as part of the contract extension due to a decrease in attendance levels of social care clients, but also as a result of the CCG paying their share of the contract cost from 1st July 2019; this will help to bring the costs for the Council under budget and so will immediately begin contributing towards the savings targets for Day Opportunities.
- 13.4. Following the review of Service Users' needs, a costing exercise was undertaken to estimate the future cost of specialist building based day opportunities for the 20 individuals who will still require this type of provision in the long term. This exercise considered the current attendance data as well as the current Continuing Health Care (CHC) status of each individual, and applied a sessional cost derived by RDaSH (which the AHWB Commissioning Team judged to be competitive based on the available market test data).
- 13.5. The conclusions drawn from the exercise was that the future provision would cost in the region of £568k per annum. Please note; this figure is underpinned by numerous assumptions, including:
- a) The cost per session being a fair reflection of the true cost of the provision described
 - b) The attendance of the individuals remaining stable and consistent in the long term;
 - c) Doesn't take into account any potential growth / decline in client numbers for these services (it is anticipated that any future increase in demand will be led by Health, whilst Social Care needs will likely diminish over time as other day opportunity options are identified and explored).
- 13.6. The majority share of the estimated cost would relate to Health needs, which the Doncaster CCG would meet following the transfer of the Lead Commissioning role from the Council to the CCG under a section 76 agreement (as per the preferred option specified in this report). The estimated cost share for the CCG is £293k p.a.; the Council would meet the remaining cost of £275k p.a. Any future change to the CHC status of an individual would alter the apportionment of the contract costs.

14. HUMAN RESOURCES IMPLICATIONS [Officer Initials BT Date 08/04/19]

- 14.1. There are no obvious HR implications as a result of the proposed option to transfer of the lead commissioning of these services currently provided by Doncaster Council to the Doncaster CCG

15. TECHNOLOGY IMPLICATIONS [Officer Initials PW Date 04/04/19]

- 15.1. There are no anticipated technology implications in relation to this report.

16. HEALTH IMPLICATIONS [Officer Initials...HC.....Date 09/04/19]

16.1. The approach should improve and protect health and reduce inequalities, as the preferred option will promote maximum independence and asset based support, whilst still catering for small numbers of people who need a traditional building based model of care. Decision makers will want to be aware of impact of the current approach, and how measuring could be strengthened, including the cost-effectiveness of the approach and any opportunity costs.

17. EQUALITY IMPLICATIONS [Officer Initials..... Date.....]

17.1 See Legal Implications Section.

18. CONSULTATION

18.1. Throughout 2018/9 Doncaster Council, has undertaken a comprehensive consultation and review of the needs, preferences and best interests of the people using the Solar Centre and their families.

18.2. The consultation, as part of the wider review of RDASH Residential services, included agreed communications from RDASH, Doncaster CCG and Doncaster Council, to the individuals, their families and advocates; and individual consultations undertaken by Social Workers and the wider Multidisciplinary team supporting those clients.

18.3. Staff and service users of the Solar Centre were asked for their views on the benefits, limitations and potential developments of the Solar Centre, with a particular focus on the views of clients and their families and / or advocates.

18.4. 55 clients and their families, and /or advocates where appropriate, were consulted, including:

- 24 people living in RDASH Residential Care Homes
- 16 people living with their family
- 15 people living in the community / other residential care.

18.5. The consultation identified that the majority of people who use the service:

- Value the Solar Centre as it offers a caring and supportive environment for people with Learning Disabilities and a wide range of health and care needs.
- The Building offers specialist resources to meet the needs of a specific group of people with highly complex and challenging needs.
- Value the service as a safe and reliable service that enables them peace of mind, while offering day care respite services for their family member.
- Families and the multidisciplinary team identified that there is a defined group of people with highly complex needs and behaviours that challenge, who will continue to need the Solar Centre or alternative building based day service, to ensure their needs will continue to be met.

- 8 families recognise the potential need for further development of Day Care Services and expressed their interest to participate in any future developments.

19. BACKGROUND PAPERS

4th September Cabinet Report titled Transformation of residential care services for people with learning disabilities, provided by Rotherham, Doncaster and South Humber NHS Foundation Trust

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EQUALITY, DIVERSITY AND INCLUSION

DONCASTER METROPOLITAN BOROUGH COUNCIL

Due Regard Statement

Day Opportunities for People with Learning Disabilities and Highly Complex Needs

How to show due regard to the equality duty in how we develop our work and in our decision making.

Due Regard Statement

A **Due Regard Statement** (DRS) is the tool for capturing the evidence to demonstrate that due regard has been shown when the council plans and delivers its functions. A Due Regard Statement must be completed for all programmes, projects and changes to service delivery.

- A DRS should be initiated at the beginning of the programme, project or change to inform project planning
- The DRS runs adjacent to the programme, project or change and is reviewed and completed at the relevant points
- Any reports produced needs to reference “Due Regard” in the main body of the report and the DRS should be attached as an appendix
- The DRS cannot be fully completed until the programme, project or change is delivered.

1	<p>Name of the ‘policy’ and briefly describe the activity being considered including aims and expected outcomes. This will help to determine how relevant the ‘policy’ is to equality.</p>	<p>As part of the strategic review of the RDaSH Residential Care and Day Care Services (Solar Centre) for people with Learning Disabilities, it was identified that following the transformation of Residential Care to Supported Living, a defined group of people with Learning Disabilities will continue to need building based Day Services in order for their needs to be met.</p> <p>The group of people have complex needs and behaviours that challenge, and overall, more health than social care needs being met at the Solar Centre.</p> <p>An Options Appraisal has been undertaken to recommend the best approach to progress the commissioning of the Building Based services. The outcomes of the individuals assessments have been included within options appraisal.</p> <p>It is recommended that Doncaster Council transfers the Lead Commissioning role to NHS Doncaster CCG under Section 76 agreement as:</p> <ul style="list-style-type: none"> o The approach is consistent with the identified needs of the individuals, recognising that the majority of individuals in question have health based needs also. o It promotes Doncaster’s aspirations to deliver greater joint commissioning arrangements between Doncaster Council and NHS Doncaster CCG, as articulated in the new Health and Social care Joint Commissioning Strategy o Discussions to-date with NHS Doncaster CCG colleagues have indicated that they are supportive of this approach.
2	<p>Service area responsible for completing this statement.</p>	<p>Doncaster Council Adults, Health & Wellbeing Directorate</p>
3	<p>Summary of the information considered across the protected groups.</p>	<p>The current service at Solar Centre is commissioned by the Council on behalf of the Council and NHS Doncaster CCG. The transfer of the commissioning lead function therefore will not in itself impact on the service specification or the service delivered. The current service will continue to be provided as it is now, and the existing</p>

