



## Agenda

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To all Members of the

# OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE

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

**Venue:** Council Chamber - Civic Office

**Date:** Wednesday, 4th April, 2018

**Time:** 1.00 pm

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### Items for Discussion:

Item	Page No
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. Declarations of Interest, if any.	
4. Minutes from the Meeting of the Overview and Scrutiny Management Committee held on 18th January to 8th February, 2018.	1-12
<b>A. Reports where the public and press may be excluded.</b>	

Jo Miller  
Chief Executive

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Issued on: Friday 23rd March, 2018

**Governance Officer for this meeting**

Christine Rothwell  
Tel. 01302 735682

5. Public Statements.  
*[A period not exceeding 20 minutes for statements from up to 5 members of the public on matters within the Committee's remit, proposing action(s) which may be considered or contribute towards the future development of the Committee's work programme.]*
6. Doncaster Children's Services Trust: Financial Overview Report. 13-20  
**Appendix 1 to the report is NOT FOR PUBLICATION as it refers to information which is exempt as defined within Paragraph 3, (information relating to the financial and business affairs or any particular person, including the authority holding that information) of Part 1 of Schedule 12A of the Local Government Act, 1972, as amended. Contains commercially sensitive information.**
7. Behaviour Improvement Programme. 21-38
8. Communities and Environment Overview and Scrutiny - Crime and Disorder Review - Anti-social behaviour to Serious Crime Pathway. 39-66
9. Overview & Scrutiny Review and Evaluation 2017/18. 67-88
10. Overview and Scrutiny Work Plan 2017/2018 - March 2018. 89-130

### **MEMBERSHIP OF THE OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE**

Chair – Councillor Kevin Rodgers  
Vice-Chair – Councillor John Healy

Councillors Bev Chapman, Neil Gethin, Richard A Jones, Jane Kidd, Andrea Robinson and Paul Wray

#### **Invitees:**

Paul O'Brien

# Public Document Pack Agenda Item 4

## DONCASTER METROPOLITAN BOROUGH COUNCIL

### OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE

THURSDAY, 18TH JANUARY, 2018

A MEETING of the OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE was held at the COUNCIL CHAMBER - CIVIC OFFICE, DONCASTER on THURSDAY, 18TH JANUARY, 2018 at 11.00 AM

#### PRESENT:

Chair - Councillor Kevin Rodgers

Councillors Jane Kidd, Andrea Robinson and Paul Wray

Invitee: - Paul O'Brien

#### ALSO IN ATTENDANCE:

Patrick Birch - Programme Manager (Commissioning and Contracts)

Steve Mawson - Chief Financial Officer and Assistant Director of Finance

Peter Dale - Director of Regeneration and Environment

		<u>ACTION</u>
37	<u>APOLOGIES FOR ABSENCE.</u>	
	Apologies for absence were received from Councillors John Healy, Richard Allan Jones and Neil Gethin.	
38	<u>TO CONSIDER THE EXTENT, IF ANY, TO WHICH THE PUBLIC AND PRESS ARE TO BE EXCLUDED FROM THE MEETING.</u>	
	None	
39	<u>DECLARATIONS OF INTEREST, IF ANY.</u>	
	Councillors Jane Kidd declared a nonpecuniary interest in Agenda Item No.5 by virtue of being employed by an association that provides services for those with disabilities.	
40	<u>PUBLIC STATEMENTS.</u>	
	Mr Doug Wright made a public statement which related to Item 6. OSMC Workplan. Reference was made to reductions that had been outlined in the national budget, through the joint commissioning agreement underpinning the Doncaster Place Plan.	

Mr Wright felt that there had been a lack of scrutiny around the whole joint partnership arrangements in Doncaster that will be in shadow form from April 2018. He made reference to today's agreement of the Ernst and Young report about the future of the Accountable Care System specifically referring to Doncaster Council, the Health and Wellbeing Board, its governance arrangements and other aspects with stakeholder and overview etc.

Mr Wright raised concern that in 2016 Sustainable Transform Plan identified a £571m Health and Adult Social Care group area deficiency that needed to be bridged. He reported that the claimed cost of delivering will be £139.5m for Doncaster and that this figure had not changed since 2016. Reference was made to the Mayor expressing concerns about the financial aspect of this and potential areas that could be considered including smoking obesity or emergency services.

Mr Wright also felt that there had been no comprehensive scrutiny or analysis undertaken of what was going to happen from April 2018. He expressed concern that the joint scrutiny health committee hardly ever met, and then chose to meet in places such as Matlock. It was asked for it to be reconsidered as to how this affects future running. It was acknowledged that it was a complex area with a budget that will include cuts to the Better Care Fund

In response, Members were reminded that this had been taken to Cabinet indicating the plans for the year ahead and would return to Cabinet in April 2018 with additional detail. It was acknowledged that it was very important for this to be done correctly in Doncaster and that partners were on board. It was added that some areas had the potential to be considered regionally or that budgets may be pooled with partners.

It was acknowledged that it was about shifting the emphasis to be more about hospital commissioning. Members were informed that such specifics were being worked on at the moment including developing relations with community and providers. It was explained that this was a debate that will happen nationally, and it was been shared that the savings needed will not only be achieved through making cuts. Some of the issues faced were referred to and included homelessness, looking at a more flexible housing strategy and being around reduced presentation at Accident and Emergency. It was noted that positive discussions were being undertaken with partners regarding work in areas where the Council knows it can progress together with partners

It was acknowledged that any decisions would need to go to Council in order to make a full change and involve scrutiny as appropriate. It was acknowledged that there will be less resources going forward whilst trying to maintain better services for citizens in the borough.

OVERVIEW AND SCRUTINY CONSIDERATION OF THE MAYOR'S BUDGET PROPOSALS 2018/19-2020/21.

The purpose of this report was to give further consideration to the Mayor's draft Budget proposals 2018/19 – 2020/21 and develop a formal response. The Committee's response will enable the Mayor to take account of these when presenting her proposals to Council on 5th March, 2018.

**Adult Social Care**

Members were informed that it was about maximising what individuals could do for themselves. It was recognised that figures had reduced over the last couple of years as for most there were better alternatives as well as being beneficial for the budget.

It was explained that there was an ambition to support the living wage and to offer uplifting salary rates. It was explained that this approach would support the effective delivery of services, and provide additional money for demographics as there were a higher number of people in need of support. It was further added that there would be more investment in those services that promoted independent living. It was recognised that although it was challenging, it was achievable with an intention to continue to bring those numbers further down.

It was explained that there were 105 individuals at working age, living within a residential provision. Members were informed that work was being undertaken closely with those people; making best interest assessments and recognising that some could be based within supported living instead of residential.

Supported Living - In respect of savings made, it was explained that supported living provided assistance to 300 people who received 45 hours of support per week. It was emphasised that moving forward was about strength based thinking, providing investment and setting up individuals in more independent settings and working on that alternative.

Housing Related Support Service – It was acknowledged that this would be a challenging area with the Council and its partners reviewing its (discretionary) housing related support services, with a view to the transition of current service users to more appropriate forms of support. It was explained that there were currently 12 related contracts covering areas such as mental health, children, homelessness and learning disabilities. It was commented that many of the contracts were considered to be quite traditional in approach and that with some services being delivered for less money, there needed to be a great deal of work undertaken in order to be more efficient. It was noted that new ways of working were being investigated for the benefit of the people concerned in addition to releasing the necessary savings.

Day Services Work – It was explained that this service was being modernised to give service users better choice and control with more options. It was recognised that far less people were now going to day centres.

Intermediate Care – It was acknowledged that good work had been undertaken and this had the potential to deliver some good benefits.

Direct Payments – It was explained that direct payments were retendering their money management services and looking at keeping bureaucracy to a minimum and help people make their own choices.

Commissioning - Concern was raised as to how strongly the Council was trying to commission services that were based primarily in the Borough (as opposed to a national contractor who offers sub-contracts) and it was questioned whether there was an adrift to large service organisations. It was felt that savings were made on the ground with those who undertake crucial frontline services. It was commented that some of the larger organisations were offering Social Worker equivalent roles for less than £20,000.

It was stressed that it was about commissioning not outsourcing using a strength-based approach and that the Council could no longer afford to deliver the same level of services. It was stated that new providers needed to think differently about how they achieved this. It was expressed that there was a need to understand people's individual situations and what further support or intervention they might need. It was felt that it was about building people's understanding as well as considering alternatives through looking at what local providers can deliver.

Concerns were raised that there was a dilution of skill when services exited out of the authority to providers who it was felt did not deliver the same quality. Members were of the opinion that the Council should be investing more locally and developing a sector which will prove vital in the long term. Members were informed that Powers of General Competency could be used with health colleagues to establish some sort of appropriate locality based model. Members were informed that potential problems around voluntary and community capacity to help deliver this new model needed to be monitored and that further consideration was needed to see what could be procured by the Council. It was shared that further work needed to be done around voluntary and community sector and that it had been recognised by the Team Doncaster Partnership that work needed to be undertaken more consistently.

It was agreed that more could be done although progress had been made looking at alternative delivery models for day services, looking to contract locally for transport to day services.

Concern was raised where members of staff were being transferred on wages to be later cut to a minimum wage and pension. Members were assured that the Council wanted providers to honour the living wage.

It was challenged by a member of the Committee, what was being spent on consultancy and agency staff. It was commented that the Council's priorities should be about bringing services back in-house rather than commissioning out services. It was responded that there were particular areas where it was difficult to recruit for consultants and agency staff where required.

It was commented that conditions could be built into contracts such as employing locally and building in those local perspectives.

### **Regeneration and Environment**

In response to how the Regeneration and Environment was tackling its reported £1 million overspend, an outline was provided of the following contributing factors and future steps;

Waste and Recycling – It was explained that this was a one-off cost and one of the greatest contributors towards this overspend projected to be £576k due to unplanned contract extension costs.

Schools Catering – It was noted that this was currently at £368k due to reduced income related to the lower margins created when schools convert to academies. It was outlined that a number of academies during the year had chosen to use a preferred provider rather than the Council. It was acknowledged that the Council needed to be more competitive and that opportunities were being explored although there were no guarantees. It was questioned whether there could be more of a challenge of existing contracts prior to providers moving to new ones.

Market – Members were informed that this was as a result of vacant stalls with a reduction of £253k income and that additional funding had been used to offset that. It was explained that this was a reflection of what was happening nationally with fewer people visiting into the town centre. Members were told that investment was being used to provide a different type of offer with new opportunities to be completed October 2018.

Town Centre – Members were reminded of the investment taking place within the town centre with capital projects commencing 2018/19 that may attract more people into the town centre. It was outlined that Doncaster would be marketed more as a place and destination to visit with 4 to 5 key events taking place in addition to those provided by St. Leger Homes Doncaster.

Public Building Maintenance –It was expressed that it was difficult to

get the right trades people to do progress the work and therefore people are brought in on short term contracts.

Bereavement – This was identified in part due to repairs to Doncaster Minster paths and the demolition of the bungalow at Rose Hill at a cost of £36k. In addition, additional funding was needed for the maintenance of cemeteries to meet a reasonable standard.

Fleet Replacement Programme – This is expected to underspend by £1 million mainly due to slower than expected vehicle replacement which has created underspends against budgets used for the repayment of borrowing and interest.

Asset Disposal and Lettings – It was acknowledged that this was currently behind schedule and work was being undertaken to progress it. It was commented that disposing of an asset at the best price was not always necessarily the only option available and that interesting work on tenders with community outcomes were finding an innovative way to look at assets. It was also explained that following the refurbishment of Colonnades, there had been a lack of initial take-up; however, it was reported that private sector companies and partners had now accommodated vacant floors which would result in additional income.

Collapse of Carillion – Members were informed that Carillion was involved in the construction of FARRRS jointly with Tarmac. Members were assured that following the collapse of Carillion, work would continue with the remaining contractor and that there may be a slight project delay but no money would be lost.

Members were assured that the Council will do what it can to safeguard contracts when tendering in the future.

### **Finance and Performance**

Business Rates – It was explained that as a result of the revaluation, rateable value's for our area decreased and rates payable also decreased, but Doncaster's top-up grant had increased to compensate. It was further added that some valuations had changed again and the top up grant will be adjusted again, although these figures were not known yet. It was acknowledged that Doncaster was doing well and would continue to do so as long as service demand was properly managed and it was not tasked by government with services that were growing.

Council Tax – Members were informed that the majority of properties in Doncaster were below Band D and the authority was therefore not comparatively the same as other authorities. Reference was made to the importance of increasing income by raising the Council Tax, Social Care "precept" and other income from fees and charges. It was



	<p>reflected that council tax and business rates were both adequate but that there were risks associated with actions the Government was taking. It was recognised that it was a balancing act that impacted on residents within the Borough.</p> <p>It was shared that in time the Councils funding arrangements would be self-sufficient and that there would be less government support. With that, it was recognised that the status of the local economy was fundamental.</p> <p>In respect of Private Financed Initiatives, Members were informed that there were 2 schools at no cost to the tax payer and the waste PFI at Manvers (with both at no cost to the taxpayer).</p> <p>It was acknowledged that 2020/21 was an unknown with uncertainty being presented with the spending review, Fairer Funding Review and a reset on business rates due during that time.</p> <p>RESOLVED:-</p> <ol style="list-style-type: none"> <li>I. That the Mayor’s draft budget proposals be accepted and the Chair undertakes to provide a formal written response.</li> <li>II. To include the following within the Committee’s formal written response; <ol style="list-style-type: none"> <li>a) When looking to reshape services, in particular, commissioning, contracting and subcontracting, that the Council has regard to recommendations from evidence formed as a result of the Communities and Enterprise Overview and Scrutiny domestic abuse review.</li> <li>b) That when considering the commissioning of Adult Social Care services, that the Council use their General Powers of Competency to create a cooperative and mutual model for localised delivery with health partners.</li> </ol> </li> </ol>	
42	<p><u>OVERVIEW AND SCRUTINY WORK PLAN 2017/2018 - JANUARY 2018</u></p>	
	<p>The Committee considered the Scrutiny Work Plan, noted the current position and work to be undertaken by the Committee and Panel’s for the remainder of the 2017/18 Civic Year.</p> <p>RESOLVED: that the report, be noted.</p>	

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## DONCASTER METROPOLITAN BOROUGH COUNCIL

### OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE

THURSDAY, 8TH FEBRUARY, 2018

A MEETING of the OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE was held at the COUNCIL CHAMBER - CIVIC OFFICE, DONCASTER on THURSDAY, 8TH FEBRUARY, 2018 at 10.00 AM

#### PRESENT:

Chair - Councillor Kevin Rodgers

Councillors Neil Gethin, Jane Kidd, Andrea Robinson and Paul Wray

Invitee: - Paul O'Brien

#### ALSO IN ATTENDANCE:

DMBC

- Allan Wiltshire - Head of Policy and Partnerships

Other Councillors

- Councillor Martin Greenhalgh
- Councillor Nigel Cannings
- Councillor Derek Smith

		<u>ACTION</u>
43	<u>APOLOGIES FOR ABSENCE.</u>	
	Apologies for absence were received from Councillors John Healy and Richard A Jones.	
44	<u>TO CONSIDER THE EXTENT, IF ANY, TO WHICH THE PUBLIC AND PRESS ARE TO BE EXCLUDED FROM THE MEETING.</u>	
	None	
45	<u>DECLARATIONS OF INTEREST, IF ANY.</u>	
	There were no declarations of interest made.	
46	<u>PUBLIC STATEMENTS.</u>	
	There were no public statements made.	

The Overview and Scrutiny Management Committee held a meeting on the 8<sup>th</sup> February, 2018 to consider the updated 2018/19 Corporate Plan.

It was explained that the current Corporate Plan runs out at the end of 2017/18 and that an updated 2018/19 Corporate Plan was required to provide clear direction for the work of the Council for the next year. The new Plan brings together in one document, agreed priorities that were already shaping how the Council work. In summary it covers:

- The Council's contribution over the next year to the Doncaster Growing Together (DGT) partnerships plan.
- How the Council will ensure it has the capacity to deliver DGT transformational priorities and quality services day in, day out.

It was explained that the Corporate Plan was framed around the 4 DGT priority themes (Working, Learning, Living and Caring) and the cross-cutting 'Connected Council' theme.

A presentation was provided at the meeting to outline proposals for an updated Corporate Plan. Members provided their support to the plan and provided the following comments.

**Doncaster Learning** – It was recognised that progress in wider results across the board had been made, but that an achievement gap with statistical neighbours still persisted. It was outlined that the wider review of education undertaken by the Authority had identified priorities and work to improve areas such as attendance levels were receiving greater focus.

**Doncaster Working** - Concerns were raised in relation to wage levels and it was questioned how the DGT partnership strived to increase wages for Doncaster residents. Comments were made in relation to the role of larger local employers in making a big impact on this area. It was acknowledged that the Council will be experiencing further cuts resulting in the slimming down of the workforce and this along with past reductions and wage freezes have all presented challenges in improving the situation for residents. Members heard that it was being considered as to how the partnership can stimulate a number of local economies which may support this area.

Members were also reminded about the Doncaster Inclusive Growth Strategy which provided an opportunity for new ideas to be put forward as well as an outline of what the local economy will look like in 10 years.

Maximisation of benefits and other supports were highlighted as a way by which residents experiencing lower incomes in work. In

combination with this approach, was a firm view that employers across the Borough needed to consider flexible working to allow individuals from groups with protected characteristics such as disabled people, tackle socio-economic disadvantage.

In terms of apprenticeships, it was heard how there were different levels of apprenticeships available and it was about setting the right aspirations to allow residents to achieve their full potential in the world of work.

**Doncaster Living** - Members heard how Doncaster had been reported as one of the most inactive Boroughs, with around one in three of Doncaster's adults falling into this category. Members were interested to hear that Doncaster had been chosen by Sport England as a pilot area to work with to build healthier, more active communities across England. It was also commented how society had made it much easier to be inactive through the reliance on such things as cars and that sports clubs such as golf clubs were experiencing dwindling numbers.

**Doncaster Caring** - It was viewed that the Borough's social infrastructure might benefit from the use of a locally based social enterprise. In particular, the use of the Council's Powers of General Competency (under the 2011 Localism Act) to create community based mutual organisations with the NHS and other public sector organisations which might provide vital bespoke solutions.

A Member raised the concern that this theme was so critical that progress in one area could adversely be affected by progress made in another. For example, they spoke of a local extra care housing facility that accommodated individuals as part of their end of life care, however, this had resulted in there being less availability for others to live there, remain independent for longer and be less socially isolated. It was recognised that more was being done to look at housing solutions in the Borough and identify what people need.

Members raised concern as to how it was difficult to break cyclical decline and referred to how Social Education Centres had been closed with little available elsewhere. It was viewed that this was something that could be provided by the market rather than the Council, but that the stimulation of this market remained a key challenge.

**Connected Council** - It was explained that this is what the organisation needed to be like whilst spending money as the best it can.

A Member raised concern about transport links to the Civic Building, which for some was a difficult reach and it therefore might be useful to improve connectivity to the Civic Building using a shuttle bus.

In terms of managing and improving the quality of data held and used, it was explained that this was about making the most out of the information held on different systems.

A member of the Panel stressed the importance of value for money and raised concerns about how much had been spent on consultants who often lived outside of the Borough and therefore spent money outside of the local economy. It was also commented that posts that had been made redundant and agency staff were now being employed to fill those voids. It was added that this could prove expensive to the Council at a time when significant cuts were being made as well as becoming at risk of not being able to provide quality frontline services.