		<p>contract the NHS Doncaster CCG holds with RDaSH will be varied to include this service. (subject to legal advice to the CCG).</p> <p>Once the Lead Commissioning role is transferred to the CCG, and should the CCG decide to recommission the service, a further review of the service and an Equality Impact Assessment will be required.</p>
4	Summary of the consultation/engagement activities	<p>NHS Doncaster CCG and Doncaster Council have produced a Joint Commissioning Strategy which includes the transformation of Learning Disability Services.</p> <p>While the CCG will have lead commissioning function for the commissioning of Building Based Day Opportunities for this defined group, Doncaster Council will continue to seek feedback and evaluation from people who use services and their families / advocates as part of service monitoring and review, through</p> <ol style="list-style-type: none"> 1. Learning Disability Strategy Co-Production 2. Care Review and Best Interest Reviews.
5	Real Consideration: Summary of what the evidence shows and how has it been used	NA
6	Decision Making	An options appraisal for the future commissioning approach for the Building Based Day Opportunities for people with Learning Disabilities with complex needs and behaviours that challenge has been undertaken, following significant
7	Monitoring and Review	<p>A project management approach is currently and will continue to be used to facilitate a safe, best practice introduction of any new/changed services.</p> <p>The DRS is a live document and as such should be regularly reviewed, revised and updated to ensure that due regard is taken at all points whilst the project is being implemented. The senior manager identified to sponsor the project will have overall responsibility for the due regard of service users. This manager will continuously monitor</p>

		through the care management team and commissioning managers (Doncaster Council, CCG, RDaSH, SYHA and Sanctuary Housing) assigned to the project.
8	Sign off and approval for publication	

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Doncaster Council

Report

Date: 4th June, 2019

To the Chair and Members of the Cabinet

Doncaster Council Community Lettings & Asset Transfer Policy

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Cllr. Joe Blackham Cllr. Rachael Blake Cllr. Chris McGuinness Cllr. Nuala Fennelly	All	Yes

EXECUTIVE SUMMARY

1. This report sets out Doncaster Council's reviewed Community Lettings & Asset Transfer policy which is intended to better cater for the needs and capabilities of the range Voluntary, Community, and Social Enterprise (VCSE) groups operating in the borough.

EXEMPT REPORT

2. The report is not exempt.

RECOMMENDATIONS

3. That Cabinet approve the new Community Lettings/Asset Transfer policy attached as appendix 1.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

4. The new Community Lettings & Asset Transfer policy will ensure that VCSE groups benefit from occupational arrangements that best suit their needs and experience, enabling them to better serve the people of Doncaster. Given the range of services provided by the third sector in the borough, from leisure, to healthcare, to education, the policy will have a considerable impact upon the wellbeing of a large number of citizens in Doncaster.

www.doncaster.gov.uk

BACKGROUND

5. Doncaster Council first adopted a Community Lettings policy in 2011, and subsequently revised it in 2014 to ensure transfers of land and property to VCSE organisations were able to take place in an efficient and sustainable way.
6. The Council has experienced numerous successes with the leasing of assets to community groups. However, lease lengths are determined on an ad-hoc basis with little frame of reference. In addition, there is 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 existent policy was too assets-focused, and did not prioritise the needs and capabilities of community groups sufficiently.

OPTIONS CONSIDERED

7. Do nothing – not recommended as the current policy does not sufficiently address the concerns of community groups.
8. Approve the renewed Community Lettings & Asset Transfer policy – this is the recommended option.

REASONS FOR RECOMMENDED OPTION

9. The revised policy will better address the needs and capabilities of community groups and ensure that they can access the appropriate level of support and benefit from a lease length tailored to their experience and capabilities.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

10. Impacts outlined below.

	Outcomes	Implications
	<p>Doncaster Working: 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"> • Better access to good fulfilling work • Doncaster businesses are supported to flourish • Inward Investment 	<p>An improved Community Lettings & Asset Transfer policy will better support VCSE groups involved in delivering skills and employment training to the people of Doncaster.</p>
	<p>Doncaster Living: 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"> • The town centres are the beating heart of Doncaster 	<p>An improved Community Lettings & Asset Transfer policy will better support VCSE groups involved in providing health and leisure activities to the citizens of Doncaster.</p>

	<ul style="list-style-type: none"> • 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>Doncaster Learning: 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"> • 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>An improved Community Lettings & Asset Transfer policy will better support VCSE groups involved in providing educational and cultural learning activities to the citizens of Doncaster.</p>
	<p>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> • 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>An improved Community Lettings & Asset Transfer policy will better support VCSE groups involved in providing care services to the citizens of Doncaster.</p>
	<p>Connected Council:</p> <ul style="list-style-type: none"> • 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 • Working with our partners and residents to provide effective leadership and governance 	<p>An improved Community Lettings & Asset Transfer policy will better enable the Council to operate within our resources and deliver value for money by engaging with the VCSE sector to support with the co-production and delivery of services.</p>

RISKS AND ASSUMPTIONS

11. The policy aims to address potential risks of community lettings and asset transfers by ensuring that community groups do not acquire properties with prohibitive repair costs or leases which they would find unmanageable. Offering more defined support to community groups will mitigate the risk of community groups struggling to manage an asset. Risks are further outlined in the policy text (appendix 1).

LEGAL IMPLICATIONS REP..... Date...5.4.19.....

12. Section 1 of the Localism Act 2011 provides the Council with the general power of competence, meaning that “a local authority has power to do anything that individuals generally may do.”

Under s.123 of the Local Government Act 1972 the Secretary of State’s consent is required for the disposal of land (including the letting of land for a period of 7 years) for less than the best consideration reasonably obtainable.

Under Circular 06/03 the Secretary of State has given their consent to the disposal of non-housing/HRA land by local authorities for less than the best consideration reasonably obtainable provided that

- (i) The difference between the consideration being received and full open market value does not exceed £2 Million ;and
- (ii) The Council is satisfied that the purpose of the disposal will contribute to the promotion or improvement of the economic, environmental or social well-being of the area.

The Policy specifically requires that the business case supporting any application for a community letting “The should demonstrate that the applicant(s) will contribute to the economic, social, or environmental wellbeing of Doncaster” as such provided the undervalue is less than £2 Million then a letting under the policy will benefit from the general consent

The Policy relates only to General Fund land any disposal to a community group of HRA land will fall under a separate consent regime and will need to be considered individually.