It was felt that the plan was going in the right direction and that good partnership working was essential for it to work. It was also felt that the areas of focus was good although with many decisions to be made there would need to be a fine balance of what was taken forward.

In terms of the areas of focus outlined under each area, it was commented that a key role of the Overview and Scrutiny Management Committee was to ensure progress was made against the priorities in the Corporate Plan.

RESOLVED that the Panel note the report.



### Report

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Date: 4 April 2018

To the Chair and Members of the  
**OVERVIEW & SCRUTINY MANAGEMENT COMMITTEE**

### **DONCASTER CHILDREN'S SERVICES TRUST: FINANCIAL OVERVIEW REPORT**

<b>Relevant Cabinet Member(s)</b>	<b>Wards Affected</b>	<b>Key Decision</b>
Cllr Nuala Fennelly	All	No

#### **EXECUTIVE SUMMARY**

1. Doncaster Children's Services Trust (DCST) was set up in 2014 by the Council and Department for Education (DfE) and since that time has worked closely with the Council to help deliver improvements in children's services. The recent OSFTED announcement in January 2018 that the Trust is now a "good" provider was a critical milestone in this improvement journey.
2. In liaison with the Council the Trust's budget for 2017-18 was originally set at £46.3m and has continued to be monitored throughout the year. The Trust's own corporate governance arrangements are such that monthly management accounts are provided to its Finance & Infrastructure Committee or full Trust Board on a timely basis. The existing contract monitoring arrangements also require the Trust to provide quarterly performance and financial reports to the Council.
3. The Trust has now established a Medium Term Financial Strategy (MTFS) for the period 2018-21 together with a capital strategy, and agreed funding with the Council for a capital programme to invest in operational assets and ICT systems and equipment.
4. The number and level of complexity of children in care cases has continued to rise during 2017-18 and is now 555 at March 2018. As a result the forecast outturn for 2017-18 is an overspend of £2.9m. This has been the subject of both an Extraordinary Monitoring Meeting held on 30 January 2018 and a series of Strategic Group meetings between officers of the Council and the Trust. A series of additional monitoring measures have been agreed between the Council and the Trust as a result.
5. The Trust is not alone in this and it has been widely reported that local authorities up and down the country are struggling to cope with the demand pressures in children's services. A recent survey by the Core Cities and coordinated by Sheffield City Council revealed that the level of overspend in Doncaster is comparable to other Yorkshire and metropolitan areas.

## EXEMPT REPORT

6. Financial Information presented in Appendix 1 to the report is not for publication as it refers to information which is exempt as defined within paragraph 3, (information relating to the financial and business affairs or any particular person, including the authority holding that information) of Part 1 of Schedule 12A of the Local Government Act, 1972, as amended. Contains commercially sensitive information.

## RECOMMENDATIONS

7. The Committee are asked to note the report and the actions which have been taken in respect of the demand pressures and impact on the forecast outturn for the Trust in 2017-18 and the impact this will have on the MTFs for the period 2018-21.

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

8. The Trust is responsible for ensuring the welfare and safeguarding of the children in Doncaster.

## BACKGROUND

9. The Trust was created under a legal directive from the DfE in 2014 which resulted in the transfer of children's welfare services from the Council to the Trust.
10. The contract period of the Trust is ten years.

## OPTIONS CONSIDERED

11. Not applicable.

## REASONS FOR RECOMMENDED OPTION

12. Not applicable.

## IMPACT ON THE COUNCIL'S KEY OUTCOMES

- 13.

Outcomes	Implications
<p><b>Doncaster Working:</b> Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future:</p> <ul style="list-style-type: none"><li>• Better access to good fulfilling work</li><li>• Doncaster businesses are supported to flourish</li><li>• Inward Investment</li></ul>	
<p><b>Doncaster Living:</b> Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time:</p> <ul style="list-style-type: none"><li>• The town centres are the beating heart of Doncaster</li><li>• More people can live in a good quality, affordable home</li></ul>	



<ul style="list-style-type: none"> <li>• Healthy and Vibrant Communities through Physical Activity and Sport</li> <li>• Everyone takes responsibility for keeping Doncaster Clean</li> <li>• Building on our cultural, artistic and sporting heritage</li> </ul>	
<p><b>Doncaster Learning:</b> Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling:</p> <ul style="list-style-type: none"> <li>• Every child has life-changing learning experiences within and beyond school</li> <li>• Many more great teachers work in Doncaster Schools that are good or better</li> <li>• Learning in Doncaster prepares young people for the world of work</li> </ul>	
<p><b>Doncaster Caring:</b> Our vision is for a borough that cares together for its most vulnerable residents:</p> <ul style="list-style-type: none"> <li>• Children have the best start in life</li> <li>• Vulnerable families and individuals have support from someone they trust</li> <li>• Older people can live well and independently in their own homes</li> </ul>	<p>The Council's contract with the Trust relates to the delivery of services to children in need of help and protection.</p> <p>The work of the Trust specifically targets vulnerable children, young people and families.</p>
<p><b>Connected Council:</b></p> <ul style="list-style-type: none"> <li>• A modern, efficient and flexible workforce</li> <li>• Modern, accessible customer interactions</li> <li>• Operating within our resources and delivering value for money</li> <li>• A co-ordinated, whole person, whole life focus on the needs and aspirations of residents</li> <li>• Building community resilience and self-reliance by connecting community assets and strengths</li> <li>• Working with our partners and residents to provide effective leadership and governance</li> </ul>	<p>The Council's contract includes a budget for delivering services and therefore an expectation that the Trust will deliver value for money. The variation from the contract as detailed in the report reflects additional activity being undertaken by the Trust.</p> <p>The Trust is working with key partners to deliver innovative approaches to care – for example, working with the Council and St Leger Homes on the provision of supported accommodation for care leavers.</p>

## RISKS AND ASSUMPTIONS

14. There are a number of risks and sensitivities which could impact on the total of the current forecast:
- **Placements** – assumptions about growth have been built into the forecasts however a single high cost placement could significantly alter the level of expenditure.
  - **Regular review of other costs** – including non-pay costs – will continue to ensure that potential issues are addressed as soon as possible.
  - **Income** – the Trust continues to pursue appropriate income generation and funding opportunities.

**LEGAL IMPLICATIONS [Officer: LYH      Date: 19.03.18]**

15. There are no legal implications associated with this report.

**FINANCIAL IMPLICATIONS [Officer: LYH      Date: 19.03.18]**

16. The financial implications are detailed within the report.

**HUMAN RESOURCES IMPLICATIONS [Officer: LE Date: 19.03.18]**

17. There are no specific human resource implications associated with this report.

**TECHNOLOGY IMPLICATIONS [Officer: JT      Date: 19.03.18]**

18. There are no specific technology implications associated with this report.

**HEALTH IMPLICATIONS [Officer: LE Date: 19.03.18]**

19. There are no significant health implications associated with this report.

**EQUALITY IMPLICATIONS [Officer: LE      Date: 19.03.18]**

20. The ethnic and gender mix of the workforce and the children and young people that the Trust works with is monitored.

**CONSULTATION**

21. Not applicable.

**BACKGROUND PAPERS**

22. Quarterly Performance and Finance Reports 2017-18 presented to the Council and minutes of the Extraordinary Monitoring Meeting held on 30 January 2018.

**REPORT AUTHOR & CONTRIBUTORS**

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**LEAD OFFICER**

**Paul Moffat**  
**Chief Executive**  
**Doncaster Children's Services Trust**

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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## Doncaster Council

4 April 2018

To the Chair and Members of the Overview and Scrutiny Management Committee

### BEHAVIOUR IMPROVEMENT PROGRAMME

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Cllr Nuala Fennelly Lead Member	All	Yes/No

### EXECUTIVE SUMMARY

1. Doncaster currently has high numbers of fixed term exclusions and managed moves, high rates of persistence absence and poor educational outcomes for children and young people in alternative provision. This provision is currently funded from high needs block DSG.
2. A report was presented to cabinet in March 2017: Endorsement of the children's commissioning inclusion program (February 2017–August 2018) which set out the ambition to develop a systems wide Inclusion Strategy that will ensure equity of access to education for all children and young people in the borough. The report provided an overview of the current system and provision, the pressures within the system and the need for change. Interim proposals were made in relation to Learning Centres to provide a holding position for 2017/18, whilst further work is done to develop a structural design, fit for purpose to meet the changing needs in Doncaster.
3. Cabinet supported the delivery of the program in 3 phases: phase 1 – review of current need, capacity, pathways, provisions etc. (completed); phase 2 – remedial actions to prepare and align the system for a new way of working (completed and presented in this report); and phase 3: linking with the One Doncaster programme to create a sustainable fit for purpose system that meets the needs of all young people in the borough. On-going changes to the system will embed with continued long term commissioning against need with appropriate resources (underway).
4. The phase 2 review report was presented to LOCYP senior leadership team in May 2017 which included a number of operational and strategic recommendations. Actions against operational recommendations have been progressing since then and continue to be implemented. The recommendations are aimed at improving support to schools, ensuring clear, evidence based decision making in agreeing and securing appropriate alternative provision for young people disengaging from learning and / or who have been excluded on a fixed or permanent basis.
5. The phase 2 strategic recommendations indicated a review of the current structural arrangements and consideration of need, capacity and future direction aligned to the

Doncaster Growing Together, One Doncaster and the Children and Young People's Plan. The findings and options for consultation with wider stakeholders were presented to Executive board in December 2017. Options for Primary and Secondary support are different due to the profile of need and challenges in each sector are different.

6. Children and young people with behaviour problems usually face a number of environmental, social or emotional difficulties. It is therefore critical that a more integrated and holistic view of a child's needs is taken. Effective support at home and in school is necessary.
7. There is a sense of collective responsibility and purpose evident across the Team Doncaster partnership to address the issues that schools in Doncaster face. Building on the evidence of the Children and Young People's Plan the Education & Skills Commission seeks to strengthen schools by improving the quality of teaching and learning, improving teacher recruitment and retention, and by ensuring that there is a broad and balanced curriculum that both meets the needs of pupils and the labour market. This is reflected in our 'Raising aspiration and achievement strategy', which sets out how local partnerships will impact upon school provision and outcomes. Behaviour, along with attendance, forms one of the three strands of the work of the Doncaster Growing Together Inclusion board, which provides overall governance for this strategy.
8. This is strongly correlated with the ambition and intent of the Social Mobility Opportunity Area. Doncaster is set to receive £6m in funding over the next three years to improve the life chances of children and young people. This work is informing and informed by the work of the behaviour review as it aims to address challenges around common areas such as quality of teaching, absence and variable outcomes for disadvantaged children.
9. The recommendations in this report must be understood in the context of the current Inclusion programme delivering on the Doncaster Growing Together ambition. Other reports in relation to Communication and Interaction school and an application to Life Chances Fund to introduce a new educational delivery vehicle.
10. This report evidences progress against the 3 phase plan that was set out in March 2017 and marks the conclusion of phase 2. It makes recommendations in relation to the preferred continuum of graduated support, the preferred option in relation to systems leadership and management, high level 3 year plan and the anticipated financial, asset and legal implications.
11. This work will complement the ongoing Attendance Strategy as it develops 'whole school' approaches to improving attendance and captures and disseminates good practice across the borough. So far, the attendance strategy has created audits and action plans in over 50 schools and has attracted 80 schools to the first attendance network. We are anticipating that this will lead to reductions in school absence over the next 18 months, but recognise also that securing inclusive school cultures is critical to the success of the overall project.

## **EXEMPT REPORT**

12. This report is not exempt.

## **RECOMMENDATIONS**

13. The Committee is asked to give consideration to the report and the following recommendations that will be presented to Cabinet on 10 April 2018:

Recommendation 1: Consider and agree the continuum of graduated support as the delivery model for the behaviour system and pathway. This will form the bedrock for strategic commissioning.

Recommendation 2: Consider and agree the indicative modelling of finance and the potential asset and human resources implication.

Recommendation 3: to delegate strategic decision making re deployment of resources, consideration of potential changes to the AP estate and challenge to the wider system to the Director of People and the Chief Finance Officer, in consultation with the cabinet member for children and young people.

Recommendation 4: To provide a mandate to progress with the 3 year transformation program and support a 6 monthly cycle of progress update and decision making to the Executive Board and Cabinet where necessary.

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

14. In addition to absence and exclusions it is also known that young people that are accessing alternative provision due to their behaviour do not fare well academically and struggle to progress later on in life. Furthermore, due to their limited engagement in learning and the environments they grow up in, they are at a higher risk of engaging in risk taking behaviours/anti-social/criminal activity and potentially could suffer with low self-esteem/resilience/mental health. The development of a continuum of provision that accurately matches curriculum to individual need will allow a significant number of our most vulnerable young people to lead happier and more successful adult lives, thereby reducing the social costs mentioned above.
15. The development of a cohesive and consistent school outreach service will ensure that student need is identified as early as possible and that schools can become consistent in meeting this need. This can contribute to the development of stronger teaching and outcomes for young people in all schools.

## **BACKGROUND**

### **The problem and current position**

16. Doncaster currently has high and increasing numbers of fixed term exclusions and managed moves and high rates of persistence absenteeism. More recently there has also been a sharp rise in the number of permanent exclusions issued by schools and growing demand for alternative provision places (children being educated in settings away from mainstream provision). There is a need to ensure that schools are both supported and challenged so that they are planning effectively to meet the needs of their students.
17. The Behaviour Review concluded that:
  - There is a need to build a range of inclusive practices across all of our schools so that they are increasingly capable of meeting student needs earlier, without the support of alternative provision.
  - Behavioural problems are often a symptom of a range of difficulties that a young person may face, ranging from family problems, speech and language needs, autism, etc. It is therefore important that other parts of the system, for example

CAMHS, social care etc. work better together with schools and alternative provision.

- Whilst Doncaster has a relatively high number of alternative provision places available, there is a lack of a clear continuum of provision to match need and consequently some young people are not in the correct form of provision to meet their needs.
- There is insufficient provision locally to meet the needs of young people with acute Social, Emotional and Mental Health needs or Autism. These factors have led to poor attendance and educational outcomes for many of these children.
- ensure that our alternative provision is focussed on meeting the specific needs of our young people.

### **Systems leadership and management of the pathway**

18. The LA presented 3 options to the mainstream sector in relation to how other areas (in the country) manage the behaviour pathway:

- i. Delegation to Mainstream schools: Schools determine their behaviour management policy without any regard for other practice in the locality, high needs funding is delegated to schools to manage pupils however they see fit. This will drive a no exclusion policy in Doncaster due to the fines that the LA will impose if a placement should be needed for a young person who has been excluded from school. This option will create inconsistency and will put undue pressure on mainstream schools. It will also impact on economies of scale since a small number of young people will have to receive specialist packages of support within their mainstream setting, drawing on specialist knowledge and experience which the school will have to buy in.
- ii. Local Authority commissions all provision from external providers: All interventions in and out of school is bought from external providers. In this option the LA will manage the system at arm's length via contracts with provider that will deliver services in and out of mainstream settings. This will be expensive and quality is not always guaranteed.
- iii. Mixed Economy – The LA and the mainstream sector work in partnership to oversee the continuum of provision that matches the needs of children and young people at the earliest opportunity, as far as possible within the mainstream setting. Where a young person can benefit from being educated in an alternative setting, the LA will ensure the quality of that provision.

19. There has been comprehensive support for a 'mixed economy' model whereby we refocus some resource towards outreach whilst ensuring that the delivery model anticipates specific need more effectively.

20. The activities following Phase 1 of the behaviour review are beginning to impact upon practice across schools. There has been a strong take up from schools of the new Behaviour Networks and a visible improvement in training, monitoring, decision making and assessment. We are currently developing a comprehensive toolkit for schools to complement our training and networking offer.



## The graduated approach to support: Systems delivery

21. The LA developed and consulted on the new graduated response to student need which forms the basis for the development or adaption of new support/provision and needs endorsement from Cabinet.

### 22. The Intended Continuum of Support

Level of need	Who provides it	What needs to be provided
Tier 1 – no additional needs; universal services	Mainstream school; LA provides system wide	Quality First Teaching; Behaviour network; SENCO network; school support and challenge. LA's role is to generate and share 'best practice'
Tier 2 –universal plus services; can meet vulnerable children's needs with additional support	Mainstream school; Behaviour and other outreach services; early help in partnership with the family .	Time limited intervention; Early identification and support to school; Team around the family; Case discussion at low level but pupil focussed Outreach is part of a seamless evidence based APDR process,
Tier 3 – child more complex needs with escalating learning/behaviour difficulties	Mainstream School; Alternative provision bought by mainstream school or commissioned via LA in partnership with family; Pupil Referral unit; Early Help services; EP services. LA supports schools in ensuring sufficient good quality KS4 AP places.	Individualised support plan supported by EP; done in full partnership. Refocus current PRU provision- admissions policy, delivery model- build a 'centre of excellence'. Solution focused intervention that returns YP to mainstream as soon as viable.
Tier 4 – Acute needs SEMH	Specialist schools/specialist provision	Single registration with a specialist provision.

23. Please note the following regarding the principles of the 'graduated approach':

- The intention is that the response will match the need of the child through early identification and intervention.
- That expert outreach support should be developed in order to support mainstream settings to support young people with behavioural problems for as long as possible in the mainstream setting.
- That the pupil referral unit will become an assessment centre and short stay alternative provision. This is a change from the current practice where children are unable to return to mainstream education once placed in a PRU.

- That Big Picture Learning will provide an alternative curriculum model with the intention to re-engage children with learning.
- That a specialist, high quality, alternative setting is created to support children with acute social, emotional, mental health problems. It is unlikely that children in this setting will return to mainstream school.
- The wider systems, i.e. social care, mental health services, etc. plays an important role in supporting families in need. Work is underway to ensure that pathways align and that a holistic view of family need is embedded.

24. We have developed a high level plan for transforming the system within three years.

25. Our 3 year timeline (see Appendix A) sets out this ambition and identifies the steps towards the intended transformation. It acknowledges that current gaps in provision (especially around acute Social Emotional and Mental Health needs and Autistic Spectrum Disorders) and how these will be filled. The council's resources, working in partnership with the wider system, will need to be refocused in order to support the delivery of greater capacity within schools at each tier of intervention.

26. By the end of three years we will:

- Build a consistent, high quality, single outreach offer to support schools. This will inform and be informed by other processes for support and challenge across the borough. In doing this we will aim to build effective and consistent practice across Doncaster schools.
- Reduce the demand for alternative provision places due to increasing levels of capacity and know-how within our schools.
- Have developed a range of provision that will deliver stronger outcomes for our most vulnerable youngsters for example Big Picture Learning.
- Develop a 40 place SEMH provision that will ensure that we are able to offer the right provision to young people with the most acute needs, many of whom are currently educated in non-specialist or out of authority provision. This will reduce the demand for out of authority places and ensure that more young people are educated in their local community.
- Have delivered the necessary reduction in school exclusions and school absence, alongside improvements in quality of provision across the whole sector.