The Council’s Financial Procedure Rules authorise the Council’s Property Officer to arrange the disposal of land for less than best consideration where the best consideration reasonably obtainable would not exceed £250,000. If the market value of the disposal exceeds £250,000 then the approval of Cabinet is required. Disposal to a charity will be a disposal at an undervalue as may be the case in many of these, but it is likely to fall within the provisions of Circular 06/03 and thus benefit from the general consent.

If the Council requires the building to be returned at the end of term the lease should be excluded from the terms of the Landlord and Tenant Act 1954 to ensure that the tenant does not obtain security of tenure

Specific authorisation will be required in relation to the disposal of individual lettings as the policy is adopted.

FINANCIAL IMPLICATIONS [MB Date 2nd April 2019]

13. Any letting at less than full market value is a cost to the council in terms of administration and loss of potential income plus holding costs while the terms of the lease are being agreed. It also means that savings from the rationalisation of the council's property portfolio may not be achieved or capital receipts realised.

Financial Procedure rule C.17 states:-

In respect of disposals of land and property:-

- processes followed should be robust and transparent and in accordance with current legislation;
- in all cases of planned disposal of land or property, the Property Officer, the Assistant Director of Legal and Democratic Services and the CFO must be consulted.
- where the estimated disposal value is less than £1,000,000 the Property Officer, having taken financial and legal advice, may arrange for the disposal of land or property;
- where the estimated disposal value of individual property assets is equal to or greater than £1,000,000, a decision of Cabinet is required;
- in respect of disposal at less than Best Consideration where the estimated disposal value would otherwise have been at less than £250,000, the Property Officer may arrange for the disposal of land or property;
- in respect of disposal at less than the Best Consideration that can reasonably be obtained where the estimated disposal value would otherwise have been at or above £250,000, the Property Officer, shall prepare a report to Cabinet, requesting approval to proceed with the disposal in accordance with the relevant legislation (Circular 06/03: Local Government Act 1972 general disposal consent (England) 2003;
- all arrangements for the acquisition and disposal of land and buildings shall be in accordance with Council Asset Management Policy, and be conducted by the Property Officer, including all negotiations and the preparation and certification of valuation certificates

HUMAN RESOURCES IMPLICATIONS [Officer Initials DK Date 05/04/2019]

14. There are no HR implications to this report.

TECHNOLOGY IMPLICATIONS [Officer Initials PW Date 05/04/19]

15. There are no technology implications in relation to this report. However, Strategic Asset Management should continue to consult with ICT prior to the transfer of any land and property to VCSE organisations to ensure that any

technology implications have been fully considered.

HEALTH IMPLICATIONS [Officer Initials...RS.. Date ...05/04/2019.....]

16. Empowered communities generally have better health than other communities. Community lettings and asset transfers are necessary but not sufficient for empowered communities. Any policy that encourages community lettings and asset transfer should be supported as this will improve health assuming any governance is both sufficient and proportionate. Policy holders should also look to learn any lessons as this policy is rolled out.

EQUALITY IMPLICATIONS [Officer Initials GAF Date 03.04.2019]

17. Any proposed use of Doncaster Council's land and property assets should ensure extensive reach into the community and be open to all. The new Community Lettings & Asset Transfer policy as drafted sets out how we will ensure that VCSE groups benefit from occupational arrangements that best suit their needs and experience, enabling them to better serve the people of Doncaster.

CONSULTATION

18. Consultation was sought from the following:-
- AH&Wb and LOCYP Joint Leadership Team
 - Assets Board Operational Group
 - Assets Board Strategic Decision Making Group
 - Cabinet portfolio holder for Adult Social Care
 - Cabinet portfolio holder for Communities, Voluntary Sector, and the Environment
 - Cabinet portfolio holder for Highways, Street Scene, and Trading Services
 - Chair of the Overview & Scrutiny Management Committee
 - Vice-Chair of the Overview & Scrutiny Management Committee
 - Chair of the Regeneration & Housing Overview & Scrutiny Panel
 - Communities service in AH&Wb
 - Doncaster Council VCF Coordinator
 - Legal Services
 - St Leger Homes of Doncaster
 - Third sector organisations (via the Collaborating Across Communities forum)

BACKGROUND PAPERS

19. None

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Doncaster
Council

Strategic Asset Management

Community Lettings & Asset Transfer Policy



Introduction

The Voluntary, Community, and Social Enterprise (VCSE) sector in Doncaster is an invaluable resource that does a huge amount to enable the citizens in the borough to thrive. Doncaster Council recognises this, and firmly believes it is in our best interests as a local authority to ensure that VCSE organisations benefit from Council-owned assets. This document outlines our approach to Community Lettings and Asset Transfer, providing a robust framework to ensure that leases and transfers of property occupation are undertaken in a consistent, fair, and transparent manner, providing the utmost benefit to VCSE groups, the Council, and the people of Doncaster.

Definitions and Terms

VCSE organisations/groups for the purposes of this policy are defined as one of the following:

- Voluntary and community organisations who are representative of the community, have the aims and objectives of the Voluntary, Community, and Faith sector, and are committed to providing inclusive social value and contributing to Council priorities
- Town and parish councils

National Background and Local Context

The government commissioned the Quirk review ('Making Assets Work') in 2007 to establish the case for community asset transfer, which determined that asset transfer could produce substantial benefits for local authorities, VCSE groups, and citizens provided risks were mitigated and stakeholders worked collaboratively.

Since 2010 there has been a renewed impetus for local authorities to embrace asset transfer and community lettings, serving to empower communities whilst also allowing for asset rationalisation to take place in a context of reduced local government budgets. The Localism Act 2011 established a statutory 'Community Right to Bid', empowering communities to express an interest in the acquisition of assets of community value.

The Localism Act 2011 spurred Doncaster Council to establish a Community Lettings policy, enabling suitable assets to be leased to VCSE groups on a short term basis. Since the adoption of this policy, the Council has experienced a number of successes with local VCSE groups.

Note that while the majority of Doncaster's community libraries have been operated on a volunteer-run basis for a number of years now, the physical assets are still maintained by the Council and therefore would not constitute a community asset transfer.

The success of our Community Lettings policy has encouraged us to further build upon this by establishing a means for more established VCSE groups with a demonstrable record of experience in asset management to apply for asset transfer.

Similarly, introducing a short term licence arrangement for temporary occupation will enable smaller VCSE organisations to occupy assets and learn the basics of asset management in a more supportive environment. A continuum will therefore be established, with newer organisations able to continue benefit from short-term community lets, which can then function as a stepping stone to a longer-term asset transfer.

Benefits

Benefits to the people of Doncaster...

A new Community Lettings and Asset Transfer policy will entail an increase in opportunities for the people of Doncaster, with better, more responsive services that engage and empower communities. Communities will be enabled to thrive and become more self-sufficient, as well as building upon community resilience by giving hope to disadvantaged areas and promoting social cohesion.