27. We will do this by:

- Building partnerships so that the school system has a collective responsibility for key decisions around funding and provision.
- Engage the wider system to ensure holistic support for children, young people and their families.
- Strengthening our processes around identifying schools for further challenge and support in relation to inclusive practice.
- Reducing the number of alternative places over three years and refocusing some of these resources so that they are used in order to build capacity in schools through a single outreach offer. This will involve the ending of the secondment of our Primary Learning Centre staff to the Inspiring Futures trust and incorporating this team into a Local Authority outreach team. Secondary learning centres will be decommissioned over two years, with staffing used in order to create 'assessment centres' which will target high quality reintegration for students who are temporarily out of mainstream education and to support our central outreach offer.
- Develop the 'Big Picture Learning' model in order to accommodate increasing numbers of students in high quality provision with stronger likelihood of gaining

- good outcomes.
- Changing the remit and capacity of the PRU in order to focus resource on students who are out of mainstream on medium term placements.

## 28. Transformation over 3 years

Intended milestones over 3 years:

Year 1	Year 2	Year 3
<p>Persistent Absenteeism- gap closes with National Average. Collective responsibility is the core strategy that guides all Inclusion processes in Doncaster. Behaviour network builds expertise and best practice across the system. Establish BPL Primary Behaviour outreach team is in place.</p>	<p>Reducing fixed term and permanent exclusions at both phases. Reducing exclusions for Year 7 students. Assessment centre for KS3-4 opens. There are 20 specialist places in Doncaster for acute need. The number of alternative provision places reduces to 342.</p>	<p>Fixed term exclusions are lower than statistical neighbours. There is effective and consistent practice in meeting behaviour needs across all schools and sectors. Learning centres are fully decommissioned. The number of alternative provision places reduces to 320 which will include a small contingency. There are 40 specialist places in Doncaster for acute need.</p>

## Assets

### OPTIONS CONSIDERED

29. Option 1: Do nothing. This option cannot be considered due to the ongoing impact that current provision has upon outcomes and life chances for young people.  
Option 2: To take immediate action in order to support the recommendations outlined in this report. This is the recommended option.

### REASONS FOR RECOMMENDED OPTION

30. In order to develop a high quality continuum of provision for young people we believe that the actions within this report and plan are the only method of delivering a coherent and consistent capacity building strategy from existing resources.

### IMPACT ON THE COUNCIL'S KEY OUTCOMES

	Outcomes	Implications
	<p><b>Doncaster Working:</b> Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> <li>• Better access to good fulfilling work</li> <li>• Doncaster businesses are supported to flourish</li> <li>• Inward Investment</li> </ul>	<p>This strategy will significantly impact upon the ability of our young people to be able to access fulfilling work, developing the skills and resilience of some of our most vulnerable young people.</p>
	<p><b>Doncaster Living:</b> Our vision is for Doncaster's people to live in a borough that is vibrant and full of</p>	<p>The provision of high quality learning environments for young people will support their</p>

	<p>opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> <li>• The town centres are the beating heart of Doncaster</li> <li>• More people can live in a good quality, affordable home</li> <li>• Healthy and Vibrant Communities through Physical Activity and Sport</li> <li>• Everyone takes responsibility for keeping Doncaster Clean</li> <li>• Building on our cultural, artistic and sporting heritage</li> </ul>	<p>engagement in cultural and sporting activities within educational settings and beyond.</p>
	<p><b>Doncaster Learning:</b> Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> <li>• Every child has life-changing learning experiences within and beyond school</li> <li>• Many more great teachers work in Doncaster Schools that are good or better</li> <li>• Learning in Doncaster prepares young people for the world of work</li> </ul>	<p>Young people will be more able to access education as they benefit from increasingly personalised experiences in all learning environments. Teachers and school leaders will benefit from the increases in skills and understanding that this strategy will deliver. This will, in turn, improve outcomes for children and secure an increase in the number of 'good' schools. We will diminish the difference between disadvantaged and non-disadvantaged children and young people as we improve educational provision and develop increasingly effective models of early help and prevention for young people from less affluent backgrounds</p>
	<p><b>Doncaster Caring:</b> Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> <li>• Children have the best start in life</li> <li>• Vulnerable families and individuals have support from someone they trust</li> <li>• Older people can live well and independently in their own homes</li> </ul>	<p>The 3 year plan will deliver increasingly effective and early intervention for vulnerable children and young people through strong assessment and placement in provisions that will be able to build their social skills and resilience.</p>
	<p><b>Connected Council:</b></p> <ul style="list-style-type: none"> <li>• A modern, efficient and flexible workforce</li> <li>• Modern, accessible customer interactions</li> <li>• Operating within our resources and delivering value for money</li> <li>• A co-ordinated, whole person, whole life focus on the needs and aspirations of residents</li> <li>• Building community resilience and self-reliance by connecting community assets and strengths</li> </ul>	<p>We will engage all of our key stakeholders in managing the system more effectively through 'collective responsibility'. Curriculum within all of our settings will be increasingly focused upon building self-reliance in our young people.</p>

	<ul style="list-style-type: none"> <li>• Working with our partners and residents to provide effective leadership and governance</li> </ul>	
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## **RISKS AND ASSUMPTIONS**

31. Key risks are:

- Not maintaining effective partnerships with schools.
- Demand for alternative provision places continues to grow despite our work.
- Not delivering change on time.

32. These will be mitigated by:

- Regular communication and transparency at all possible opportunities with leaders from across the school system.
- Developing a planning group, meeting frequently in order to ensure that deadlines are set up and met in good time.

## **LEGAL IMPLICATIONS [Officer Initials HMP Date...07.03.18]**

33. The Council has a number of statutory duties that this programme assists in ensuring are met. The Council has a duty to make arrangements for the provision of suitable education at school or otherwise for each child of school age who for reasons including exclusion would not receive it unless such arrangements were made under s19 Education Act 1996. There is also a duty to provide education for a permanently excluded child from the sixth day after the exclusion.

34. In addition, there are a number of statutory duties concerning attendance including identifying those children not receiving education, the power to prosecute a parent for a child's non-attendance; administering the penalty notice regime; and to investigate the whereabouts of pupils who have poor attendance and are at risk of being deleted from the schools' admission register.

35. Further legal advice should be sought on the specific actions arising from the recommendations as these projects progress.

## **FINANCIAL IMPLICATIONS [Officer Initials DB Date 8/3/18]**

36. The financial implications of the changes outlined within the report and accompanying 3 year timeline are summarised in the attached Dedicated Schools Grant High Needs Block medium term financial plan covering 2018/19 - 2020/21. All changes to high needs education provision outlined within this report are funded from the High Needs Block of the Dedicated Schools Grant (DSG) which is a ring fenced grant, provided by the DfE for these purposes, with carry forward of any balance to the following year. It is the LA's responsibility to manage the High Needs Block of DSG within budget, with accountability to School Forum on how it manages and makes arrangement for provision.

37. The overall position on the High Needs Block of DSG across the 3 year period from 2018/19 - 2020/21, taking account of changes included within this report, shows a small surplus, therefore indicating that these changes can be managed within overall resources available.

38. The medium term financial plan indicates the following:

- High Needs DSG revenue grant funding that Doncaster is expected to receive

across the 3 year period, increasing as a result of the DfE's National Funding Formula consultation (less deductions for places funded in Academies which DfE pass the funding on for);

- Current expenditure projections, including costs of Big Picture learning referenced in this report;
- A summary of the additional costs and savings expected as a result of the changes identified within this report: and,

39 Also referenced in this report is the planned Communication and Interaction free school which was subject to a separate report. This provision as outlined in that report is anticipated to make revenue savings, based on average current place funding costs of the identified potential cohort of children who will eventually attend, when open. These potential saving have not been incorporated within the medium term financial plan for this report and any savings would expect to contribute to changes that may be identified through the current SEND review, also referenced in this report, which will need to be costed accordingly once agreed.

40 As set out above there are a number of risks and assumptions associated with the costs and savings identified within the overall budget and will require careful monitoring throughout the period to ensure that the High Needs Block DSG can be managed within the overall budget available. Should there be any significant changes to any of the figures these will need to reviewed and if necessary the High Needs Block budget overall reconsidered & revised in order to ensure the budget remains balanced.

#### **HUMAN RESOURCES IMPLICATIONS [Officer Initials MLV Date 07/03/18]**

41 There will be implications for staff in the Primary and Secondary Learning Centres. The secondments of the staff currently based in the Primary Learning Centre will be brought to an end and they will return to the local authority. Their function and roles need to be defined which may require new job descriptions to be devised and job evaluated. Consultation with staff and trade unions may also need to take place dependent upon the proposals. Staff based in Secondary Learning Centres are not currently council employees. Proposals are likely to involve the TUPE of employees into the local authority which will require appropriate consultation with the current employer, staff and relevant trade unions. Any proposals to change the future service delivery model will need to be subject to appropriate consultations post transfer (any proposals to make changes would need to be identified in measures as part of the TUPE transfer process).

42 More detailed implications will provided when the proposals for each element are clearer. Any further implications that emerge as the outcomes of the behaviour review progress will be highlighted at the appropriate time.

#### **TECHNOLOGY IMPLICATIONS [Officer Initials...PW Date 05/03/18 ]**

43 There are no direct technology implications at this stage. Where requirements for new, enhanced or replacement technology to support the recommendations are identified, these would need to be considered by the ICT Governance Board (IGB).

## **HEALTH IMPLICATIONS [Officer Initials CW Date 05/03/18]**

44 Learning outcomes and health outcomes are intrinsically linked. On the whole, investments in improving learning outcomes should also improve health outcomes. Evidence shows that education, training and employment are key socio-economic factors in determining health status (Marmot, 2010). The Behaviour Improvement programme looks to enhance education, training and employment prospects for children in Doncaster. With its focus on reducing the gap in educational attainment for the most vulnerable children, the programme is likely to impact positively in reducing long-term health inequalities in Doncaster. The health impact of this programme will need to be monitored in the course of its implementation, and public health can provide the appropriate advice in assessing the health impact.

## **EQUALITY IMPLICATIONS [Officer Initials MO date 2/03/18.]**

45 The equality of expectation for all children, including those that disadvantaged, is a core value within all aspects of the work undertaken in education settings and underpins the support and challenge provided by officers. This strategy aims to ensure that our provision offers genuine equality of opportunity to young people with Social emotional and Mental Health needs.

### **Accommodation Requirements**

46 The Local Authority has established an Organisation of Learning Provision Strategy which is managed by the Organisation of Learning Provision Board. One of the key outcomes of the Strategy is to ensure there are sufficient places to meet the needs of learners with individual needs, including those with Education, Health and Care Plans and those who require additional support in order to access an appropriate curriculum. It is therefore important that the future demand for such provision and for meeting Behaviour Needs arising from demographic changes are given full consideration as part of the Behaviour Review. This will include undertaking a review of the current and potential accommodation options. Where options require additional accommodation or disposal of premises these will be considered by the Local Authority's Assets Board with any necessary Key Decisions brought to Cabinet as necessary.

## **CONSULTATION**

47 The consultation took place between January 29th and February 26th. The consultation involved meetings with key stakeholders in this area, including:

- Head teachers from special, primary and secondary schools.
- Meetings with affected groups including the high Needs sub-group, school behaviour leaders, learning centre staff, young people and academy trusts

## **BACKGROUND PAPERS**

Endorsement of the Children's Inclusion commissioning Programme (March 2017)  
Behaviour Review Consultation Slides February 2018.  
Behaviour Review Consultation summary March 2018.  
Behaviour Review Three Year Plan Summary March 2018

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	<b>Year 0 March 2018- September 2018</b>	<b>Year 1 September 2018-September 2019</b>	<b>Year 2 September 2019-September 2020</b>	<b>Year 3 September 2020-September 2021</b>
<b>Tier 1 Universal Services</b>	<ul style="list-style-type: none"> <li>Attendance Network to continue in current format</li> <li>Behaviour Network to continue in current format</li> <li>Set borough wide principles for inclusion and set out how this will be visible.</li> <li>Plan new “Inclusion Conversation” system and agree incentives, QA and vision. Link to analysis of all key inclusion data around individual schools.</li> <li>Develop Borough Wide collective responsibility agreements with Head Teachers which should include funding arrangements (PEX, AWPU/PP and High Needs Element 3), behaviour policy, non-negotiable, pupil movement through the continuum, aims, aspirations and shared principles.</li> <li>Continue to develop data capture in respect of: managed moves, part time timetables and PEX.</li> </ul>	<ul style="list-style-type: none"> <li>Attendance Network to continue In current format</li> <li>Behaviour network to be strengthened and themed. Themes should be linked to Doncaster Priorities, updates and local appetite.</li> <li>Pilot new “Inclusion Conversation” and evaluate</li> <li>The collective responsibly becomes the core strategy that guides all Inclusion processes in Doncaster.</li> <li>Review Fair Access Protocols using collective responsibility strategy.</li> </ul>	<ul style="list-style-type: none"> <li>Explore combining Attendance &amp; Behaviour Networks</li> <li>Embed “Inclusion Conversation” and develop QA Framework for use across the Borough e.g. Charter Mark and/or Inclusion Quality Mark</li> </ul>	There is effective and consistent practice across all sectors, supported by a high quality outreach offer and appropriate support and challenge.
<b>Tier 2 universal plus services; can meet vulnerable children’s needs with additional support OUTREACH SUPPORT</b>	<ul style="list-style-type: none"> <li>Cancel secondment of PLC team to Inspiring Futures. PLC Outreach team becomes L.A. Primary Outreach Service.</li> <li>Skills audit of current Primary Learning Centre Outreach Teams</li> <li>Develop comprehensive approach to outreach to include: agreed model, methods of assessment, needs analysis, intervention menu and evaluation/success criteria.</li> <li>Design/develop multi-professional outreach service.</li> <li>Consider alignment and refocussing of LA delivered services in line with design of outreach service.</li> <li>Develop vision for outreach service which includes role of wider partners including (but not limited to EPS/ASCETS)</li> <li>Plan how outreach support TRANSITION &amp; REINTEGRATION and finalise Policy &amp; Guidance</li> <li>Develop training strategy for outreach teams (to include identified Borough wide priority areas)</li> <li>Re-launch transition panel with tiered outreach offer to support transition utilising new primary outreach team.</li> <li>Re-broker Service Level Agreement for all Secondary Learning centre settings to ensure</li> </ul>	<ul style="list-style-type: none"> <li>Skills audit of secondary Learning Centre outreach team.</li> <li>De-commissioning of Learning Centre outreach, with resource brought in-house as part of outreach support service. TUPE of staff to the L.A. begins.</li> <li>Implement high quality, specialised training opportunities for outreach teams</li> <li>Provide greater capacity for outreach support at KS3 and KS4 utilising new outreach support service.</li> <li>Complete cohort analysis around PRU/LC numbers to inform PAN of proposed Assessment Centre</li> <li>Monitor and QA SLA with Learning Centres</li> <li>Ensure Outreach Teams effectively support TRANSITION &amp; REINTEGRATION and evaluate against success criteria</li> <li>Develop and design new KS3-4 assessment and reintegration centre.</li> </ul>	<ul style="list-style-type: none"> <li>Begin the decommission of Learning Centre in-reach provision</li> <li>Increase Secondary Outreach provision utilising existing Learning Centre staff (currently used to supervise high levels of in-reach placements across all LC settings)</li> <li>Open KS3-4 Assessment Centre based on cohort analysis from Year 1 (no more than 12 places)</li> </ul>	<ul style="list-style-type: none"> <li>Demand for AP places reduces considerably due to impact of outreach support and strengthened assessment and allocation system.</li> <li>Consider offering Outreach Provision and/or CPD as a Traded Service.</li> </ul>

	<p>robust outreach delivery and set clear expectations around pupil numbers and priority groups.</p> <ul style="list-style-type: none"> <li>• Make meaningful links with wider outreach services- special schools, local partners, DCST &amp; DMBC colleagues</li> </ul>			
<p><b>Tier 3</b> child more complex needs with escalating learning/behaviour difficulties</p>	<ul style="list-style-type: none"> <li>• Increase PAN at Levett by 10 places to 100. This will provide much needed flexibility within the system to include: picking up Day 6 provision, flexible placements during transition and re-integration phase and resource sharing and a very small number of PLC in-reach who can't immediately be accommodated in mainstream.</li> <li>• Co-design with Levett new admissions policy; analyse current cohort of young people and develop transitional plan to ensure yr 3 refocus of provision</li> <li>• Co-design transitions panel and process with secondary heads and support successful transition.</li> <li>• Agree 1 year contract extension for NBEC under existing criteria</li> <li>• Pilot specialist AP that meets identified need e.g. Knife Crime- funding already in place for up to 20 places.</li> </ul>	<ul style="list-style-type: none"> <li>• Maintain Levett @ 100 places</li> <li>• BPL to open with 30 places</li> <li>• NBEC- Continue to commission 50 places with strengthened QA.</li> <li>• Closure of PLC in-reach provision.</li> <li>• Learning Centres KS3 Current commissioned Spaces: <b>St Wilfrids: 17 (includes 10 @ KS2)</b> <b>Central: 17</b> <b>South West: 18</b> <b>North: 12</b> Learning Centres KS4 – brokered directly by schools- <b>90 places</b></li> <li>• Pilot specialist AP that meets identified need e.g. Knife Crime <b>Funding for up to 30 places</b></li> </ul>	<ul style="list-style-type: none"> <li>• Maintain Levett at 100 places</li> <li>• BPL to expand to 60 places</li> <li>• C&amp;I school: cohort to include 10 students from Levett</li> <li>• Maintain a commitment to a 50 place KS4 single registered PRU- similar to NBEC model, working in partnership with secondary schools in order to ensure outcomes.</li> <li>• <b>Reduce KS3 (and KS4) Learning Centre Places by one third – 102 places</b></li> </ul>	<ul style="list-style-type: none"> <li>• Maintain Levett at 100 places</li> <li>• BPL to expand to 120 places</li> <li>• Maintain a commitment to a 50 place KS4 single registered PRU- similar to NBEC model</li> <li>• Fully decommission Learning Centres (reduction of previous total PAN by 100 places)</li> </ul>
<p><b>Tier 4</b> Acute needs SEMH</p>	<ul style="list-style-type: none"> <li>• Confirm number of OOA placements where the primary need is SEMH and complete cost analysis</li> <li>• Explore sufficiency around both/one of the PRU becoming an SEMH specialist provision for KS1-4 (40 places) as part of the SEND review.</li> <li>• Cohort analysis for both PRU settings which includes primary need</li> <li>• Develop criteria for placement in SEMH acute provision.</li> </ul>	<ul style="list-style-type: none"> <li>• SEMH Acute pilot class in a PRU setting – 1 academic year (10 places) &amp; specialist SEMH outreach/EPS</li> <li>• Develop specialist knowledge around SEMH to inform provision at Tiers 2,3 and 4.</li> </ul> <p><b>Total places at Tier 3 and 4 = 374</b></p>	<ul style="list-style-type: none"> <li>• Extend pilot of SEMH Acute to 20 places for one year</li> </ul> <p>Estimated 5 OOA places return to in-house provision.</p> <p><b>Total places at Tier 3 and 4 = 342</b></p>	<ul style="list-style-type: none"> <li>• 40 place acute SEMH provision located at a current PRU site Estimated 10 OOA places return to in-house provision.</li> </ul> <p><b>Total places at Tier 3 and 4 = 320</b></p>



## **Doncaster Behaviour Review Consultation March 2018**

### **Context and purpose of consultation:**

Doncaster council have conducted a review of it the behaviour provision across the borough. The findings of this review have been shared across the school system and a new model of delivery has been developed. In order to serve the delivery of the new model we have developed a set of options which will shape how services are delivered in the future. Consultation will help to shape a 3 year plan for managing the continuum of support for schools and young people.