Benefits to VCSE groups...

By building upon our existing Community Lettings policy and introducing Asset Transfer, VCSE groups will be able to further build a robust presence and strengthen their provision for local people. It will provide the opportunity for income generation (although only where ancillary commercial use is permitted as part of the business model agreed with Doncaster Council) as well as enabling groups to bid for capital funding to assist with building maintenance that we would be ineligible for as a local authority. The long-term acquisition of an asset will raise the profile and strengthen the credibility of the community organisation, as well as giving them a greater sense of permanence that will allow for longer-term strategic planning.

Benefits to Doncaster Council...

Reviewing our Community Lettings policy and introducing Asset Transfer aligns with our corporate commitment to empower communities to do more to help themselves in a challenging financial environment for local government, as well complementing our aspiration to move towards integrated locality-based working. It further aligns with our strategic asset management ambition to rationalise our estate where appropriate in harmony with the principle of our assets being owned by the people of Doncaster, not by our service areas.

As well as discreet benefits to the citizens of Doncaster, VCSE organisations, and the Council, the new Community Lettings/Asset Transfer policy will strengthen ties between all three elements enabling all stakeholders to thrive.

Connection to Doncaster Council's Strategic Priorities

VCSE groups are often the lifeblood of communities, providing invaluable services to citizens from all age groups and all walks of life. They are fundamental to building community resilience whilst also ensuring that Council resources are effectively distributed and are delivering value for money. Reviewing and implementing an improved Community Lettings and Asset Transfer policy is therefore intrinsically linked to the Doncaster Living, Learning, Caring, and Connected Council priorities outlined in the Doncaster Growing Together strategy. Doncaster Council's Asset Management Strategy 2017-2022 outlined the principle that land and buildings are

owned by the people of Doncaster, not the services that occupy them. This new Community Lettings and Asset Transfer policy is therefore in firm alignment with our priorities as a local authority.

Risks and Mitigation

Whilst we are optimistic and ambitious as a Council for the success of our Community Lettings and Asset Transfer policy, we nevertheless recognise that such success is dependent upon identifying and mitigating risks to the greatest possible extent.

Risk	Mitigating Factor(s)
Lack of capacity/skills/knowledge in the VCSE group to maintain the asset	For less experienced groups there will be the option of a short term licence agreement, enabling them to occupy an asset with oversight from the Council. Doncaster Council will work closely and proactively with VCSE groups to ensure that they are fully supported throughout the application process and post-transfer. A tenants' handbook will be produced to provide guidance for VCSE groups including their responsibilities under the terms of the community let/asset transfer and signposting to funding opportunities. Where VCSE groups lack the requisite capacity to fully manage an asset, options such as a short-term management agreement or licence may be explored.
The asset is inappropriate for VCSE group use	Only those assets identified by the Council as appropriate for a community let/asset transfer will be eligible for VCSE groups to apply for (further detail provided in 'Eligible Assets' section).
Tension and conflict arises when multiple VCSE groups express an interest in the acquisition of one asset	Where multiple groups express an interest in a community let/asset transfer a joint application may be encouraged by Doncaster Council where appropriate. Should an application be rejected, the group will have a right to appeal.
The asset is sublet or assigned to a third party for purposes in opposition to the ethos of Community Lettings and Asset Transfer	Licencing space within an asset is permitted, but sublets will have to be approved by Doncaster Council. Lease assignment will not be permitted under the terms of contract.
The VCSE group experiences difficulty in securing capital funds for building repairs and/or refurbishment	Doncaster Council will provide signposting to and guidance on applying for grant funding opportunities. This may

	include a bespoke funding search, support in applying to external funders, and/or access to The Doncaster Movement, the Council's own crowdfunding platform which attracts grants from the Council and other funders and includes support from a dedicated team.
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Eligible Assets

Assets eligible for either a community let or an asset transfer will be all those Council-owned buildings and areas of land that do not fall into the following categories:

- Assets essential for service delivery
- Assets identified within the Capital Disposals Programme
- Assets forming part of the investment estate for the generation of rental income or capital appreciation
- Assets bound by restrictive covenants (unless such restriction is lifted)
- Assets with grant funding attached (e.g. education provision)
- Housing Revenue Account (HRA) assets (note: HRA properties will be covered by a separate policy produced by St Leger Homes of Doncaster)
- Assets not fit for purpose due to their existing state of repair or for other reasons that would impose an unreasonable liability on the applicant(s), unless the applicant(s) can clearly demonstrate that they have access to sufficient funding to make the necessary refurbishments

Community lease information provided to VCSE groups by Doncaster Council at the commencement of the term will include statutory obligations and a record of the condition of the asset.

Lease Lengths

The asset transfer policy operates on a graduated framework enabling smaller, less established VCSE organisations to access greater support from Doncaster Council. More mature and well-established organisations may benefit from the opportunity to apply for a longer term asset transfer, taking on full operational responsibility for the asset.

The lease length will be determined on a case-by-case basis taking into consideration the VCSE group's size, its capacity to manage and maintain an asset, its financial situation, its governance arrangement, and the demand for the proposed service in the local community.

The below table outlines the lease length categories the Council uses. All leases granted by the Council will include a right to renew to provide VCSE groups security of tenure. It is not the Council's intention to ever terminate or refuse to renew a lease to a VCSE group who comply with all statutory obligations and whose work and presence is valued by the local community.

Term	Period of Lease	Definition
Management Agreement/Licence	Up to 12 months	Short-term agreement enabling new community groups to develop the capacity to manage an asset with support from Doncaster Council.
Community Let/Lease	Up to 7 years	Short-term lease agreement for community groups with a moderate amount of experience in asset management.
Community Asset Transfer	7 – 99 years	Mid to long-term lease agreement for community groups with extensive experience in successfully running and maintaining an asset.

Note that to safeguard against the sale of assets onto third parties, Doncaster Council will not transfer assets on a freehold basis.

As with any other lease of Council owned premises, guidance issued on Community Leases / Asset Transfer opportunities will recommend prospective tenants to seek their own legal advice and representation in the leasing process.

Finance

The level of rent payable will be determined on a case by case basis and will be established having regard to the length of lease, the maturity of the group, and the repairing obligations within the lease.

The Communities team and the Voluntary Sector Coordinator at Doncaster Council will signpost VCSE groups to funding opportunities and provide guidance on accessing and applying for funds.

Process

When a Council-owned asset suitable for a Community Let/Asset Transfer becomes available, there will be an initial information-gathering effort spearheaded by the Council's VCF coordinator and the relevant area manager from the Communities team. Potentially interested VCSE groups will be notified of the asset's availability.

Expressions of interest will then be invited from VCSE groups, outlining their proposed plans for the asset. Of the EOIs, one will be selected as successful and then invited to prepare a detailed business case. Opportunities for joint bids between multiple VCSE organisations may be encouraged where appropriate.



The Council understands and appreciates that different VCSE groups will have different levels of experience with completing business cases and bid writing, and therefore each case will be decided on its own merits relative to the proposed impact that the group may have on its community and its alignment to the Council's strategic priorities.

The business case must address the following criteria: -

- Appropriately Constituted
 - The applicant(s) should demonstrate that they are (or are working towards) being appropriately constituted e.g. a registered charity, a community interest company or a charitable incorporated organisation, a not for profit company, or a cooperative
- Governance
 - Applicants must be able to demonstrate good governance by operative through open and accountable processes, with adequate monitoring, evaluation, and financial management systems and be able to provide copies of accounts on request
- Defined Community Objectives
 - The business case should outline community benefit objectives and the applicant(s) should demonstrate their capacity to effectively deliver services and manage the asset
- Community and Council Engagement
 - The business case should demonstrate that the applicant(s) will contribute to the economic, social, or environmental wellbeing of Doncaster and explain how the application aligns to the Council's corporate strategic priorities
- Sustainability
 - The business case should demonstrate that the applicant(s) have established how much space is required to deliver the proposed activities and services, and how any surplus spaces or gaps in building utilisation can be used to maximise opportunities
- Property Management
 - The business case should outline how the community group will meet statutory health and safety obligations arising from asset management as well as how the asset will be managed on a day to day basis
- Community cohesion
 - Applicant(s) should demonstrate commitment to diversity, inclusion, and reducing inequalities in their community

Applications will be assessed by the officers in Strategic Asset Management, with consultation sought from relevant colleagues from across the Council, including but not limited to the following teams/roles: -

- Communities
- Voluntary Sector Coordinator
- Business Doncaster
- Finance
- Ward members
- Cabinet portfolio holder for Highways, Street Scene, and Trading Services



- Cabinet portfolio holder for Communities, Voluntary Sector, and the Environment
- Cabinet portfolio holder for Adult Social Care
- Cabinet portfolio holder for Children, Young People, and Schools

In accordance with Doncaster Council's process for the disposal of assets, following ward member consultation and reporting to Assets Board, the Assets Board Strategic Decision Making group including the portfolio holder for Highways, Street Scene, and Trading Services, will determine if an application has been successful for a community lease or asset transfer.

Should an application be rejected, the VCSE group has a right to appeal this decision and act on any feedback received from the Council as to why their application has been rejected. If the application is rejected on appeal there is no further recourse for the VCSE group and the asset will be made available on the open market.

All disposals of land and buildings must comply with relevant prevailing State Aid rules – these will not apply in most circumstances. Where State Aid rules do apply the tenant will be required to pay full commercial rent.

Continuing Support

Once an asset has been successfully leased or transferred to a VCSE group, Doncaster Council will seek to provide support through a variety of means.

A tenant's handbook will be provided detailing the statutory obligations of the community group(s) under the terms of the Landlord and Tenants Act 1954, as well as safeguarding requirements.

Where a short term management lease/licence has been granted, the Council will work closely with the community group to enable them to develop the capacities to successfully manage the asset themselves in the future.

For longer term leases Doncaster Council's Strategic Asset Management team will require regular confirmation of statutory compliance.

Doncaster Council will offer a service buy-back, where interested community groups can opt to have the Council provide health and safety services for an annual fee.

Additional Information

More information about community asset transfer can be found on the Locality website here <https://locality.org.uk/services-tools/support-for-community-organisations/ownership-and-management-of-land-and-buildings/>.

Locality is a national membership network for community organisations which supports community groups to take ownership of and manage public buildings and spaces.



Doncaster Council

Report

Date: 4th June 2019

To the Chair and Members of the Cabinet

A630 WEST MOOR LINK ROAD: APPROVAL TO ENTER INTO A FUNDING AGREEMENT WITH SHEFFIELD CITY REGION TO DRAW DOWN FUNDING FOR THE DELIVERY OF THE SCHEME

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Bill Mordue Joe Blackham	Wheatley Hills and Intake Edenthorpe and Kirk Sandall Armthorpe Hatfield	Yes/No

EXECUTIVE SUMMARY

1. This report provides an update on progress to date of the West Moor Link Improvement Scheme. The project is a high priority within the Sheffield City Region Investment Fund (SCRIF) with £5m of SCRIF funding available to be drawn down. SCRIF funding is conditional on gaining final business case approval. This is in addition to the NPIF at £3.324m and other local contributions to a total scheme cost of £10.65m.
 2. West Moor Link (A630) connects the M18 Junction 4 with Thorne Road (A18). It 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.
 3. 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
- www.doncaster.gov.uk

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.

4. Additional road capacity can be achieved by creating an additional lane which would allow two outbound lanes as well as two inbound lanes. To achieve this then the existing railway bridge over the A18 needs to be widened. As the bridge has height restrictions, the scheme will look to remove this by lowering the carriageway underneath the bridge.
5. Currently there is no provision for cyclists other than using the carriageway. Therefore the widening of the bridge will also allow space for a shared footway and cycleway which will remove a gap on the cycle network. This will support access to education, employment and leisure for cyclists.
6. Traffic Modelling Feasibility studies and options appraisals have been completed for the scheme and demonstrate that the proposed scheme can accommodate the planned developments as well as the proposed Local Plan proposals for the area.
7. Preliminary works relating to statutory service diversions commenced in April 2019. We have secured a disruptive possession from Network Rail for one week from the 1st March 2020. These works will have an impact on the network as they will require lane closures and two separate nine day road closures.
8. A Full Business Case is due to be submitted to Sheffield City Region in June 2019 to secure funding that has been aligned to this scheme. Once approved, Doncaster Metropolitan Borough Council will need to enter into a funding agreement with Sheffield City Region to be able to draw down the funding, which needs to be defrayed by 2021.

EXEMPT REPORT

9. Not exempt

RECOMMENDATIONS

10. Recommendations are set out below, for Cabinet to approve:

11. That Doncaster Metropolitan Borough Council enter into an agreement to draw down £5m funding from Sheffield City Region to deliver the scheme.
12. 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.
13. Authorise the drawn down of £5m SCRIF funding subject to the estimate of expenditure remaining within the budget set out below.
14. 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

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

15. Completion of the A630 West Moor Link project will enable the widening of the A18 railway bridge and subsequent widening of the A630 beneath, eliminating the pinch point on it, which will reduce congestion and delay, support developments, minimise impacts on local communities and provide an enhanced cycle network in the area.