### **Process:**

The consultation took place between January 29<sup>th</sup> and February 26<sup>th</sup>. The consultation involved meetings with key stakeholders in this area, including:

- Head teachers from special, primary and secondary schools.
- Meetings with affected groups including the high Needs sub-group, school behaviour leaders, learning centre staff, young people and academy trusts.

### **Key questions :**

Stakeholders were asked to respond to the following:

1. Agreement with the new 'delivery model' which describes the intended graduated provision across the borough and the use of resources in order to support this over the next three years.
2. To consider three methods of managing the continuum:
  - a) Delegating all resources back to schools so that schools are responsible for provision.
  - b) The Local authority acts as the strategic commissioner for all AP provision through a procurement process.
  - c) A 'mixed economy' model at primary and secondary phases.

### **Responses to consultation:**

1. *Agreement with the new 'delivery model' which describes the intended graduated provision across the borough and the use of resources in order to support this over the next three years.*

There was clear support for the new 'Intended continuum' and the need for clearer definition regarding the purpose behind each setting. Head teachers welcomed the delivery model but felt that more work needed to be done now in order to be specific about what the models will look like and to ensure that the new model is informed by clear data around current need and future provisions.

2. *To consider three methods of managing the continuum:*

- d) *Delegating all resources back to schools so that schools are responsible for provision.*
- e) *The Local authority acts as the strategic commissioner for all AP provision through a procurement process.*
- f) *A 'mixed economy' model at primary and secondary phases.*

There was clear support for a 'mixed economy' model in both phases. Further points were noted as part of this discussion:

#### **Outreach support:**

Most head teachers felt that it is desirable to build capacity through a cohesive outreach offer. Current outreach support has strengths but is inconsistent and fragmented. Primary heads felt that centralising outreach resources would allow work to be carried out with greater consistency and speed. Secondary heads favoured a greater focus on consistency and building the knowledge and skill set of outreach teams. Primary Learning Centre staff felt that there needs to be cohesive and comprehensive outreach offer with further clarity around role, professional development and governance. They felt that there is a need to broaden their skills and knowledge in supporting schools to develop effective therapeutic intervention, developing links with both mainstream and PRU environments. There was also a perceived need for more support around developing appropriate curriculum models within mainstream schools.

Secondary heads favoured a greater focus on consistency and building the knowledge and skill set of outreach teams. Some head teachers felt that there needed to be greater knowledge about how to use the curriculum flexibly in order to meet the needs of more vulnerable young people

#### **Transition:**

All three Head teacher groups wanted to emphasise the critical importance of transition and the need to focus resources wherever possible on primary age pupils in order to support earlier intervention. There also needs to be greater continuity and a common approach to assessing need and decision making. Heads in all three groups wanted to work together in order to identify how transition can be improved. Secondary heads felt that there was insufficient information given at transition points and this affected their ability to offer appropriate support for students with behavioural needs.

### Decision making:

There needs to be clear, evidence based decision making throughout all processes in order for the correct provision to be matched to pupil need. Pupils should not be placed in any environment without clear, evidence based assessment and an appropriate plan for meeting need. Stakeholders should be fully engaged in all of the processes around student mobility in order to ensure appropriateness and equity.

### SEMH Provision:

All were in agreement that there was an urgent need for specialist SEMH provision and acknowledged that the intended C&I provision would ease some pressure on the system. Currently there are too many children with SEMH needs who are educated in provision that is not suitable to their needs. Out of authority placements are expensive and it would be more efficient and appropriate to offer increased provision within the borough. Primary representatives and some trusts felt that there was increasing pressure with greater numbers of younger children experiencing trauma and attachment issues in the early years of primary school and that appropriate in-reach should be developed. There were some suggestions that we should look to existing provisions with strong expertise in this area in order to set up satellite provision.

### The role of Learning Centres and the PRU:

There is currently confusion regarding the roles of PRU and Learning Centres. There needs to be greater differentiation of roles, whilst maintaining greater 'join-up' of resources and consistency of approach. There needs to be a clear 'flow' of provision and a system that is sensitive to changes in need. Some heads were keen to acknowledge the role played by Learning centres currently and don't want to lose the benefits provided by them in future models.

### Improving the multi-agency response:

All three Head teacher groups cited difficulties in utilising support from Early Help and CAMHS in order to support early intervention. Can more be done in the pre-school years in order to identify families for further support? How can we ensure that there are appropriate resources in place to support parenting support? Primary Heads felt also that Educational Psychology support would benefit from being targeted more effectively. This would be an area where Head Teachers would value more dialogue regarding future strategies in order to build a Doncaster vision for earlier intervention.

### Accountability:

Some secondary heads are concerned about accountability when students are in AP. Schools would like greater accountability around provision and outcomes. Some would prefer a model where students are taken off-roll for the period of AP with the potential to reintegrate at a later date. There should be strong quality assurance and governance for all providers.

### **Other feedback:**

We would prefer Outreach divided into 4 specialist teams (locality based) supporting schools in locality with multi agency teams offering specialist in-reach and outreach – thresholds of support looked at so students can access it in a timely manner. Robust quality assurance in place with LA termly feedback being sought on the quality of each of the services school access – CAMHS, early help, hub, outreach work etc so deficiencies in service delivery can be addressed early. (Empowering minds Academy Trust).

XP trust do not support any of the models offered, but favour a ‘needs-based perspective’:

- ‘A system based upon meeting individual needs not numbers...where provision is flexible and not one size fits all, based on well-informed evidence of need’
- ‘The needs of individual students who are struggling to access mainstream are assessed through professional and collaborative dialogue between school, LA and other stakeholders as necessary’
- ‘Clear accountability and understanding of the legal responsibilities for schools and the LA.’
- ‘A cultural acceptance that mainstream is not suitable for some young people and that effective Alternative Provision is successful and suitable for specific students and will meet their needs where appropriate’



## Doncaster Council

### Report

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Date: 4 April 2018

To the Chair and Members of the  
**OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE**

**COMMUNITIES AND ENVIRONMENT OVERVIEW AND SCRUTINY – CRIME AND  
DISORDER REVIEW – ANTI-SOCIAL BEHAVIOUR TO SERIOUS CRIME  
PATHWAY**

<b>Relevant Cabinet Member(s)</b>	<b>Wards Affected</b>	<b>Key Decision</b>
Councillor Chris McGuinness, Portfolio holder for Communities, the Voluntary Sector and Environment	All	No

#### **EXECUTIVE SUMMARY**

1. The purpose of this report is to present the summary of discussions and recommendations of the Communities and Environment Overview and Scrutiny Panel Crime and Disorder Review into Anti-Social Behaviour to Serious Crime Pathway.

#### **EXEMPT REPORT**

2. There is no exempt information contained in the report.

#### **RECOMMENDATIONS**

3. It is recommended that the Committee comments on and agree the recommendations in the attached report.

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

4. The Overview and Scrutiny function has the potential to impact upon all of the Council's key objectives by holding decision makers to account, reviewing performance and developing policy.

#### **BACKGROUND**

- The Communities and Environment Overview and Scrutiny Panel chose, as an area for review, Crime and Disorder Review – Anti-Social Behaviour to Serious Crime Pathway and undertook the work between November and December 2017. The recommendations included in the review report at Appendix A are based on information and evidence heard during the meetings.

### OPTIONS CONSIDERED

- There are no alternative options within this report as the intention is to provide the Committee an opportunity to consider the findings and recommendations of the Panel

### REASONS FOR RECOMMENDED OPTION

- There are no alternative options within this report as the intention is to provide the Committee an opportunity to consider the findings and recommendations of the Panel

### IMPACT ON THE COUNCIL'S KEY OUTCOMES

8.

	Outcomes	Implications
	<p><b>Doncaster Working:</b> Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> <li>Better access to good fulfilling work</li> <li>Doncaster businesses are supported to flourish</li> <li>Inward Investment</li> </ul>	<p>The work of Overview a Scrutiny has the potential to have an impact on all the Council's key objective</p>
	<p><b>Doncaster Living:</b> Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> <li>The town centres are the beating heart of Doncaster</li> <li>More people can live in a good quality, affordable home</li> <li>Healthy and Vibrant Communities through Physical Activity and Sport</li> <li>Everyone takes responsibility for keeping Doncaster Clean</li> <li>Building on our cultural, artistic and sporting heritage</li> </ul>	
	<p><b>Doncaster Learning:</b> Our vision is for learning that prepares all children,</p>	



	<p>young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> <li>• Every child has life-changing learning experiences within and beyond school</li> <li>• Many more great teachers work in Doncaster Schools that are good or better</li> <li>• Learning in Doncaster prepares young people for the world of work</li> </ul>	
	<p><b>Doncaster Caring:</b> Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> <li>• Children have the best start in life</li> <li>• Vulnerable families and individuals have support from someone they trust</li> <li>• Older people can live well and independently in their own homes</li> </ul>	
	<p><b>Connected Council:</b></p> <ul style="list-style-type: none"> <li>• A modern, efficient and flexible workforce</li> <li>• Modern, accessible customer interactions</li> <li>• Operating within our resources and delivering value for money</li> <li>• A co-ordinated, whole person, whole life focus on the needs and aspirations of residents</li> <li>• Building community resilience and self-reliance by connecting community assets and strengths</li> <li>• Working with our partners and residents to provide effective leadership and governance</li> </ul>	

## RISKS AND ASSUMPTIONS

9. There are no specific risks associated with this report. The Committee may wish to consider the extent to which the recommendations should be consistent with and have been developed from the research arising from Members' investigations.

## LEGAL IMPLICATIONS [Officer Initials: MCCh Date: 14/2/18]

10. Section 17 of the Crime and Disorder Act (as amended by the Police and Justice Act 2006) requires that each Authority, including local authority and local police body, exercise its various functions with due regard to the likely effect of the exercise of those functions on, and do all that it reasonably can

to prevent:-

- (a) Crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment; and
- (b) The misuse of drugs and other substances in its area; and
- (c) Re-offending in its area.

11. The attached recommendations proposed by the Community and Environment Overview and Scrutiny Panel which have been made following evidence gathering sessions, show how authorities are meeting the duty outlined above.

#### **FINANCIAL IMPLICATIONS [Officer Initials HJW Date 23/02/2018]**

12. There are no specific financial implications arising from the recommendations detailed in the attached report. Any financial implications relating to recommendations made will need to be considered if any proposals are brought forward.

#### **HUMAN RESOURCES IMPLICATIONS [Officer Initials: DLD Date: 09.02.18]**

13. There are no specific human resource implications arising directly from this report. Any human resource implications relating to recommendations made will need to be considered if any proposals are brought forward.

#### **TECHNOLOGY IMPLICATIONS [Officer Initials: PW Date 09.02.18]**

14. There are no direct technology implications in relation to this report.

#### **HEALTH IMPLICATIONS [Officer Initials: CT Date: 13.2.18]**

15. Crime and fear of crime impacts negatively on health and well-being in a range of ways; this includes indirect community-level impacts as well as direct negative impacts on victims. Crime and the fear of crime may affect a range of physical and mental health status outcomes, health behaviour outcomes (e.g. physical activity) and social well-being outcomes (e.g. social cohesion). People feel trapped in their houses and cars and unable to engage with the local community. Crime and fear of crime also appear to be linked to broader economic inequalities when investment in the poorest communities by businesses and organisations is inhibited by risks of crime to staff and customers.
16. It is also widely known that people in touch with the criminal justice system experience higher levels of mental and physical health problems compared to the general community; they are more likely to smoke, experience depression and have overall poorer health than the general population.
17. Therefore crime prevention and the prevention of ill health go hand in hand. A wider system approach for the prevention of crime should focus on reducing risk factors as well as promoting protective factors over the life course. The recommendations put forward for approval should seek to reduce the fear of crime, crime rates and the numbers of people entering into a life of crime.

## **EQUALITY IMPLICATIONS [Officer Initials CM Date 09.03.18]**

18. There are no significant equality implications associated with this report. Within its programme of work Overview and Scrutiny gives due consideration to the extent to which the Council has complied with its Public Equality Duty and given due regard to the need to eliminate discrimination, promote equality of opportunity and foster good relations between different communities.

## **CONSULTATION**

19. Information and evidence was heard at the review meetings which were attended by relevant Council officers.

## **BACKGROUND PAPERS**

20. None

## **REPORT AUTHOR & CONTRIBUTORS**

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## **Communities and Environment Overview and Scrutiny Panel**

# **CRIME AND DISORDER REVIEW – ANTI-SOCIAL BEHAVIOUR TO SERIOUS CRIME PATHWAY**

**March 2018**

# **COMMUNITY AND ENVIRONMENT OVERVIEW AND SCRUTINY PANEL**

## **CRIME AND DISORDER REVIEW – ANTI-SOCIAL BEHAVIOUR TO SERIOUS CRIME PATHWAY**

**MARCH 2018**

### **FOREWORD**

Prior to the Crime and Disorder meeting in February 2018, the Panel agreed to gather evidence to learn and understand about the anti-social behaviour to serious crime pathway.

During the review, the Panel was provided with presentations setting out an overview of general crime and anti-social behaviour in the Borough.

I am therefore delighted to present the findings of this recent scrutiny review which includes recommendations made by the Panel.

The Panel would like to thank everyone who contributed to the review including Councillors, Local Authority officers, partners, stakeholders and individuals who gave up their time to support the work of this group and who are very much appreciated.

Members look forward to receiving the response to our findings and recommendations made.



**Councillor Jane Kidd  
Chair of the Community and Environment Overview and Scrutiny  
Panel**

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## EXECUTIVE SUMMARY AND RECOMMENDATIONS

1. The following recommendations are proposed by the Community and Environment Overview and Scrutiny Panel following evidence gathering sessions relating to the anti-social behaviour to the organised crime pathway.
2. The reasons for the recommendations are set out below and additional information is provided throughout the report.
3. The Panel's recommendations are therefore that consideration is given to the following: -
  1. **Continue to support that, neighbourhood policing be gradually re-introduced and give consideration, with partners, to a physical base being provided, where required;**
  2. **Lobby the Police and Crime Commissioner as to how proceeds from crime could be used locally to address ASB and serious crime.**
  3. **Lobby the Chief Constable to look at how resources can be used to continue the South Yorkshire Police Off-road Motor Cycle Unit.**
  4. **Support funding for the continuation/roll out of Youth Programmes for example, the EPIC Youth Crime Prevention currently running in Conisbrough.**
  5. **Support the continued use of Enforcement Mechanisms as a tool to combat crime and disorder.**
  6. **At every opportunity encourage people to report crime through raising awareness and considering alternative ways for them to do so in confidence and without fear.**
  7. **Support that there should be clearer and stronger engagement with local community groups and key community representatives in respect of local community safety issues. This could be reflected in current Council policies and plans such as the developing Community Engagement Framework and Community Safety Strategy.**
  8. **To ensure performance figures are reported accurately between partners and collated effectively across all reporting mechanisms.**
  9. **Ensure that key groups within the communities and partners, are clear and understand how CCTV can be used in an effective way and in line with relevant legislation and the Council's CCTV strategy.**



### **General Issues**

- 10. Partnership Working – To share and learn from best practice from neighbouring authorities.**

### **Monitoring - Reviewing Recommendations**

- 11. That the Panel reviews progress on recommendations and issues raised as part of the 2017/18 workplan.**

## FOCUS OF THE REVIEW

1. The remit of the review was to address anti-social behaviour to organised crime pathway.

## METHOD OF INVESTIGATION

2. The evidence gathering was undertaken over two sessions addressing:
  - Crime and anti-social behaviour statistics;
  - Serious crime overview;
  - Local interventions;
  - Key challenges to the Local Authority and partners;
  - Speaking to Members of the community;
  - Comparing like areas to those in a different authority.

## MEMBERSHIP

3. Membership of the Community and Environment Overview and Scrutiny Panel is as follows: -

Councillor Jane Kidd – Chair  
Councillor Nigel Cannings  
Councillor Rachel Hodson  
Councillor David Hughes  
Councillor Mark Houlbrook  
Tom Fent (Unison)

Councillor Jane Cox – Vice Chair  
Councillor Lani-Mae Ball  
Councillor Charlie Hogarth  
Councillor Ian Pearson

## TIMESCALE AND MEETINGS

4. It was agreed by the Community and Environment Overview and Scrutiny Panel, that the review would be undertaken over two review sessions and a final meeting to consider the evidence and form recommendations. These are as follows;

	<b>Date</b>	<b>Meeting</b>
1.	8 <sup>th</sup> November, 2017	Presentation on the Case Study Area Enforcement Issues and Good Practice Off Road Motorcycles Update
2.	15 <sup>th</sup> November, 2017	Evidence Gathering - Community/Partner/DMBC Leaders in the Community St Leger Homes Doncaster South Yorkshire Fire Service Neighbourhood Response Team Comparison to Similar Area
3.	29 <sup>th</sup> November 2017	Review of Evidence and Agree Draft Recommendations

## CONTRIBUTORS

5. During the review, the following individuals have kindly provided their time and expertise to enable Members to receive a broad range of information: -

### **DMBC;**

#### Cabinet Members

- Councillor Joe Blackham, Cabinet Member, Highways, Street Scene and Trading Services

#### DMBC Officers;

- Bill Hotchkiss, Head of Service, Community Safety
- Steve Thomas, Area Manager, West Area Team
- John Davies, Enforcement Manager
- Paul Walsh , Neighbourhood Response Team
- Janice Jones, Community Reassurance Theme Manager

### **External;**

#### Police

- Superintendent Neil Thomas, South Yorkshire Police
- PC Simon Cooper, South Yorkshire Police, Off-Road Motorcycling
- PC Jamie Walker, South Yorkshire Police, Off-Road Motorcycling

#### Leaders in the Community

#### St Leger Homes Doncaster:-

- Dave Wilkinson (Area Housing Manager – Housing Management South West Area)

#### South Yorkshire Fire Service

- Damian Henderson

#### Other Authority – Barnsley MBC

- Fiona Tennyson (Team Leader)
- Claire Dawson (Area Manager)

## **BACKGROUND**

5. The Panel considered information that set the scene for discussion. Members learnt that there is no one size that fits all to address anti-social behaviour to serious crime pathway with individuals of any social or economic standing being drawn in. A person's involvement is generally motivated by personal vulnerability and criminal trust is often developed through family and friendships.
6. The Panel noted the position with anti-social behaviour and serious crime across the Borough but wished to learn what interventions and good practice was being learnt in addition to the challenges being faced. The review used a local area as a case study, addressing:
  - a. What issues create crime?
  - b. What interventions work well?
  - c. What are the challenges when addressing anti-social behaviour and serious crime?
7. Organised Crime pathway:

This was explained using the following points. That;

- organised crime groups (OCGS) are common in areas of deprivations providing status and wealth not achievable through legitimate means;
- strong family relationships deter membership of organised crime groups (OCGs), the opposite is true of troubled and complex families;
- some juveniles involved in anti-social behaviour can begin to withdraw from school;
- juveniles would take the next step to join a street gang and engage in low level criminality;
- an organised crime pathway be adopted by an OCG as junior members/runners progressing to full OCG/career criminality.