HOW DOES THE SCHEME CONTRIBUTE TO STRATEGIC OBJECTIVES?

16. The West Moor Link scheme will support the following Sheffield City Region SEP objective of providing the conditions that businesses need to prosper and become more resilient – through securing investment in infrastructure where it will do most to support growth, specifically SCR needs a bigger and stronger private sector and has an aspiration to create 70,000 jobs to 2025 as well as unlocking land that could deliver up to 14,000 new dwellings. The A630 West Moor Link could deliver 2000 new houses. It will strengthen connectivity to the DN7 Hatfield development as well as the future aspirational vision to provide an additional link to Doncaster Sheffield Airport.

Sub-National Policy:

17. Transport for the North (TfN) see a transformational economic scenario that includes the growth of the logistics sector (already strong in Doncaster) as well as seeing the benefit of agglomeration benefits, facilitated by faster connections between areas of employment and activity in the North.

Local Policy:

18. DMBC has an adopted Core Strategy (2013) which identifies the demand for new employment and housing across the Borough. A key document relating to the West Moor Link Improvement Scheme is the Local Plan, which identifies preferred sites for Employment and Housing. Consultation for this closed at the end of October 2018.

19. By strengthening infrastructure to enable investment and development to be unlocked, the A630 West Moor Link project supports all three priorities of Doncaster Council's Economic Strategy in the way it addresses current barriers and weaknesses; enables economic drivers to perform at their full potential; and maximises economic linkages to wider functional economies. The West Moor Link Improvement Scheme meets these objectives by:
 - Raising the pace of employment growth in Doncaster through strengthened infrastructure, which unlocks development, improves links to arterial routes and the Strategic Road Network
 - Unlocking development to create private sector jobs in the Sheffield City Region in the period to 2030 and beyond
 - Supporting the provision of a range of housing options for local communities through the development that the scheme unlocks.
20. The investment and development that the scheme unlocks will also contribute to:
 - Shifting the economy in Doncaster from its dependence on public sector employment, so it is closer to the current national average;
 - Offering suitable jobs to deprived wards with poor skills and benefit dependency through the development the scheme unlocks;
21. Raising the trend rate of GVA growth in Doncaster progressively narrowing the wide gap between per capita GVA in Doncaster and the national average. From a SCR Transport Strategy perspective, a key feature of the 2018 to 2040 plan is to fundamentally improve access to jobs, markets, skills and supply chains, enhancing productivity by making our transport system faster, more reliable and more resilient, whilst also investing in integrated packages of infrastructure to unlock growth and support Local Plans.
22. The net outcomes from this are an increase in GVA through increasing the number of economically active people living within 30 minutes of key employment locations and universities/ colleges by a plethora of public transport methods.
23. The West Moor Link scheme is one of many key opportunities for the SCR to deliver these net outcomes, whilst also aligning to the recently approved Doncaster Inclusive Growth Strategy which aims to deliver a combination of balanced actions to deliver infrastructure, connectivity, major investment projects and targeted interventions to raise our productivity and growth of industries. The IGS aims to provide a real platform for growth, whilst recognising that not all people and places are accessing key employment sites, the West Moor link proposal provides that gateway for communities, with the net result of providing a critical mass of growth and rejuvenating the east of the borough.

BACKGROUND

24. The A630 West Moor Link is the main strategic link between the M18 (Junction 4) and Doncaster Town Centre. A key pinch point of this scheme is the capacity constraints under the railway bridge on the A18. The height restrictions at this point and the capacity constraints in and around the bridge and both junctions either side of the bridge create congestion issues.

The height restriction causes major issues for Armthorpe, as diversions off the motorway require high vehicles to divert through the area which is not ideal for an already congested area. The scheme will also improve connectivity to and between Hatfield, Edenthorpe, Dunsville and into the Town Centre via Wheatley Hall Road.

25. The A630 West Moor Link scheme will 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 will create further congestion issues and may result in the viability of further schemes coming forward.
26. There are a number of sites along the A630 West Moor Link that have outline planning permission. These developments have been taken into account within the modelling work as well as potential sites listed with the Local Plan.
27. The modelling results show that without the West Moor Link Improvement Scheme, there will be a significant impact on the network when the committed developments are complete and that the network would see severe congestion if the developments identified in the Local Plan were also delivered.
28. Adding the additional lane capacity under the bridge has immediate benefits - reducing journey times by seven minutes in the peak periods. This addressed the evening peak periods but the morning peak period required a more extensive review of junctions.
29. Further modelling was undertaken to resolve the wider issues and a number of interventions have been proposed which can accommodate all of the developments in the area. As the developments will occur over a period of time, the interventions can be delivered through a phased approach but will be prioritised to deliver those with the greatest benefits first.
30. The bridge replacement requires the closure of the railway. The lead in times for doing this is two years. Possessions were applied for in 2018 and this was confirmed this year that Rail Possessions would take place 1st - 8th March 2020.
31. The detail in the OBC is extensive, therefore the FBC will not need a lot of additional detail and will be submitted by the end of July 2019.
32. Balfour Beatty were procured via the Scape framework to deliver bridge feasibility and design. The next stage is to award the contract to Balfour Beatty for the construction of the Bridge
33. The widening of the bridge will require us to purchase an additional piece of land from National Power Grid (NPG). Agreement in principle has been reached.
34. Ground survey investigations revealed some issues with ground conditions, which require piling works to support the abutments for the new bridge.
35. Drainage surveys for the scheme revealed that a culvert would need to be

replaced as part of the bridge works to enable us to lower the carriageway beneath.

36. The new culvert and other diversion works need to take place in advance of the bridge works. Where possible works will be carried out with minimal impact on the network, however there are some works which will require lane closures over a significant period of time. The gas diversions were due to commence at the end of April 2019 but due to other diversion routes from Barnby Dun this has been delayed until July. This carries an element of risk in completing the works within the timescales forecasted. Whilst there is an overlap with other works these have been programmed within school holidays to minimise disruption. There are two road closures planned, the first is in October during School Half Term to replace the culvert and then in March 2020 to replace the bridge. This does mean there will be disruptions on this route over a significant period of time.

Works	Start	Complete	Traffic Management
Gas Diversions	15 th July 2019	15 th Sept 2019	Lane Closure
Water Diversions	16 th Sept 2019	13 th Oct 2019	Lane Closure
Culvert Works	26 th Oct 2019	3 rd Nov 2019	Road Closure
Bridge Prep	4 th Nov 2019	28 th Feb 2020	Lane Closure <i>(as required)</i>
Bridge Construction	1 st Mar 2020	8 th Mar 2020	Road Closure

37. We have developed our programme of works in collaboration with our Network Management Team, to try to minimise disruption as we progress through construction.

OPTIONS CONSIDERED

Do Nothing:

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

Do Minimum:

39. 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 a improve 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:

40. 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 will 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

FUNDING

41. In 2017/18, Doncaster Metropolitan Borough Council secured £3.324m from the National Productivity Fund (NPIF) to help deliver the bridge improvements and remove a pinch point.
42. Sheffield City Region Infrastructure Fund (SCRIF) has £5m allocated against this project but is currently unringfenced until FBC is approved and a Funding Agreement has been signed.
43. Developments along this corridor have S106 agreements in place which will realise £1.57m in contributions subject to triggers on individual developments. This may mean that receipts for S106 monies are beyond 2021.
44. As part of Doncaster's Integrated Transport Block (ITB) £0.75m has been budgeted for West Moor Link Improvement Scheme.

SCHEME FUNDING PROGRAMME

Funding	Prior Years £m	2019/20 £m	2020/21 £m	Total £m
NPIF	0.398	2.926		3.324
SCRIF		2.500	2.500	5.000
ITB	0.061		0.692	0.753
S106			1.573	1.573
Total	0.459	5.426	4.765	10.650

PROGRAMME

45. The main focus of the programme is based around the rail possessions approval process through Network Rail. This required a two year lead in time and were submitted in January 2018. The possessions have been secured for March 2020 with the remaining programme built around this constraint.

Activity	Timeframe
Network Rail Possession Approval	January 2018 - March 2019
Planning Permission	February 2019
Land Requirements	March 2019
Completion of Final Modelling	April 2019
SCR Outline Business Case	April/May 2019
Detailed Design Highways Phase 1	April – September 2019
Stats Diversions	July - October 2019
Bridge Prep Works	November 2019 – February 2020
Bridge Installation Works	1 st – 8 th March 2020
Highways Work	March 2020 – March 2021
Highways Work Phase 2	March 2021

46. We are currently developing communications and a communications plan to include construction activities and timings, as set out in the above table.

REASONS FOR RECOMMENDED OPTION

47. The funding that has been allocated allows the do minimum to be delivered, however the modelling shows that the benefits of do minimum is very short term as the developments delivered along this corridor will eventually result in severe congestion in the area. The Do Something scenario is therefore the preferred option subject to securing the funding through SCR. This will not deliver all the elements along the corridor, therefore as and when further funding becomes available then the remaining junctions will be improved in line with the Final Business Case.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

- 48.

	Outcomes	Implications
	<p>Doncaster Working: 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"> • Better access to good fulfilling work • Doncaster businesses are supported to flourish 	<p>Contributes to supporting continuing housing development and job creation in and around the area. The scheme also improves connectivity and accessibility of jobs in the town centre and other areas.</p>

	<ul style="list-style-type: none"> • Inward Investment 	
	<p>Doncaster Living: 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"> • 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>The A630 West Moor Link scheme will improve connectivity into the town centre for residents, particularly those living in, Edenthorpe, Dunsville and Hatfield.</p> <p>The scheme provides infrastructure that will contribute to meeting the conditions applied to proposed and committed housing developments in and around the A18, increasing the supply of good quality homes.</p>
	<p>Doncaster Learning: 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"> • 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>By widening the footway on the A18, the scheme will address a missing link in Doncaster's cycle network, connecting Armthorpe and Wheatley Hall Road. The scheme also incorporates a widened footway, ensuring conflict between pedestrians and cyclists is mitigated, promoting Active Modes of Transport, which are also cleaner and greener. This provides a better connection with Hungerhill School making both Cycling and Walking to School more attractive.</p>
	<p>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> • 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>Connected Council:</p> <ul style="list-style-type: none"> • A modern, efficient and flexible workforce • Modern, accessible customer interactions • Operating within our resources and 	<p>Careful management of the funding for the scheme will ensure value for money on our investment, along with that from NPIF, Sheffield City Region and private</p>

	<p>delivering value for money</p> <ul style="list-style-type: none"> • 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 • Working with our partners and residents to provide effective leadership and governance 	<p>contributions. This will also be demonstrated by the BCR currently being calculated for the scheme.</p> <p>The West Moor Link scheme helps to connect community assets and strengths, through providing a strengthened and improved route between the M18, the A630, the A18 and the Town Centre.</p>
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RISKS AND ASSUMPTIONS

49. The main risks to the scheme relate to:

- The need for the disruptive possession of the railway bridge to enable construction of the new one, which could lead to increased disruption and costs to freight operators, as well as delays to our delivery programme and project costs;
- The complexity and extent of statutory diversion requirements, potentially causing delay to the programme, achievement of milestones, the need for significant traffic management, which all have increased cost implications;
- The project programme and milestones reflect the earliest delivery opportunity and assume full resources available. There is a risk that any slippage in either part of the programme could jeopardize project funding, which must all be defrayed by 2020;
- Funding Profiles from NPIF and SCRIF carry risk of losing funding if not defrayed in line with them;
- Upon entering the funding agreement with SCR, we will be contractually required to defray all eligible costs by March 2021;
- If funding is not secured from SCR, the outputs of the scheme will be restricted. It will therefore only be possible to widen the bridge, using the NPIF plus DMBC/LTP monies and to make limited improvements to the A18 carriageway. Future funding will be required to deliver the highways elements of the project but this can be phased. This is again, however quite a low risk to the project;
- The only additional land required to deliver the scheme belongs to NPG, who have provisionally agreed the sale;
- The forecasted level of traffic growth in the area are based on an assumption that proposed developments will come forward.

LEGAL IMPLICATIONS [SF: Date: 26/04/2019]

50. The Local Government Act 1972 provides a local authority with the power to do anything (whether or not involving the expenditure, borrowing or lending of money or the acquisition or disposal of any property or rights) which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions.

The 2011 Localism Act introduced the so called “general power of competence” which states that “A local authority has power to do anything that individuals generally may do”.

Legal services will provide support and advice regarding the contents of the Funding Agreements to be entered into to secure the SCRIF monies. The SCRIF Funding Agreement will undoubtedly place obligations on the Council and contain claw-back provisions if the Council fails to comply with the terms upon which funding is provided. Further detailed work will be required on that agreement when it is received from SCR and appropriate legal advice on the risks to the Council and mitigation/management strategies to manage those risks. Careful monitoring of the claw-back provisions and compliance with the terms of both Funding Agreements will be required by the project team.