### **Organise Crime Gangs (OCGs) Local Partnership Board**

9. The following was outlined to Members;
  - That the OCG Local Partnership Board is jointly chaired by the Police Superintendent and Head of Community Safety.
  - The board is made up of partners able to contribute to the important agenda and includes prisons, housing, health and children's social care.
  - Interventions are successfully addressed and include the use of CCTV, tackling modern slavery/human trafficking and information and sharing intelligence between partners.
  - The board meets bi-monthly and is supported by tactical groups
  - The board is currently developing a new performance framework – highlighted as best practice within South Yorkshire

## **Children in Care**

10. It was noted that a very small portion of children who were looked after became involved in OCGs, it was generally children and young people who were still with their family experiencing chaotic lifestyles. Discussions highlighted that vulnerable children and young people are encouraged to join OCGs, which can provide a sinister alternative family criminal environment. This is something that countrywide partnership boards are addressing to prevent.

## **Prisons**

11. It was noted that figures from prison impacted on crime figures as they were included, but not a by-product of people moving into the area. It was noted however that when an OCG member is imprisoned, there would already be a gang member waiting to take their place, no matter how high or low down the hierarchy. The Panel was made aware that gang culture can continue from within a prison and again an area that countrywide partnership boards are addressing.

## **Proceeds From Crime**

12. Members stressed that it was hoped this money would be returned from central government in a fair way, to assist with anti-crime initiatives.

## **Off-Road Motor Cycles**

13. Members learnt that Police off-road motor cycles were able to attend more incidents in off-road areas that were inaccessible to cars. Once illegal riders were stopped officers were now able to take a harder line with them, seizing vehicles where appropriate. There had also been a change in the use of off-road bikes moving away from "dads and lads" having a general ride around to more organised group events and criminal activity, including transferring drugs between areas starting from a young age.
14. Members noted the damage that can be caused by such activities. Complex issues related to seizing a motorcycle and the tool kit officers use to combat this activity (which included the authority to now instigate tyre deflation). DNA spraying was highlighted as being an effective tool, these handheld devices can be sprayed by officers at suspected illegal and anti-social scrambler bikes, marking the bikes and clothing and skin of any riders and passengers with a uniquely coded but invisible dye. If suspects are arrested or bikes recovered, the DNA code will then link the offender to bikes and any associated criminal offence. There has been positive success in other areas including neighbouring authority and police force areas.

## **Resources**

15. Members noted how the off-road motor cycle team was staffed and resourced and expressed concern with regards to its long-term viability although exceptionally grateful to how committed officers were to providing such an effective service.

## **Crime Reporting Mechanisms**

16. Members stressed the importance of evidence collation from communities through the Police 101 and Council 736000 telephone numbers. They highlighted instances in communities across the borough, where people regularly reported anti-social behaviour and serious crime, including drug dealing where up to 50 or 60 people could turn up in one night to buy drugs. It was suggested that Neighbourhood Policing was essential providing a face and assistance as required.

## **Enforcement**

17. One of the interventions in the tool kit available to address anti-social behaviour and crime is the use of powers available to the Enforcement Team, these enabled the following areas to be addressed;
  - Noise nuisance
  - Waste in gardens
  - Fly-tipping
  - Waste of land
  - Unkempt/untidy land
  - Abandoned vehicles
  - Housing
18. The Panel noted that some of the work that Doncaster is doing is highlighted as best practice and stressed that Enforcement was an important and essential part of tackling anti-social behaviour and crime. It was supported and stressed it should be used as much as required and where it would be most effective.

## **Public Spaces Protection Order (PSPO)**

19. It was acknowledged that the Mayor had done a lot of work to address this issue and that there was a multi-agency enforcement approach in place to reduce street drinking within the town centre. It was noted that work is being undertaken with shop keepers to stop selling alcohol inappropriately.

## **EVIDENCE GATHERED – WHAT MEMBERS LEARNT**

### **Why is this happening? What are the Issues that create the crime?**

#### Case Study Area

Members were informed of the following;

20. Issues that contribute to anti-social behaviour and serious crime as part of the case study area include:
- Areas of tightly packed residential terraced houses.
  - Large amount of privately rented properties owned predominantly by a small number of landlords.
  - Low level of St Leger Homes properties.
  - Disproportionate frequency of crime and anti-social behaviour when compared with the wider community area.
  - Presence of Organised Crime leading to anti-social behaviour being unchallenged.

#### DMBC

21. It was evidenced that all of the above characteristics identified, contributed towards why the case study had anti-social behaviour and organised crime issues. Welfare changes and deprivation were also an added factor as families were struggling to manage their local budgets.

#### St Leger Homes Doncaster

22. It was recognised that issues could include anything from hate crime, low level anti-social behaviour, diversionary tactics to criminal operation with some areas involved in more drug based issues and even modern slavery. It was commented that difficulties occur with the movement of tenancy between family members or friends and it becomes difficult to find the right person to prosecute. It was added that issues were often not being addressed in the private sector as landlords were absent, something which often occurred when housing was being bid on and purchased from outside of Doncaster.

#### South Yorkshire Fire Service -

23. It was stated that Doncaster had been the highest within South Yorkshire for secondary fires and that data had been used to see how prevention can be targeted. It was reported that statistically, house fires had reduced over the last 10 years, and although so had secondary deliberate fires, they had recently risen again.

#### Community Representatives

24. It was relayed that a great deal of work had been undertaken over a number of years to deal with issues that had been presented in the area. It was

commented that although this had worked well in the first 10 years it had since dwindled.

25. The type of criminal behaviour that was taking place included firearms, dangerous dogs, hate crime, anti-social behaviour and stolen cars. It was also recognised that children involved in criminal behaviour was an issue that was more difficult to address. In terms of what had changed, it was reported that private landlords had increased from 60% to 80%. It was commented that there had been problems with absentee landlords, particularly where housing had been purchased from outside the areas.
26. It was reported that in the past, they had experienced really good relations with the police who had listened to their concerns and acted upon them where possible. It was noted that additional resources had been brought in through funding which had improved the situation (for a certain time) and they had since fought to maintain Police Community Support Officers (PCSOs).
27. It was commented “that there had been no consistency in how the issues had been addressed and that these days the community would not even be aware of who the contacts were as it was felt that there never seemed to be any police around”.
28. It was said that individuals were looking for support and not receiving it. It was considered that outside of their area, people didn’t have a clear vision of what was happening. Representatives spoke of the fear that existed within their community, the fear to go to PACT meetings, fear to report, and fear to leave their properties. Councillors shared similar experiences from their own wards of people being frightened to report crime, cameras being stolen and not seeing PCSOs out in the neighbourhood. It was acknowledged that even if reporting was able to be undertaken anonymously that individuals were still reluctant to report a crime.



## Interventions – What is working well?

### DMBC

29. It was acknowledged that all partner resources were stretched and recognised that the South Yorkshire Police would use whatever mechanisms were available to them to stop anti-social behaviour and significant crime (including behaviour orders and other restrictive orders if required).
30. It was commented that there were early signs of improvement in the case study area, but that more needed to be undertaken with partners, schools and the community all needing to work together to achieve this. It was stressed that different mechanisms could be used across the Borough, depending on community partners looking at what interventions work best.

### St Leger Homes Doncaster (SLHD)

31. **Selective Licensing** - Members were also informed of the Selective Licensing programme which will be implemented further down the line. It was reported that this had been effective in its implementation and had resulted in some residents no longer wishing to move out of the area.
32. **Action Group** - It was explained that an Action Group (separate to the residents groups) had met on a monthly basis since 2016. Concern was raised by Members that certain community group representatives were not being included in discussions and if they were, others might then be made more aware of local issues. It was explained that this group discussed certain issues which could not be raised in public. Members were informed that officers also attended local community based meetings.
33. Members were informed that none of the SLHD tenants were perpetrators. Clarification was provided that the SLHD procedure set out to protect someone in fear of violence in a temporary tenancy. Members were informed that a prosecution was needed before SLHD was able to remove a tenant. It was explained that when people bid on a property with Choice Based Lettings, that SLHD check whether that person was aware of issues in that area when they are offered a tenancy.
34. Members were informed that all properties within the case study area were occupied and where residents expressed an interest to move, that case would be separately reviewed.
35. It was explained that SLHD Officers regularly joined up with PCSOs but had seen how police resources had reduced so significantly, resulting in it lessening those relationships. It was commented that a difference had been felt when the local police station in the case study area had closed.

### South Yorkshire Fire Service

36. It was acknowledged that the fire service had a high reputational value. It was reported to Members that success had occurred through positive partnership working and prevention work, primarily around reducing the number of house

fires. In respect of fatal fires, it was explained that those were often linked with individuals who had complex issues and who were often known to partners outside of the fire service. It was outlined that through the launch of neighbourhood teams, the fire service was linking further with the police by sitting on each of the teams to understand what more could be done.

37. Members were also informed that the Fire Service was looking to establish a small incident unit based at Rossington to reduce pressure on its local services. In respect of metal shutters, it was explained that the Fire Service did not receive funding for metal shutters but it was something they would support.

#### Neighbourhood Response Team (NRT)

38. It was explained that there was Operational Support in place through the NRT which used vehicles equipped with CCTV and police radios. It was outlined that there were 14 members of staff directed in communities when most needed (although not all on duty at any one time).
39. It was added that the NRT had a current focus on Public Spaces Protection Order (PSPO) currently launched to tackle town centre issues. That the NRT deploy to provide reassurance and look at longer term issues within the community. Concern was raised that the issues in question were not being resolved but rather transferred elsewhere.
40. It was outlined that NRT:-
  - Had powers to seize alcohol.
  - Work closely with police and obtain details
  - Enforce parking issues.
41. It was commented that the NRT did what it could with limited resources. Although additional resources would be welcomed, it was recognised that in the current climate this may be difficult. It was acknowledged that there was some effective partnership working on the ground and that the Council had a positive partnership with the South Yorkshire Police.
42. In relation to the case study area used, it was explained that the NRT had been involved in relation to anti-social behaviour and nuisance motorbikes. It was heard that in addition to the NRTs current level of response they were also able to work with key partners.
43. In terms of CCTV, Members were informed that there were plans in place in the case study area to add CCTV dome hawk cameras and a directed patrol. Members raised a number of concerns around CCTV and sought assurances regarding the monitoring of CCTV cameras. It was explained that the cameras can't all be monitored 24/7 with over 1200 cameras across the borough.
44. It was explained that within the Alarm Receiving Centre, there were four members of staff during the day, afternoon and on night shifts with one operator per monitor. It was questioned whether money can be generated to fund

additional staff to work within that team and for there to be more CCTV available. Members enquired whether a CCTV strategy was in place and what it included. It was clarified that performance information was kept and it was shared that there was a need to demonstrate the value of CCTV.

45. Members were informed that cameras were maintained and replaced accordingly (subject to funding or because their shelf life has expired). It was established that checks were carried out to see whether cameras were still needed and if not they were removed. In respect of dummy cameras, it was explained that they were not used as the Council would be liable if a camera was in place but the incident wasn't picked up.
46. It was added that work had been undertaken with local groups in the case study area and that there was a part funded project in place. Members were informed that there was a plan to provide the best system in that area with innovative solutions being sought to protect the asset that they have in place.
47. It was explained that the Area Teams were engaging with groups of young people looking at new play areas and diversionary activities as well as going into schools and participating in other events. Some Members spoke about the positive work that had been undertaken through EPIC.
48. It was explained that different problems required different solutions and it was more about dealing with the longer term issues. It was acknowledged that this would not happen overnight and would require a great deal of cooperation with partners sometimes dealing with individual behaviours.

## **CASE STUDY**

49. It was explained that there have been many interventions put in place and that the case study area had presented a number of challenges as an anti-social behaviour and crime hotspot. It was commented that with strong and focused local partnerships, there were signs that anti-social behaviour and crime had fallen.
50. Community Leaders welcomed the implementation of selective licensing programme to be rolled out in the area. Other initiatives previously provided that had made a positive impact included:
  - Off road motorcycle project
  - Local Police Station.
  - Dedicated police officer.
  - Multiagency approach.
  - Those services that are not statutory are generally well engaged with.

## **What are the challenges?**

### **South Yorkshire Fire Service**

51. The Fire Service commented that occasionally there were disturbances that they become involved with and if the crew ever feels that they were in danger, they would request police to escort them in or provide appropriate support.

### Community Leaders

52. It was felt that there were many brick walls presented when trying to progress change in the area, which resulted in not being able to move forward. Although there was an understanding that there was a lack in funding available, frustrations were conveyed that it had been obtained previously before then being removed. It was felt that community leaders needed to be consistently involved in discussions and decisions as well as being provided with feedback.
53. Concern was raised that cameras had been taken but had not been replaced with 'thief proof' cameras. It was conveyed how it had proved challenging not being able to talk with CCTV operators directly. Representatives relayed that they had been informed there were issues around data protection when using evidence gained from CCTV. An example was shared of community leaders not being able to use information from cameras situated on DMBC owned land for it to be forwarded onto the police. Concerns was also raised that footage from the cameras were not being downloaded on a regular basis.
54. The group spoke further about CCTV legislation and questioned what could and couldn't be done with it. It was felt that there needed to be a clear policy for those working on the frontline and in communities to be able to effectively support their neighbourhood.
55. In terms of support from the police, representatives stated that they had provided inexperienced as well as experienced police officers. It was commented that support once provided by the police had reduced and it was about getting to know everyone and what was happening in that area. The concern was expressed that you can have all the intelligence you need but it was pointless if nothing was done with it.
56. Frustrations were raised as houses in the area were now in negative equity and residents were stuck within the middle of it all.

### **What are the positives and how can these be applied or be built upon elsewhere?**

#### South Yorkshire Fire Service

57. It was reported that there had been an improvement and impact made through the Fire Service going out together and being seen with the police. Members heard about the successful partnership working with the Fire Service and it was reported that they had worked with young people through the Prince's Trust to educate them about fire prevention and tackle anti-social behaviour (which had seen some positive effects). It was added that there were now links into schools.
58. It was reported that it was more challenging to partner with Yorkshire Ambulance Service in the same way as the South Yorkshire Police, due to their

geographical make-up, but it was acknowledged that there were always going to be discrepancies across borders. The Fire Service stated that they would be willing to collaborate with the Ambulance Service more.

59. Members were informed that the availability of information and data was available and could be really useful when used with context.

### **Comparison to Similar Area (Goldthorpe)**

60. It was reported that there were previously 6 Safer Neighbourhood Teams that had been reduced to 3 and now worked across larger areas. It was explained that work was undertaken alongside the police. Members were informed that there were Area Teams and a commissioned Housing Officer who alongside Case Management Officers were located in a newly created hub. It was explained that the Housing Officer role included enforcement.
61. It was outlined that the issues faced in the area included environmental matters, for example, overgrown gardens and abandoned vehicles. In terms of fly-tipping, Members were informed that work was being undertaken with local groups with the responsibility for managing local areas. Other issues included high unemployment, anti-social behaviour (fly-tipping) and reduced resources. It was added that organised crime groups were not specific to Goldthorpe although possibly more of an issue in major town centres and that arson was not a frequent occurrence.
62. It was shared that there were a number of absentee landlords that did not reside locally and it was therefore difficult to bring them to account. It was reported that the Housing Sector Manager had with the support of Elected Members, brought landlords together and formed an alliance which provided opportunities to be able to work together to find solutions to current issues in the area. It was acknowledged that there were landlords with many properties across more than one Borough which had the potential to be compared. It was also added that there were a number of homes with multiple occupancy and some links with modern day slavery which was often a hidden problem and therefore difficult to address.
63. It was explained that the teams worked closely with Elected Members and Community Development Officers. It was outlined that there were links with schools although it was shared that the Youth Service Provision had decimated across local authorities even though youth centres had been previously well attended. It was explained that resources had reduced and partnerships therefore had to therefore work together more effectively. It was commented that they would like to undertake more work around youth support.
64. In terms of reporting crime, it was noted that this was done through the 101 number and website facility. That calls to the Council went through a central contact place (and included an out of hour's number), where all calls were triaged and directed to the most appropriate area. It was commented that the system worked well especially as those involved had a good understanding of the organisation, in particular the community safety function.

65. In respect of CCTV, it was commented that it could act as a good deterrent but that using it relied on a good image. It was acknowledged that most cameras worked in real time, although there wasn't enough time to go review it all and that in the community, footage needed to be downloaded. Members were told that dummy cameras were used in Barnsley and that CCTV signage was used and could also be a good deterrent.
66. It was noted that interventions in the area were working well mainly though working closer with agencies and as a team, co-locating and sharing intelligence more closely. It was stated that it was not just about providing a response but more about looking proactively in the area at what can be done. It was noted that data protection could be an issue when sharing information.
67. In respect of challenges, they included a lack of resources and not enough police cars to cover such a large area. It was noted that there were a number of individuals with complex needs and mental health problems.

## CONCLUSIONS AND RECOMMENDATIONS

The Executive:

- 1. Continue to support that, neighbourhood policing be gradually re-introduced and give consideration, with partners, to a physical base being provided, where required;**

REASON: It was acknowledged that in some areas when Neighbourhood Policing had been removed, anti-social and criminal behaviour had increased. Members were pleased to note and support that in some areas it was being reintroduced gradually, where there is an evidence base for the requirement. It was the Panel's opinion that a physical building and personnel presence was a deterrent to anti-social behaviour and provided a face for the Community to approach at any time. Members also wished to emphasise the importance of working in partnership with communities and other agencies at a local level to ensure good evidence and information sharing.

- 2. Lobby the Police and Crime Commissioner as to how proceeds from crime could be used locally to address ASB and serious crime.**

REASON: Members asked if discussions could be held with the Police and Crime Commissioner as to how proceeds from crime could be used towards addressing local issues across South Yorkshire, for example for local CCTV schemes or towards projects such as the off-road motorcycle project run by South Yorkshire Police.

- 3. Lobby the Chief Constable to look at how resources can be used to continue the South Yorkshire Police Off-road Motor Cycle Unit.**

REASON: Members learnt that the off-road motor cycle unit was a temporary unit that would be reassessed at the end of March. Members acknowledged how hard the officers work to make a positive impact across Doncaster borough and South Yorkshire and hoped that the resources for this service could continue and possibly be more permanently resourced.

- 4. Support funding for the continuation/roll out of Youth Programmes for example, the EPIC Youth Crime Prevention currently running in Conisbrough.**

REASON: The Panel was made aware by a local ward Member that the EPIC Youth Crime Prevention programme in Conisbrough, was providing excellent services and highlighting the difference it was making to young people's lives.

It was stressed that there were a lot of great children and young people across the borough but a small few could easily turn to behaving in an anti-social manner without positive activities. Members were aware of current local authority resources but expressed their wish for supporting the continuation/roll out of such schemes where possible with support from the local Alliance to provide this service and assist with funding bids.

The Panel also expressed general concern that in some areas there were not enough volunteers, or it was always the same people in communities supporting projects of this nature and suggested that all Members and officers working in communities encourage people to undertake volunteer work, where appropriate.

**5. Support the continued use of Enforcement Mechanisms as a tool to combat crime and disorder.**

REASON: The Panel acknowledged that sometimes simple enforcement steps could be taken to assist with reducing wider criminal acts and wished to see this continue and speedily within legal timeframes. There was an example that wooden shutters were provided on empty properties and if damaged having to be replaced with metal shutters. It was hoped that selective licencing schemes introduced would address this with landlords and that properties be secured quickly.

**6. At every opportunity encourage people to report crime through raising awareness and considering alternative ways for them to do so in confidence and without fear.**

REASON: The Panel noted that there had been difficulties with communities being apathetic towards reporting crime, as it was the opinion that no action was being taken. It was felt that opportunities needed to be found for people to report crime without fear. It was stressed that communities needed to be made aware of information collation and that this must be encouraged, no matter how small the piece of information was. It was added that relationships with Police Community Support Officers (PCSOs) and Neighbourhood Response Team (NRT) should be built upon, as knowledge and understanding was key, rather than just relying on intelligence gathered through mechanical systems. Members were informed that improvements had been made to the South Yorkshire Police 101 number and the average waiting time was now 2 to 3 minutes. Members expressed a wish to be kept up-to-date about key issues around this area.

**7. Support that there should be clearer and stronger engagement with local community groups and key community representatives in respect of local community safety issues. This could be reflected in current Council policies and plans such as the developing Community Engagement Framework and Community Safety Strategy.**

REASON: From the case study used, it was shared that community representatives felt that they were not being listened too and not treated as professionals when they had valuable knowledge, a strong position within the community and often experts themselves in essential frontline services. Opinion was that there was not enough support from the Local Authority to help them support their own communities.

**8. To ensure performance figures are reported accurately between partners and collated effectively across all reporting mechanisms.**



REASON: Community representatives felt that there was a lack of shared intelligence resulting in blockages. That there were perceptions that data protection was sometimes used as a way of preventing information being shared effectively when all groups and partners were trying to work to the same goal. Concern was also expressed that reports of crime to the 736000 and 101 numbers were still not being brought together as one set of statistics, therefore not providing the true picture in terms of evidence.

- 9. Ensure that key groups within the communities and partners, are clear and understand how CCTV can be used in an effective way and in line with relevant legislation and the Council's CCTV strategy.**

REASON: Members wished to ensure that the Local Authority has a CCTV strategy that meets best practice, supports community requirements and that supporting systems are up to date, whether actions be reported whilst officers are out on patrol or back in the office.

### **General Issues**

- 10. Partnership Working – To share and learn from best practice from neighbouring and national authorities.**

REASON: It was recognised that partnership working was essential with crime prevention and therefore needed to work effectively in all areas. It was suggested that Doncaster could share and learn from best practice from national and neighbouring authorities such as Barnsley MBC (neighbourhood model) and Birmingham CC (crime expertise). Members were particularly interested in different crime groups and also what they learnt from looking at the Barnsley model where Police and Neighbourhood Teams all worked alongside each other out of its own hub.

### **Monitoring - Reviewing Recommendations**

- 11. That the Panel reviews progress on recommendations and issues raised as part of the 2017/18 workplan.**

REASON: The Panel would like a progress report to be within the next 12 months on each of the above recommendations including what impact has been made as a result

### **General Comment**

- During discussions Members raised whether the Local Authority had a strategy to pursue compensation for damage to DMBC property and if so, sought assurance on how it worked.
- Seek assurance that there is a council strategy to pursue compensation for damage to DMBC property and how the process is undertaken.
- Partnership Working – Members were also interested to hear from the Fire Service who felt that they have the potential to have a greater role at a community level and by sharing information and data.

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## Doncaster Council

**To the Chair and Members of the Overview and Scrutiny Management Committee**

### **OVERVIEW & SCRUTINY REVIEW AND EVALUATION 2017/18**

<b>Relevant Cabinet Member(s)</b>	<b>Wards Affected</b>	<b>Key Decision</b>
The Mayor	All	None

#### **EXECUTIVE SUMMARY**

1. The Committee is asked to consider the outcome of the evaluation undertaken by the Working Group during September 2017 to February 2018.

#### **EXEMPT REPORT**

2. The report is not exempt.

#### **RECOMMENDATIONS**

3. The Committee is asked to agree the following recommendations to Council:
  - i. That Overview and Scrutiny Management Committee and the Panels are realigned to the Doncaster Growing Together (DGT) themes.
  - ii. That fixed Meetings in the Council Diary continue to be scheduled for OSMC, and the Panels that consider Health and Children and Young People's issues.
  - iii. That the Panels that currently include issues that fall within Regeneration and Housing and Community and Environment Scrutiny Panels schedule two fixed meetings in the Council Diary per year.
4. The Committee is asked to agree the following recommendations:
  - iv. That a more systematic review of the Forward Plan is undertaken by Scrutiny Members to ensure opportunity for timely pre decision scrutiny.
  - v. That links with Directorates remain through regular meetings with Directors or their Deputies, Assistant Directors and Heads of Service.
  - vi. That Review Work continues to remain a key feature of Overview and Scrutiny activity.

- vii. That training and identification of best practice Overview and Scrutiny continue to be undertaken.
- viii. That the Overview and Scrutiny Protocols be reviewed and updated.
- ix. That raising awareness of Overview and Scrutiny activities through social media and other mechanisms are undertaken where appropriate.

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

- 4. Regular review of the Overview and Scrutiny function ensures it remains relevant and is responding to important issues for citizens and the borough. The function helps support good governance through openness, transparency and accountability.

#### **BACKGROUND**

- 5. At its meeting on 30th January, 2014 Council agreed a number of changes to the Overview and Scrutiny function which sought to identify improvements and take account of best practise from leading Councils. The Overview and Scrutiny Management Committee (OSMC) agreed it would be timely to undertake a self-evaluation to consider the effectiveness of these changes during its 2017/18 work plan.
- 6. The following key changes were introduced in May 2014:
  - Disapplying political proportionality on OSMC and the standing Panels to support greater cross-party involvement and Member engagement;
  - That the membership of OSMC consist of eight Members (previously 11) and include the Chairs of the four standing Panels, with the Vice Chairs of the standing Panels substituting for Chairs at OSMC where they are unable to attend;
  - That nine elected members be appointed to each of the 4 standing Panels (previously 13 Members were appointed to 3 Panels);
  - That OSMC's role as a business committee be enhanced to co-ordinate the work of the Panels and flexibility to consider any issues (except Health Scrutiny where specific statutory provision exists); and
  - That the Panel structure be aligned to the current Directorate structure and include the establishment of a Health and Adult Social Care Panel that will incorporate the Council's statutory health Scrutiny function.
- 7. The working group has met a number of times, to consider current ways of working, confirming what scrutiny's role is, work programming, strengths and weaknesses. Additionally Members visited Rotherham Council to observe a scrutiny meeting and discuss how their function operates, collated information from a Member questionnaire and information provided by officers.
- 8. The outcome report detailing the recommendations and providing an overview of the review process is attached at Appendix A to this report.

## OPTIONS CONSIDERED

9. The Committee is asked to agree the recommendations set out at paragraph 3. The alternative option is to take no action and disregard the proposed improvements and suggestions set out in the report.

## REASONS FOR RECOMMENDED OPTION

10. Supporting the recommendations set out in Appendix A provides an improved Overview and Scrutiny Function ensuring the Local Authority continues to provide a service delivering good governance, openness, transparency and accountability. In particular the proposed realignment of the function to the Doncaster Growing Together (DGT) will ensure the function is supporting the Council's key priorities. Prior to consideration by Council on 18th May, further liaison with Members will take place to identify which elements of the DGT themes are aligned to each Panel.
11. Recommendations i. – iii. Are decisions reserved for Full Council which is responsible for agreeing terms of reference for OSMC and the standing Panels, appointing Members to these bodies and setting dates for the Council diary.

## IMPACT ON THE COUNCIL'S KEY OUTCOMES

12.

	Outcomes	Implications
	<p><b>Doncaster Working:</b> Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> <li>• Better access to good fulfilling work</li> <li>• Doncaster businesses are supported to flourish</li> <li>• Inward Investment</li> </ul>	
	<p><b>Doncaster Living:</b> Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> <li>• The town centres are the beating heart of Doncaster</li> <li>• More people can live in a good quality, affordable home</li> <li>• Healthy and Vibrant Communities through Physical Activity and Sport</li> <li>• Everyone takes responsibility for keeping Doncaster Clean</li> <li>• Building on our cultural, artistic and sporting heritage</li> </ul>	

	<p><b>Doncaster Learning:</b> Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> <li>• Every child has life-changing learning experiences within and beyond school</li> <li>• Many more great teachers work in Doncaster Schools that are good or better</li> <li>• Learning in Doncaster prepares young people for the world of work</li> </ul>	
	<p><b>Doncaster Caring:</b> Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> <li>• Children have the best start in life</li> <li>• Vulnerable families and individuals have support from someone they trust</li> <li>• Older people can live well and independently in their own homes</li> </ul>	
	<p><b>Connected Council:</b></p> <ul style="list-style-type: none"> <li>• A modern, efficient and flexible workforce</li> <li>• Modern, accessible customer interactions</li> <li>• Operating within our resources and delivering value for money</li> <li>• A co-ordinated, whole person, whole life focus on the needs and aspirations of residents</li> <li>• Building community resilience and self-reliance by connecting community assets and strengths</li> <li>• Working with our partners and residents to provide effective leadership and governance</li> </ul>	<p>The recommendations support the Overview and Scrutiny function to hold decision makers to account, review performance and policy development through monitoring performance of the Council and external partners, services and reviewing issues outside the remit of the Council that have an impact on the residents of the Borough.</p>

## RISKS AND ASSUMPTIONS

13. To maximise the effectiveness of the Overview and Scrutiny function it is important that the function is relevant and is responding to important issues for citizens and the borough. The function helps support openness, transparency and accountability. Citizens are able to contribute to the work of Overview and Scrutiny by attending meetings or contributing to reviews. Failure to achieve this can reduce the overall impact of the function.

#### **LEGAL IMPLICATIONS [Officer Initials HMP Date 16.3.18]**

14. The Local Authority scrutiny function was introduced by the Local Government Act 2000 as part of the new political management system and its regime is now governed by the Localism Act 2011. Its role is to scrutinise the executive by investigating their decisions and policies, issuing reports and recommendations where it identifies area where improvements can be made. This review assists in ensuring scrutiny is effectively carrying out its responsibilities.

#### **FINANCIAL IMPLICATIONS [Officer Initials AT Date 15/03/18]**

15. There are no specific financial implications attached to this report.

#### **HUMAN RESOURCES IMPLICATIONS [Officer Initials MLV Date 21/03/18]**

16. There are no specific HR implications related to the decisions contained within this report. However consideration should be given as to whether the proposed changes will have any impact on the staff who co-ordinate and support the committees referred to. Appropriate advice should be sought if it is considered that the changes could result in any impact on staff.

#### **TECHNOLOGY IMPLICATIONS [Officer Initials PW Date 16/03/18]**

17. There are no specific technology implications in relation to this report. Guidance on the use of social media, together with relevant policies are available via the Intranet. The Communications and Marketing Team will also be able to provide further advice in relation to raising awareness of overview and scrutiny activities, as necessary.

#### **HEALTH IMPLICATIONS [Officer Initials RS Date 15/03/2018]**

18. There are no direct health implications from this report. However the alignment of scrutiny and Doncaster Growing Together should maximise the chance of delivering corporate ambition and minimise the risks of duplication.

#### **EQUALITY IMPLICATIONS [CDR) 23<sup>rd</sup> February, 2018]**

19. This report provides an overview of the Scrutiny evaluation and there are no significant equality implications associated with the report. Within Scrutiny's work programmes Overview and Scrutiny will give due consideration to the extent to which the Council has complied with its public equality duty and given due regard to the need to eliminate discrimination, promote equality for opportunity and foster good relations between different communities.

#### **CONSULTATION**

20. As part of the review consultation was undertaken with all Members, by way of questionnaire and the Leadership Management team, details of which are set out in appendix A.

## **BACKGROUND PAPERS**

21. Scrutiny Review document appendix A.

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**Doncaster  
Council**

**OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE**

**OVERVIEW AND SCRUTINY EVALUATION 2017/18**

**MARCH 2018**

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## EXECUTIVE SUMMARY

1. At its meeting on 30th January, 2014, Council agreed a number of changes to the Overview and Scrutiny function which sought to identify improvements and take account of best practise from leading Councils. The Overview and Scrutiny Management Committee (OSMC) agreed it would be timely to undertake a self-evaluation to consider the effectiveness of these changes during the 2017/18 municipal year.
2. The following key changes were introduced in May 2014:
  - Disapplying political proportionality on OSMC and the standing Panels to support greater cross-party involvement and Member engagement.
  - That the membership of OSMC consist of eight Members (previously 11) and include the Chairs of the four standing Panels, with the Vice Chairs of the standing Panels substituting for Chairs at OSMC where they are unable to attend.
  - That nine elected members be appointed to each of the 4 standing Panels (previously 13 Members were appointed to 3 Panels).
  - That OSMC's role as a business committee be enhanced to co-ordinate the work of the Panels and flexibility to consider any issues (except Health Scrutiny where specific statutory provision exists)
  - That the Panel structure be aligned to the current Directorate structure and include the establishment of a Health and Adult Social Care Panel that will incorporate the Council's statutory health Scrutiny function.
3. A cross party working group was established to undertake the review between September 2017 and January 2018. The review considered evidence primarily from elected Members and Officers. Comments were also provided by partners and members of the public who had attended Scrutiny meetings during the period of the review.
4. The recommendations agreed by the Working Group are set out below and include further information detailing the rationale for each recommendation.
5. Details of the evidence received during the review is attached at Appendices A and B.
6. The Working Group would like to express its thanks and appreciation to everyone who participated and contributed to the review.

## **RECOMMENDATIONS**

7. The Working Group RECOMMEND that:  
(The supporting reasons are set out later in the report)

### **RECOMMENDATION 1:**

Overview and Scrutiny Management Committee and the Panels are realigned to the Doncaster Growing Together themes.

### **RECOMMENDATION 2:**

A more systematic review of the Forward Plan is undertaken by Scrutiny Members to ensure opportunity for timely pre decision scrutiny.

### **RECOMMENDATION 3:**

Links with Directorates remain through regular meetings with Directors or their Deputies, Assistant Directors and Heads of Service.

### **RECOMMENDATION 4:**

Fixed Meetings in the Council Diary continue to be scheduled for OSMC, and the Panels that consider Health and Children and Young People's issues.

### **RECOMMENDATION 5:**

The Panels that currently include issues that fall within Regeneration and Housing and Community and Environment Scrutiny Panels schedule two fixed meetings in the Council Diary per year.

### **RECOMMENDATION 6:**

Review Work remains a key feature of Overview and Scrutiny activity.

### **RECOMMENDATION 7:**

Training and identification of best practice Overview and Scrutiny continue to be undertaken.

### **RECOMMENDATION 8:**

The Overview and Scrutiny Protocols be reviewed and updated.

### **RECOMMENDATION 9:**

Raising Awareness of Overview and Scrutiny activities through social media and other mechanisms are undertaken where appropriate.

## **REVIEW PROCESS**

8. The review sought to evaluate whether the Council is providing an effective Overview and Scrutiny function following the structural and process changes implemented in 2014 and whether any suggestions for improvement could be identified.
9. The key changes to the Scrutiny function implemented by the Council in 2014 Included:
  - Disapplication of proportionality on OSMC and the Panels to encourage greater cross party participation;
  - Enhanced co-ordination and management role for the OSMC;
  - Greater focus on review work by the Panels through task and finish activities;
  - Establishment of a Health Scrutiny Panel; and
  - Working practices being more flexible (panel work not based around pre-determined meetings dates).

## **METHOD OF INVESTIGATION**

10. A cross party working Group was established to undertake the review. Its membership consisted of the following Councillors:
  - Councillor Kevin Rodgers (Chair)
  - Councillor John Healy
  - Councillor Alan Jones
  - Councillor Andrea Robinson
  - Councillor Neil Gethin
  - Councillor Martin Greenhalgh
  - Councillor Nigel Cannings

## **KEY DATES**

11. The review was undertaken between September 2017 and January 2018 and included the following sessions:
  - 7th September, 2017 – OSMC agree working group;
  - 18<sup>th</sup> September, 2017 – Scoping Meeting;
  - 25<sup>th</sup> September, 2017 – Overview and agreement of Scoping Meeting;
  - 9<sup>th</sup> November, 2017 – Taking Stock and reviewing current arrangements and effectiveness;
  - 4<sup>th</sup> December, 2017 - Drop in session with Councillor Rodger;
  - 7<sup>th</sup> December, 2017 – What is Scrutiny's Role and Ways of Working and Accessing Information;
  - 18<sup>th</sup> January, 2017 – Agreeing whether changes are to be made to the existing model; and
  - 22<sup>nd</sup> February 2017 – Agree draft recommendations.

## **KEY LINES OF ENQUIRY**

12. The key areas considered by the Panel were based around the lines of enquiry identified within the Centre For Public Scrutiny's Self Evaluation Framework and included the following:

- How does Overview and Scrutiny undertake its role of holding to account, undertaking policy review and development?
- How does Overview and Scrutiny gather and evaluate evidence?
- How are recommendations developed and responded to?
- Where does Overview and Scrutiny make an impact?
- Moving forward, how will financial and service pressures impact on the role of Overview and Scrutiny
- What will be the impact of wider governance issues such as devolution?
- What is the impact of the development of digital technology?
- How effective are Overview and Scrutiny's ways of working and Accessing information
- What are the opportunities for improvement?

## **SOURCES OF EVIDENCE**

13. The Working Group received evidence from:

- Officers who were invited to provide feedback on the effectiveness of Overview and Scrutiny further details are included at Appendix A;
- A member of public and Partners who attended Scrutiny Meetings during the review period were invited to provide feedback on Overview and Scrutiny further details are included at Appendix A; and
- Members who were sent a questionnaire to complete– a summary of responses is attached at Appendix B.

## RECOMMENDATIONS AND FINDINGS

### **RECOMMENDATION 1: Overview and Scrutiny Management Committee and the Panels are realigned to the Doncaster Growing Together themes.**

14. The Working Group acknowledged that the revised structure which emphasised OSMC's role as a co-ordinating Committee was working effectively. OSMC's remit to consider any issue (except those reserved for Health Scrutiny) at one of its regular meetings, whilst the Panels focused on review work, had evolved positively. The disapplication of political proportionality on OSMC and the Panels had also provided a greater opportunity for engagement in Scrutiny by all Members.
15. Members and Officers recognised however, that it would be appropriate for OSMC and the Panel's to better reflect the Doncaster Growing Together themes in their remits. Members believed the role of OSMC in co-ordinating work programmes aligned to strategic priorities was an important aspect of Overview and Scrutiny's role.
16. The exact remits of each Panel would need careful consideration and further investigation as the current Panel structure would not lift and shift into the DGT themes. A number of DGT themes were currently included in more than one Scrutiny Panel e.g. Children's issues would feature prominently in Doncaster Caring and Doncaster Learning. Members recognised that there was an opportunity for Panels to consider issues jointly where appropriate, with one Panel taking the lead on the issue under discussion. Consideration would also need to be given to ensuring there was an equitable workload across the Panels.
17. The Working Group recognised that whilst there was an appetite to improve the impact of Scrutiny this must be undertaken within existing resources. Members valued the support provided by the Scrutiny Support Officers but recognised that additional capacity may be needed on occasions. Members were informed that all officers had a duty to co-operate with Overview and Scrutiny and any specific additional support would need to be considered bearing in mind current priorities and capacity within Governance Services
18. Members also recognised that they had a role in being pro-active and effectively supporting the Overview and Scrutiny process by reading reports, preparing for meetings, managing their own diaries and reporting back from meetings.

**19. RECOMMENDATION 2: A more systematic review of the Forward Plan is undertaken to ensure opportunity for timely pre decision scrutiny.**

20. Whilst structural changes had seen a move to more review work there was detailed discussion around the value of pre-decision scrutiny. In particular the Working Group had observed a strong pre decision scrutiny model during its visit to Rotherham Council. Members recognised that Rotherham had different Governance arrangements to Doncaster and the current model in Doncaster was well established and had developed and matured over a number of years.