Use of the SCAPE framework to appoint the contractor is compliant with both EU Procurement Regulations and Council Contract Procedure Rules. The report author should assure themselves that this procurement method is compliant with SCR requirements.

Further legal advice will be required as the project progresses particularly in relation in relation to Planning and Highways Law and compliance with the term and conditions of the Funding Agreements.

FINANCIAL IMPLICATIONS [DR: 25/04/2019]

51. The Council’s capital programme already contains a budget for the A630 West Moor Link Road scheme of £10.650m with its current profile and financing shown below: -

	Prior Years £m	2019/20 £m	2020/21 £m	Total £m
Expenditure	0.459	5.426	4.765	10.650
Financing: -				
NPIF	0.398	2.926		3.324
SCRIF		2.500	2.500	5.000
LTP	0.061		0.692	0.753
S106			1.573	1.573
Total Financing	0.459	5.426	4.765	10.650

52. The project is still in development and at this stage only the NPIF and LTP funding are predominantly secure: -

- The SCRIF money has been approved by the SCR in principle but is still subject to approval of the Outline and Final Business Cases (expected September 2019). Until this is achieved the funding is considered unringfenced and could be diverted to other SCR projects. Once the

FBC is approved it would then be dependent on the subsequent agreement of terms and conditions in the resulting funding agreement.

- The LTP money is part of the IT block allocation to the Council from the SCR and its use for this project will be prioritised as part of the Council's budget setting process.
 - The NPIF funding from the Department for Transport is specifically for widening the railway bridge on the A18. This is predicated on there being Council match funding of £1.425m, which is nominally from the S106 contributions but could also be from SCRIF and LTP grants, depending on how the project develops.
 - S106 contributions are outlined to provide the match funding to NPIF but to date only £0.100m of these have been received. The remaining £1.473m is dependent on trigger points for payment that depend on the speed at which the proposed developments come forward. There is a risk that these trigger points will not have been hit by the time the money is required and a further risk that the trigger points may not get hit at all if the developers have difficulty progressing their developments (e.g. economic downturn, remaining in business, lack of sales, etc.). For example, the planning application for the development providing the biggest single contribution of £0.874m will only be realised on the following trigger points: -
 - £0.300m prior to commencement of the development
 - £0.300m prior to construction of the 300th dwelling
 - £0.274m prior to construction of the 500th dwelling
53. Approval of this report would allow significant steps to be taken in securing SCRIF and reducing the reliance on the timing of S106 contributions for match funding. If the SCRIF is not secured then the NPIF element of the project can still proceed but would be solely reliant on S106 contributions for match funding. If these are not realised in the timeframe of the project then the Council may need to provide interim resources until they are received, which could become permanent if not received at all. To date, such contingent resources have not been specifically identified. Given the project contains £0.753m of LTP and £0.100m of received S106 monies then the value required would be up to £0.572m.
54. Should the SCRIF monies not be secured, any abortive spend arising from the elements of the project that could not proceed would be expected to be minimal.
55. It should be noted that compliance with the SCRIF grant regime is becoming more challenging regarding monitoring arrangements and also in relation to claw back from failure to achieve the outputs/outcomes of the project and the spend profile in particular. As things stand the £2.926m of NPIF and £2.500m of SCRIF need to be spent in 2019/20 with a further £2.500m of SCRIF in 2020/21; otherwise any unspent money from those allocations would be at risk of being lost to the project. Once the terms and conditions of the SCRIF funding are agreed the Council will need to ensure that this is properly managed over the life of the agreement.
56. The project will be subject to further decisions, including those relating to accepting the terms and conditions of the SCRIF and formal commitment of resources in excess of £1.0m, both of which will require approval of Director

of Regeneration & Environment and Chief Financial Officer, in consultation with the Mayor or Portfolio Holder (Finance & Corporate Services). The project already has internal approval to draw on £0.200m of the LTP funding to undertake preliminary work. To 31st March 2019 £0.459m has actually been incurred, with £0.061m claimed from LTP and £0.398m from NPIF. The latter could be at risk of securing the full level of match funding but should be covered by LTP if the match funding is proportionate to spend. Approval of this report will allow funds to be drawn down for development costs up to the award of contract provided these are less than £1.0m, including those already incurred.

57. This is a large and involved scheme and further financial advice and implications will be needed as the project advances.

HUMAN RESOURCES IMPLICATIONS [Officer Initials..... Date.....]

58. Not applicable

TECHNOLOGY IMPLICATIONS [Officer Initials..... Date.....]

59. Not applicable

HEALTH IMPLICATIONS [CH: 15/05/2019]

60. Increasing the highway network will provide capacity for more vehicles on Doncaster roads. This may provide potential benefits for Doncaster in regards to accessing services, opportunities for social activity, affordable good quality housing and employment which both can have significant benefits to resident's health.
61. However, it is recommended to consider that increasing the road network could lead to induced demand and continue to encourage the reliance on cars as a mode of transport. Some of the benefits from the road enhancements may be lost due to increased demand in the longer term.
62. When undertaking road schemes consideration of the underlying concerns around poor air quality, community severance, increased noise pollution and reduction in the perception of safety for pedestrians and cyclists should be given. Doncaster currently has 7 Air Quality Management Areas and it is estimated that 136 deaths in Doncaster are attributable to air pollution each year (Public Health England, 2017). Not only are these impacts on health but also on the broader economy as the less healthy our residents the less productive we are as a borough.
63. It is important to consider the flow of people and not just traffic, particularly when many vehicles have a single occupant. This scheme provides the opportunity for enhanced active travel provision. It is recommended that Doncaster Council ensures that there is a high standard of active travel infrastructure (e.g segregated cycle paths, wide pavement, pedestrian priority crossing points, reduced speed limits) included as a part of this programme of infrastructure development to ensure that we are providing safe active travel routes that will benefit the future housing and employment developments.

64. It is recommended that this scheme proceeds and considers the mitigation of potential negative health impacts, implements air quality monitoring and enhances the current and proposed active travel networks to support Doncaster's aspiration to be an active and sustainable borough.

EQUALITY IMPLICATIONS

65. A Due Regard Statement will be completed as we finalise the production of the Outline Business Case

CONSULTATION

66. A consultation plan is in development to engage with local communities, businesses, local ward members and transport providers. The impact on the road closure elements will be managed to minimise disruption and keeping all stakeholders informed.

67. A web page will be created and updated which will outline the benefits of the scheme and provide up to date information on any disruptions expected as part of the construction. This will include diversion routes when road closures are in place.

68. All businesses and local residents will be contacted by letter to explain the scheme along with details of the road closures and diversionary routes.

BACKGROUND PAPERS

69. Sheffield City Region Outline Business Case.

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