21. Whilst acknowledging the importance of pre decision Scrutiny the Working Group recognised that Scrutiny's opportunity to influence decisions was greater when it was involved early and Members could identify key issues and help shape future proposals. The impact and influence of Scrutiny was more limited where it was involved later in the decision making process e.g. immediately prior to Cabinet or through call In.

22. Members were reminded of the opportunities that exist to identify important decisions early by regularly reviewing the Forward Plan, discussing issues, with the Mayor, Cabinet Members and Directors and regularly reviewing work programmes. In particular review of the Forward Plan and work Programmes enabled all Members to engage with this process and identify issues for consideration by Overview and Scrutiny.

**RECOMMENDATION 3: Links with Directorates remain through regular meetings with Directors or their Deputies, Assistant Directors and Heads of Service.**

23. Chairs and Vice Chairs wished to continue their regular meetings with Directors. Members were also keen to meet with Assistant Director's and Heads of Service where necessary to build effective Member /Officer relations and improve awareness and understanding of service issues and future decisions.

**RECOMMENDATION 4: Fixed Meetings in the Council Diary continue to be scheduled for OSMC, and the Panels that consider Health and Children and Young People's issues.**

24. The working Group was of the opinion that the current meeting arrangements for OSMC and the Panel that considered Health Scrutiny and Children's issues (particularly review of Safeguarding arrangements through the Doncaster Children's Trust ), worked effectively and did not require change. A one size fits all approach to Panel work planning had proved to be difficult as Health Scrutiny had to respond quickly to a range of important health issues and the Children's Scrutiny Panel undertook a regular review of Doncaster Children's Trust. The Working Group recognised that the current Panel names and remits may change slightly if realigned to the DGT themes and this would need to be taken into account.



**RECOMMENDATION 5: The Panels that currently include issues that fall within Regeneration and Housing and Community and Environment Scrutiny Panels schedule two fixed meetings in the Council Diary.**

25. The Regeneration and Housing Panel currently does not hold any scheduled formal meetings with the Community and Environment holding one meeting to meet its Crime and Disorder responsibilities. It was suggested that two fixed formal meetings for both Panels be set in the Council Diary to give an overview of priorities in these areas and take account of any evolving issues that may require consideration. The Working Group recognised that the current Panel names and remits may change slightly if realigned to the DGT themes.

**RECOMMENDATION 6: Review Work remains a key feature of Overview and Scrutiny activity.**

26. The working group was of the opinion that task and finish review work was an important mechanism to engage elected Members in policy development and decision making. No changes were recommended to the way in which Overview and Scrutiny undertook review work however, early involvement in policy development was encouraged particularly when reviewing Council policies.

27. Members supported the current arrangements for review work and recognised that engagement from the public, community representatives and partners ensured that Members were gathering strong and real evidence to support their recommendations.

28. Members recognised that Scrutiny work plans were ambitious and resources should be used effectively to deliver successful outcomes. Members stressed the importance of building up their expertise, knowledge and understanding of Panel issues by regular attendance and sharing responsibility e.g. Vice Chairs and/or other Members taking a lead on specific issues.

29. Members believed that the OSMC's involvement in the budget process and the on-going quarterly review of Finance and Performance issues provided the necessary opportunity to ensure effective financial scrutiny.

**RECOMMENDATION 7: Training and identification of best practice Overview and Scrutiny continue to be undertaken.**

30. Training for Scrutiny Councillors was essential to ensure they are able to undertake their role effectively and efficiently. The Working Group recommended that advanced questioning skills were a key requirement of effective Overview and Scrutiny and expressed a wish for this type of training to be provided. It was also suggested that best practice visits be undertaken periodically by both officers and Members and relevant briefings and guidance be circulated as necessary to Members e.g. Centre for Public Scrutiny (CfPS) or Local Government Information Unit (LGIU).

**RECOMMENDATION 8: The Overview and Scrutiny Protocols be reviewed and updated.**

31. It was noted that a review of the Overview and Scrutiny Protocols would be helpful in providing up to date guidance and clarity on Overview and Scrutiny including key principles, ways of working, roles, relationships and processes.

**RECOMMENDATION 9: Raising Awareness of Overview and Scrutiny activities through social media and other mechanisms are undertaken where appropriate.**

32. Members discussed the importance of public engagement in Overview and Scrutiny. It was suggested that Overview and Scrutiny could raise its public profile by using social media to promote meetings and reviews. It was also suggested that Scrutiny meetings be audio and visually recorded and loaded onto the Council's website to encourage greater transparency and accountability.

33. Members recognised that social media could be very useful in highlighting future activities and encouraging public feedback on issues for review. However, Members acknowledged that this could be resource intensive particularly where timely responses were required when considering topical live issues.

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**SOURCES OF EVIDENCE**

Comments from Members of the Public

1. “We felt privileged to be invited to talk about our concerns/issues and how our community is coping with on-going behaviours. However, we are not convinced that it will change anything as we have been here many times before with many agencies without feedback regarding solutions and ask what the Panel can do to alleviate our concerns”.

Comments from a Partner who took part in a Scrutiny Review

2. The meeting was very good and the Councillors were extremely engaged and involved within this area of work. We would have no issues with attending a scrutiny panel in the future if it provides assistance with the work being undertaken. There was surprise with the high level of attendance from Members.

Comments from the Leadership Team

3. Generally it was considered that the function was operating well, Members have developed their understanding and input of the function, undertaking, for example, question planning sessions, which has improved the quality and structure of debate. The work planning process is a key aspect and has improved over time. A summary of responses is detailed below.
4. What areas of Overview and Scrutiny have worked well?
  - Focusing on one key review area;
  - Hearing the views of service users and a range of agencies to provide good evidence based recommendations;
  - Useful to discuss major issues and the transformation agenda to both update Members but to also seek views on how things should be shaped going forward.
5. What areas of Overview and Scrutiny have not worked as well?
  - Formal agendas are sometimes too big resulting in important issues being squeezed.
6. What improvements can be made to ensure the Overview and Scrutiny function is fit for purpose going forward taking into account, for example, Doncaster Growing Together.
  - Worth Scrutiny structuring around the Doncaster Growing Together themes but ensuring, for example, Crime and Disorder and Health Statutory requirements were met.
  - Choosing a single issue for review and undertaking that one piece of work over the course of the year.

## Drop in Session with Councillor Rodgers, Chair of Overview and Scrutiny Management Committee

7. Councillor Rodgers held a drop in session with officers and the following comments were received:

### Strengths highlighted in discussion

- Willingness of Chairs and Vice Chairs to meet and plan review work;
- Chairs and Vice Chairs work collaboratively to improve the quality of meetings and development of quality recommendations;
- Good use of review work leading to high level recommendations being incorporated into strategy, adopted by the Authority and its partners, for example the Domestic Abuse review;
- Flexibility of review work to take in-depth look at an issue that has many common features across the Borough e.g. Crime and Disorder review.
- Overview and Scrutiny provides a “fresh pair of eyes”; and
- Change from an adversarial form of work had improved the work of the Committees.

### Potential Areas for Improvement Identified

- Members keeping to the agenda when in meetings;
- More detailed briefings for Members prior to meetings on strategic items;
- Possible visits by Members to partner agencies to gain an increased understanding and appreciation of their work, thus providing a richer picture;
- Align Panels to the Doncaster Growing Together themes;
- Utilisation of Scrutiny Chairs and Vice Chairs to provide evidence for review work;
- Possibility of Scrutiny Chairs and Vice Chairs attending partnership meetings to expand the influence of Overview and Scrutiny and provide deeper insight into the work of the Scrutiny function; and
- Possibility of undertaking a yearlong review on a Doncaster Growing Together theme.

The following report contains information gathered through a range of sources including the following

**1. Responses to Questionnaires**

A questionnaire was sent to all Members which sought the views of Members on the effectiveness of the current arrangements are being sought to help inform the review and identify key issues relating to current arrangements. A summary of the feedback and comments are as follows

Q. No.	Question	Totals to Individual Questions				
		Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
1	The Scrutiny work programmes include relevant issues that support the Council's aims and objectives.	12	11	1	0	1
2	Scrutiny/OSMC engages effectively with Cabinet Members	5	13	5	1	6
3	Scrutiny/OSMC engages effectively with partners	5	18	2	1	4
4	Scrutiny/OSMC engaged effectively with senior officers	8	12	5	0	3
5	Scrutiny/OSMC effectively holds decision makers to account	5	17	3	4	1
6	Scrutiny/OSMC puts forward effective and evidence based recommendations	7	18	3	0	2

7	Scrutiny/OSMC enables the voice of local people & communities to be heard as part of decision & policy-making processes	6	11	7	3	3
8	Scrutiny/OSMC enables Councillors to represent their communities by raising local issues in a wider strategic context	9	12	6	3	0
9	Scrutiny/OSMC undertakes reviews which include a wide range of evidence and perspectives	9	16	4	1	1
10	Scrutiny/OSMC has a clearly defined and valued role in the Council's governance arrangements	9	15	5	1	1
11	OSMC provides an effective management and co-ordination role	11	11	2	2	5
12	Overview and Scrutiny Panel meetings are effective	10	14	4	1	1
13	Councillors receive the training they need to undertake their role effectively	10	13	3	2	2
14	Councillors are adequately supported to undertake their Overview and Scrutiny role	9	13	3	2	3
<b>Total</b>	-	<b>115</b>	<b>194</b>	<b>53</b>	<b>21</b>	<b>33</b>

### Questionnaire – Additional Comments

<b>Resources</b>	More resources are needed to make Scrutiny more effective
<b>Questionnaire</b>	Would have preferred an option neither agree or disagree rather than don't know - on the questionnaire. For example question 7 - I know that residents sometimes attend meetings but I am not aware that the 'public' know the function of Scrutiny or OSMC.
<b>Member Development</b>	Question 5 - in most cases strong chairs required. General - More in house training required for all panel Members in their Panels with experienced scrutineers and workshops with relevant officers and cabinet members.
<b>Member Development</b>	Cabinet Members and Officers hold all the cards. Councillors need much more training and support to enable them to ask relevant questions; offer critical friend challenge and come somewhere near to holding decision makers to account. Funds should be available for Councillors to access LGA and other recognised training body courses.
<b>Member Development</b>	I think more training would be beneficial, however, the quality of this is crucial (Q.13)
<b>Process</b>	Hopefully OSMC will scrutinise the answers closely as some questions may have borderline responses.
<b>Public</b>	Not much interaction with public for scrutiny work.
<b>Structure</b>	It may be realign scrutiny to the four areas in Doncaster Together and if possible add value and direction into the process.
<b>Work plan/ Public Engagement</b>	Contentious decisions always create public interest and will always be allowed to be heard.
<b>Public Engagement</b>	Feel that more scrutiny should be available to residents
<b>Engagement/ Relationships</b>	Cooperation and liaison with relevant parties is key, in building a strong working relationship with understanding of its purpose.
<b>Scrutiny Support</b>	The support and guidance from Chris and Caroline is exceptionally good. I think this in itself is the biggest contributing factor to the higher ratings I've given to sections of this questionnaire.
<b>Work plan</b>	I am concerned that groups with certain protected characteristics do not always get a hearing at Council; this is something scrutiny should look into.

<b>Structure</b>	My belief is that the Scrutiny Panel should not make the decisions political. However, I believe it does with Chair & Vice Chair from the same party it will never be impartial. We have had first-hand experience of this with recommendations that have no point.
<b>Councillor Feedback – to a recent review</b>	I'm ever so disappointed that I can't make this as these sessions have been incredibly insightful and well discussed by members. It has been great to discuss this issue that really is impacting every single community across Doncaster
<b>Other</b>	Some of the comments refer to information from limited number of meetings and minutes, etc. and until I gather/build-up of further knowledge on the Q&S it is difficult to express fully





## Doncaster Council

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**Date: 4 April 2018**

**To the Chair and Members of the Overview and Scrutiny Management Committee**

### **OVERVIEW AND SCRUTINY WORK PLAN 2017/2018 - March 2018**

<b>Relevant Cabinet Member(s)</b>	<b>Wards Affected</b>	<b>Key Decision</b>
The Mayor	All	None

#### **EXECUTIVE SUMMARY**

1. The Committee is asked to consider the Overview and Scrutiny Work Programme for 2017/18 – March 2018 and receive an update on progress and agree future items for consideration.

#### **EXEMPT REPORT**

2. The report is not exempt.

#### **RECOMMENDATIONS**

3. The Committee is asked to
  - Review the Overview and Scrutiny Management Committee work plan attached at Appendix A;
  - Agree when items be programmed for consideration or removed from the work plan; and
  - Consider the Council's Forward Plan of key decisions attached at Appendix B

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

4. Regular review of the Overview and Scrutiny work plan enables the Committee to ensure it remains relevant and is responding to important issues for citizens and the borough. The work plan update helps support openness, transparency and accountability as it summarises outcomes from overview and scrutiny activities. Citizens are able to contribute to the work of overview and scrutiny by attending meetings or contributing to reviews.

## **BACKGROUND**

5. Overview and Scrutiny has a number of key roles which focus on:
  - Reviewing decisions made by the Executive of the Council
  - Policy development and review
  - Monitoring performance (both service indicators and financial)
  - Considering issues of wider public concern.
6. An updated version of the work plan is regularly presented to OSMC for consideration and for Chairs of Panels to verbally update at the meeting. The Committee is asked to consider the unresolved issues in Appendix A and agree when items should be programmed or removed from the list. It should be noted that the work plan highlights those items that have been considered up to the end of February, 2018 and those that are planned at the time this agenda is published.

### **Council's Forward Plan of Key Decisions**

7. Attached at Appendix B is the Council's Forward Plan of key decisions for consideration by the Committee.

### **Correspondence with the Executive**

#### Regeneration and Housing Scrutiny Panel

8. Panel at its meeting on 11<sup>th</sup> January, Members gave consideration to connectivity across the town centre, see attached Appendices C and D correspondence between the Chair of Regeneration and Housing and the Mayor.

#### Overview and Scrutiny response to the Mayor's budget

9. Following OSMC's consideration of the Mayor's budget proposals a response, detailed at Appendix E, was forwarded to the Mayor.

#### Overview and Scrutiny's consideration of the Corporate Plan

10. OSMC gave consideration to the Corporate Plan at its meeting on 8<sup>th</sup> February, 2018. A letters detailing the Committee's discussion and the Mayor's response are attached at Appendices F and G.

#### Overview and Scrutiny's consideration of the Housing Allocations Policy

11. Correspondence relating to the Housing Allocations Policy is set out at appendices H and I following the Committee's consideration at its meeting on 22<sup>nd</sup> February, 2018.

## OPTIONS CONSIDERED

12. There are no specific options to consider within this report as it provides an opportunity for the Committee to review its work plan for 2017/18.

## REASONS FOR RECOMMENDED OPTION

13. There is no recommended option.

## IMPACT ON THE COUNCIL'S KEY OUTCOMES

- 14.

	Outcomes	Implications
	<p><b>Doncaster Working:</b> Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> <li>• Better access to good fulfilling work</li> <li>• Doncaster businesses are supported to flourish</li> <li>• Inward Investment</li> </ul>	<p>The Overview and Scrutiny function has the potential to impact upon all of the Council's key objectives by holding decision makers to account, reviewing performance and policy development through robust recommendations, monitoring performance of the Council and external partners, services and reviewing issues outside the remit of the Council that have an impact on the residents of the Borough.</p>
	<p><b>Doncaster Living:</b> Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> <li>• The town centres are the beating heart of Doncaster</li> <li>• More people can live in a good quality, affordable home</li> <li>• Healthy and Vibrant Communities through Physical Activity and Sport</li> <li>• Everyone takes responsibility for keeping Doncaster Clean</li> <li>• Building on our cultural, artistic and sporting heritage</li> </ul>	
	<p><b>Doncaster Learning:</b> Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> <li>• Every child has life-changing learning experiences within and beyond school</li> </ul>	

	<ul style="list-style-type: none"> <li>• Many more great teachers work in Doncaster Schools that are good or better</li> <li>• Learning in Doncaster prepares young people for the world of work</li> </ul>	
	<p><b>Doncaster Caring:</b> Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> <li>• Children have the best start in life</li> <li>• Vulnerable families and individuals have support from someone they trust</li> <li>• Older people can live well and independently in their own homes</li> </ul>	
	<p><b>Connected Council:</b></p> <ul style="list-style-type: none"> <li>• A modern, efficient and flexible workforce</li> <li>• Modern, accessible customer interactions</li> <li>• Operating within our resources and delivering value for money</li> <li>• A co-ordinated, whole person, whole life focus on the needs and aspirations of residents</li> <li>• Building community resilience and self-reliance by connecting community assets and strengths</li> <li>• Working with our partners and residents to provide effective leadership and governance</li> </ul>	

## RISKS AND ASSUMPTIONS

15. To maximise the effectiveness of the Overview and Scrutiny function it is important that the work plan is manageable and that it accurately reflects the broad range of issues within its remit. Failure to achieve this can reduce the overall impact of the function. National research has identified that over ambitious work plans that include too many items are a common cause of frustration for Scrutiny Members as they fail to achieve any outcomes. The work plan will continue to be reviewed at each ordinary meeting and officers will advise on the capacity available to undertake any additional work. This provides an opportunity to ensure work plans can be regularly monitored and reviewed.

## **LEGAL IMPLICATIONS (HMP 27.2.18)**

16. There are no specific legal implications.

## **FINANCIAL IMPLICATIONS (AT 05/03/18)**

17. There are no specific financial implications attached to this report.

## **HUMAN RESOURCES (MLV 06/03/18)**

18. There are no specific HR implications related to the contents of this report. There may be HR implications relating to specific elements on the work plan but these will be highlighted in the relevant reports at the appropriate time.

## **TECHNOLOGY IMPLICATIONS (PW 26/02/18)**

19. There are no specific technology implications in relation to this report.

## **HEALTH IMPLICATIONS (RS 27/02/2018)**

20. The Overview and Scrutiny Management Committee can perform a key role in the council's adoption of a health in all policies approach.

All areas of the committee's work plan can impact on health and it is important that the health implications of each item are considered separately given that 20% of what contributes to health is from clinical care, 30% from healthy behaviours, 40% from socio-economic factors and 10% from the built environment.

## **EQUALITY IMPLICATIONS (CDR 12<sup>th</sup> February 2018)**

21. This report provides an overview on the work programme and there are no significant equality implications associated with the report. Within its programme of work Overview and Scrutiny gives due consideration to the extent to which the Council has complied with its Public Equality Duty and given due regard to the need to eliminate discrimination, promote equality of opportunity and foster good relations between different communities.

## **CONSULTATION**

22. During May and June 2017, OSMC and the standing Panels held work planning sessions to identify issues for consideration during 2017/2018.

## **BACKGROUND PAPERS**

23. Agenda, guidance and draft work plan produced following OSMC work planning events held during May and June 2017.

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**Assistant Director Legal and Democratic Service**

## OVERVIEW & SCRUTINY WORK PLAN 2017/18

	<b>OSMC</b>	<b>H&amp;ASC O&amp;S</b>	<b>CYP O&amp;S</b>	<b>R&amp;H O&amp;S</b>	<b>C&amp;E O&amp;S</b>	
<b>June</b>	<b>Tues, 6th June 2017, 11:30am – Rm 209 (CR)</b>	<b>21<sup>st</sup> June 2017, 11am – Rm 210 (CR)</b>	<b>Thurs 1st June 2017, 10 am Rm 008 (CR)</b>		<b>Fri, 16<sup>th</sup> June 2017, 9:00am, Rm 413 (CM)</b>	
	<ul style="list-style-type: none"> <li>• Work planning – OSMC</li> <li>• State of the Borough Assessment (Andy Pattinson)</li> <li>• Local Plan (Jeremy Johnson to inform Members prior to July meeting)</li> </ul>	<ul style="list-style-type: none"> <li>• Work planning – HASC O&amp;S</li> <li>• State of the Borough Assessment (Andy Pattinson)</li> </ul>	<ul style="list-style-type: none"> <li>• Work Planning</li> <li>• State of the Borough Assessment (Andy Pattinson)</li> </ul>		<ul style="list-style-type: none"> <li>• C&amp;E O&amp;S Work planning</li> <li>• State of the Borough Assessment (Andy Pattinson)</li> </ul>	
	<b>Fri, 16<sup>th</sup> June 2017, 12:30pm – Council Chamber (CM)</b>					
	<ul style="list-style-type: none"> <li>• Youth Justice Plan</li> </ul> <p>(Members Briefing - Community Engagement Framework briefing to follow the meeting)</p>					
	<b>Thurs, 29<sup>th</sup> June 2017, 10am – Council Chamber (CR)</b>					
<ul style="list-style-type: none"> <li>• Updated Medium Term Financial Forecast 2017/18</li> <li>• State of the Borough Assessment (Andy Pattinson)</li> <li>• O&amp;S Draft Work Plans</li> </ul> <p>OSMC Evaluation – scoping following meeting</p>						
<b>Page 95</b>	<b>Thurs, 20<sup>th</sup> July 2017, 10am – Council Chamber (CM)</b>	<b>5th July 2017 Leeds City Council (CM)</b>	<b>Wed, 5<sup>th</sup> July 2017, 10am – Rm 007b (CR)</b>	<b>Thurs, 20<sup>th</sup> July 2017, 4pm – Rm 210 (CM)</b>		
<ul style="list-style-type: none"> <li>• DCST Update (and DMBC action plan)</li> <li>• DMBC Finance &amp; Performance - Qtr 4 – 16/17</li> <li>• St Ledger Finance &amp; Performance - Qtr 4 – 16/17</li> </ul>	<p><b>Joint Health Overview and Scrutiny Committee (Chair Only)</b></p> <ul style="list-style-type: none"> <li>• Congenital Heart Disease</li> </ul>	<ul style="list-style-type: none"> <li>• Youth Council – from discussion raise possible review on children to adult services mental Health.</li> <li>• Doncaster Children’s</li> </ul>	<ul style="list-style-type: none"> <li>• R&amp;H O&amp;S Work planning</li> <li>• State of the Borough Assessment</li> </ul>			
	<b>Mon 31st July, 2017 3.30pm</b>					

\*\* Please note dates of meetings/rooms/support may change

	OSMC	H&ASC O&S	CYP O&S	R&H O&S	C&E O&S
July		<p><b>CCG, Jctn 1 Rotherham Jt Health O&amp;S Committee (CR)</b></p> <p>CWT (Commissioning Working Together) Hyper acute stroke services and children's surgery and anaesthesia services – final consideration</p>	<p>Trust Update following high level Challenge Meeting with DCST - Damian</p> <ul style="list-style-type: none"> <li>Fostering</li> <li>Children and Young People Plan (including Governance of the Children and Families Strategic Board)</li> <li>Behaviour Inclusion Programme Overview (key programme that contributes to the state of the borough assessment)</li> <li>Academies Overview – progress update on the current state of relationships and challenges</li> </ul>		
Aug		<p><b>Mon 14<sup>th</sup> August, 2017, 2pm – Rm 007a&amp;b (CM)</b></p> <p>Standard Items</p> <ul style="list-style-type: none"> <li>Substantial Variation GP Scawthorpe Surgery.</li> <li>Doncaster Strategic Health and Social Care Plans (Sustainability and Transformation Plan, Place Plan and Adults Health &amp; Wellbeing Transformation Programme).</li> <li>Inspection and Regulation</li> <li>O&amp;S Workplan</li> </ul>			
Page 96	<p><b>1<sup>st</sup> September 2017 (CR)</b></p> <ul style="list-style-type: none"> <li>Doncaster Growing Together (Corporate Plan)</li> </ul> <p><b>Thurs, 7<sup>th</sup> Sept 2017, 10am – Council Chamber (CM)/SM</b></p>	<p><b>Wed, 20<sup>th</sup> Sept. 2017, 10am – Council Chamber (CR)/AT</b></p> <p>Standard Items: - Doncaster Strategic Health and Social Care Plans</p> <p>Other Items: -</p>	<p><b>Tues, 12<sup>th</sup> Sept. 2017, 10am – Council Chamber (CM)</b></p> <ul style="list-style-type: none"> <li>Doncaster Children's Trust (split screen) Children's Trust and Damian</li> </ul>		<p><b>Tues, 12<sup>th</sup> September, 2017, 8:45pm – Rm 409 (CR)</b></p> <ul style="list-style-type: none"> <li>Joint Waste strategy and update on new waste collection contract</li> </ul>



\*\* Please note dates of meetings/rooms/support may change

	OSMC	H&ASC O&S	CYP O&S	R&H O&S	C&E O&S
Sept	<ul style="list-style-type: none"> <li>Finance &amp; Performance - Qtr 1 17/18</li> <li>Equalities and Diversity Plan</li> <li>O&amp;S Workplan Report</li> </ul>	<ul style="list-style-type: none"> <li>End of Life Care – CCG/Public Health – Non hospice care, sufficient nursing, pain relief</li> <li>Carers Strategy – review impact and effectiveness (to invite CYP Scrutiny panel)</li> <li>Intermediate care</li> <li>O&amp;S Workplan Report</li> </ul>	<ul style="list-style-type: none"> <li>Education and Skills Overview (key programme that contribute to the state of the borough assessment) – to include post 6<sup>th</sup> form review</li> <li>School Performance Tables</li> <li>Annual Complaints</li> <li>O&amp;S Workplan Report</li> </ul>		
		<p><b>Thursday 21<sup>st</sup> September - 1pm Room 210 (CM)</b></p>			
	<p><b>Mon 18<sup>th</sup> September, 2017 at 2pm – Council chamber</b></p>	<ul style="list-style-type: none"> <li>Social Prescribing</li> </ul>			
	<ul style="list-style-type: none"> <li>Scrutiny Evaluation (Scoping)</li> </ul>				
Oct Page 97	<p><b>Thurs, 5<sup>th</sup> Oct 2017 – 10am Council Chamber (CM)</b></p>		<p><b>31<sup>st</sup> October 2017, at 11am Hub, Mary Woollet Centre (TBC)</b></p>	<p><b>Mon, 16<sup>th</sup> Oct 2017 – 3:15 – Rm 209 (CM)</b></p>	<p><b>Wed 18<sup>th</sup> Oct 2017 – 10am Rm 413 (CM)</b></p>
	<ul style="list-style-type: none"> <li>Doncaster and North Lindsey College Merger</li> </ul>		<ul style="list-style-type: none"> <li>Early Help;</li> <li>Transferred family support workers; and</li> <li>Front door pressure</li> </ul>	<ul style="list-style-type: none"> <li>Economic Plan Refresh</li> </ul>	<ul style="list-style-type: none"> <li>Community Engagement Framework</li> </ul>
Nov	<p><b>Thurs, 9<sup>th</sup> Nov 2017, 10am – Council Chamber (CM/CR)</b></p>	<p><b>Wed, 22<sup>nd</sup> Nov 2017, 10am – Council Chamber (CM)</b></p>		<p><b>Wed, 29<sup>th</sup> Nov 2017, 3.30pm - Room 413 (CR)</b></p>	<p><b>Wed, 8<sup>th</sup> Nov, 2017, 9:45am Room 413 (CR)</b></p>
	<ul style="list-style-type: none"> <li>Scrutiny Evaluation (Stage 1 – Taking Stock)</li> </ul>	Standard Items <ul style="list-style-type: none"> <li>Adult Transformation -</li> </ul>		<ul style="list-style-type: none"> <li>Urban Centre Master</li> </ul>	Crime and Disorder Meeting – evidence gathering addressing anti-social behaviour to serious

\*\* Please note dates of meetings/rooms/support may change

	OSMC	H&ASC O&S	CYP O&S	R&H O&S	C&E O&S
		<p>Overview and spotlight on specific required areas eg: Place Plan, better care fund</p> <ul style="list-style-type: none"> <li>Quarterly Performance – eg. regular updates into uptake of direct payments, residential and homecare</li> <li>Inspection and Regulation</li> <li>Memorandum of Understanding (STP) - TBC</li> </ul> <p>Other Items: -</p> <ul style="list-style-type: none"> <li>Suicide Safeguarding – (Assets Team to provide risks/update on number of cases)</li> <li>O&amp;S Workplan Report</li> </ul>		<p>Plan Overview and progress including what is happening in terms of delivery, implementation and priorities with regards to physical developments.</p>	<p>crime pathway – strategic overview and background</p> <ul style="list-style-type: none"> <li>DMBC - overview</li> <li>South Yorkshire Police (strategic and PCSOs)</li> <li>Ward Councillors</li> </ul> <p><b>Wed, 15<sup>th</sup> Nov, 2017, 8:30am</b> <b>Room 210 (CM)</b></p> <p>Crime and Disorder Meeting – evidence gathering addressing anti-social behaviour to serious crime pathway – perception</p> <ul style="list-style-type: none"> <li>St Leger Homes</li> <li>South Yorkshire Fire Service</li> <li>Neighbourhood response team</li> <li>Other community leaders</li> </ul> <p><b>Wed, 29<sup>th</sup> Nov, 2017, 11am</b> <b>Room 110 (CM/CR)</b></p> <p>Crime and Disorder Meeting –</p> <ul style="list-style-type: none"> <li>Recommendations and Conclusions</li> </ul>
Page 98 Dec	<p><b>Thurs, 7<sup>th</sup> Dec 2017, 11am – Room 409 (CR/CM)</b></p>		<p><b>Tues, 5<sup>th</sup> Dec 2017, 10am - Council Chamber (CM)</b></p>		
	<ul style="list-style-type: none"> <li>Scrutiny Evaluation – Step 2 (Identifying What Scrutiny's Role Is)</li> </ul>		<ul style="list-style-type: none"> <li>Doncaster Children's Trust Update following Directors Challenge Meeting with DCST - Damian</li> </ul>		
	<p><b>Thurs, 14<sup>th</sup> Dec 2017, 1pm – Council Chamber (CR)</b></p>		<ul style="list-style-type: none"> <li>Annual Children's Safeguarding Report (including update on CSE)</li> </ul>		
	<ul style="list-style-type: none"> <li>4 Year Financial Plan</li> <li>Finance &amp; Performance - Qtr 2 17/18</li> <li>O&amp;S Workplan Report</li> </ul>		<ul style="list-style-type: none"> <li>Education and Skills Update (key programme that contribute to the state of the borough assessment) – to include</li> </ul>		

\*\* Please note dates of meetings/rooms/support may change

	OSMC	H&ASC O&S	CYP O&S	R&H O&S	C&E O&S
			careers advice and guidance <ul style="list-style-type: none"> <li>• Association of Directors of Children's services regional self-awareness 2017</li> <li>• O&amp;S Workplan Report</li> </ul>		
Jan	<b>Thurs, 18<sup>th</sup> Jan 2018, 10am – Council Chamber (CM)</b> <ul style="list-style-type: none"> <li>• Budget (invite to Directors)</li> <li>• O&amp;S Workplan Report</li> </ul> Evaluation Meeting to follow OSMC - TBC	<b>Tues, 23<sup>rd</sup> Jan 2018, 10am Council Chamber (CM)</b> <p>Standard Items</p> <ul style="list-style-type: none"> <li>• The Inspection and Regulation of Adult Social Care – In House Community Services</li> </ul> <p>Other Items:</p> <ul style="list-style-type: none"> <li>• Adult Safeguarding Board (Chair in attendance)</li> <li>• Transition from child to adult services (invite CYP O&amp;S)</li> <li>• Health and Well-being Board Strategy update</li> <li>• GP Branch Merger</li> <li>• O&amp;S Workplan Report</li> </ul>		<b>Thurs, 11th Jan, 2018, 3.15pm - Room 413 (CR)</b> <ul style="list-style-type: none"> <li>• Wool Market</li> <li>• Railway Station Forecourt</li> <li>• Options for the future provision of the central library/museum/ archives</li> </ul>	<b>Jan 2018</b>  Invite to H&ASC O&S re: "Transition from child to adult services" item.
	<b>10th Jan 2018, 11am (CR)</b>				
	<ul style="list-style-type: none"> <li>• Scrutiny Evaluation – Visit to Rotherham MBC O&amp;S Meeting</li> </ul>				
Feb	<b>Thurs, 8<sup>th</sup> Feb 2018, 10am Council Chamber (CR)</b>				<b>Wed, 7th Feb 2018, 1.30pm Rm 409 (CR)</b> <ul style="list-style-type: none"> <li>• Waste Collection</li> </ul>
	<ul style="list-style-type: none"> <li>• Corporate Plan Refresh</li> </ul>				<b>Mon, 19<sup>th</sup> Feb 2018, 10am – Council Chamber (CR)</b>
	<b>Thurs, 22<sup>nd</sup> Feb 2018, 10am (CR)</b>				Crime and Disorder meeting <ul style="list-style-type: none"> <li>• Feedback from evidence gathered in the Autumn anti-social behaviour to serious crime pathway.</li> </ul>

\*\* Please note dates of meetings/rooms/support may change

	OSMC	H&ASC O&S	CYP O&S	R&H O&S	C&E O&S
	<ul style="list-style-type: none"> <li>Finance &amp; Performance - Qtr 3 17/18</li> <li>O&amp;S Workplan Report</li> <li>Housing Allocations Policy – invite Regeneration and Housing Panel for this item</li> </ul>				<ul style="list-style-type: none"> <li>Hate Crime Strategy.</li> <li>Community Safety Strategy</li> </ul>
Mar		<b>Wed, 14<sup>th</sup> March 2018, 10am</b> <b>Council Chamber (CM)</b>	<b>Mon, 5<sup>th</sup> March 2018, 10am</b> <b>Council Chamber (CR)</b>	<b>Tuesday 15<sup>th</sup> March 2018,</b> <b>3.15pm – Room 210 (CR) –</b> <b>Was 6<sup>th</sup> March</b>	
		Standard Items <ul style="list-style-type: none"> <li>Adult Transformation - Overview and spotlight on specific required areas eg: Place Plan, better care fund</li> <li>Quarterly Performance – eg. regular updates into uptake of direct payments, residential and homecare</li> <li>Inspection and Regulation</li> </ul> Other Items: - <ul style="list-style-type: none"> <li>Substantial variation to Barnburgh Surgery– CCG</li> <li>Public Health Protection Assurance Responsibilities</li> <li>Health report for Joint Scrutiny work</li> <li>O&amp;S Workplan Report</li> </ul>	<ul style="list-style-type: none"> <li>Doncaster Children’s Trust (split screen) Children’s Trust</li> <li>Social Mobility Opportunity Area delivery Plan - NEW</li> <li>Education and Skills UpdateThree Strands:               <ol style="list-style-type: none"> <li>Learning Provision and Organisation update</li> <li>Post 16 update</li> <li>Update on functional review</li> </ol> </li> <li>Behaviour Inclusion Programme update</li> </ul> Special school for communication and Interaction and its establishment Behaviour Review – strategic proposals <ul style="list-style-type: none"> <li>Strategies in place to improve schools ‘Attendance Strategy Action Plan’</li> <li>Work Plan</li> </ul>	<ul style="list-style-type: none"> <li>Housing Needs Analysis</li> <li>Universal Credit Housing Allowance (impacts)</li> <li>Town Centre connectivity</li> </ul>	

\*\* Please note dates of meetings/rooms/support may change

	<b>OSMC</b>	<b>H&amp;ASC O&amp;S</b>	<b>CYP O&amp;S</b>	<b>R&amp;H O&amp;S</b>	<b>C&amp;E O&amp;S</b>
	<b>4<sup>th</sup> April 2018, 1pm – Council Chamber</b>	<b>April 2018</b>	<b>April 2018</b>	<b>April 2018</b>	<b>April 2018</b>
<b>April</b>	<ul style="list-style-type: none"> <li>DCST Financial Update</li> <li>Behavioural Inclusion Report</li> <li>O&amp;S Evaluation Report</li> <li>C&amp;E O&amp;S Review</li> <li>OSMC Workplan</li> </ul>				
	<b>Library Strategy Briefing (TBC)</b>				
	<b>May 2018</b>	<b>May 2018</b>	<b>May 2018</b>	<b>May 2018</b>	<b>May 2018</b>
<b>May</b>		<ul style="list-style-type: none"> <li>Yorkshire Ambulance Service – remodelling of estates (Date TBA)</li> </ul>			
<b>ISSUES FOR FUTURE CONSIDERATION</b>					
<b>Page 101</b>	<ul style="list-style-type: none"> <li>Consultants – VFM – Overview and understanding</li> </ul>	<ul style="list-style-type: none"> <li>Integrated Care System (STP) update</li> </ul>	Challenge/Takeover Meeting (June) <ul style="list-style-type: none"> <li>Children and Young Peoples Plan - Annual Impact Report.</li> <li>Child Poverty Overview with a view to possible in-depth review</li> <li>Youth Parliament item (TBC)</li> <li>Youth Parliament – piece of work from scrutiny to be identified (TBC)</li> </ul>	<ul style="list-style-type: none"> <li>Homelessness Recommendations Update – re: recs on update funding and legislation)</li> </ul>	Drainage Boards Following the floods where are we now, what has changed and future plans.  Drainage Board Governance  Invite to: <ul style="list-style-type: none"> <li>Environment Agency and DMBC</li> <li>Drainage Board Chairs</li> </ul> Need proposal/briefing note for workplanning.
		<ul style="list-style-type: none"> <li>Health inequalities – BME Health Needs Assessment – 5<sup>th</sup> July 2018</li> </ul>	<ul style="list-style-type: none"> <li>Emerging themes from Annual Impact Report – June 2018</li> </ul>	<ul style="list-style-type: none"> <li>Planning Enforcement – Is planning enforcement effective – raising awareness session</li> </ul>	<ul style="list-style-type: none"> <li>Traffic Offences, town centre parking, parking on grass verges – available later on around autumn.</li> </ul>

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	OSMC	H&ASC O&S	CYP O&S	R&H O&S	C&E O&S
			<ul style="list-style-type: none"> <li>Education and Skills thematic update – June 2018</li> </ul>	<ul style="list-style-type: none"> <li>Economic Plan Refresh 2nd Meeting – June 2018</li> </ul>	
			<ul style="list-style-type: none"> <li>School transport for young people.</li> </ul>		
<b>Moved For Consideration as part of O&amp;S Draft Workplan 2018/2019</b>					
	<ul style="list-style-type: none"> <li>State of the Borough Assessment</li> </ul>	<ul style="list-style-type: none"> <li>State of the Borough Assessment</li> </ul>	<ul style="list-style-type: none"> <li>State of the Borough Assessment</li> </ul>	<ul style="list-style-type: none"> <li>State of the Borough Assessment</li> </ul>	<ul style="list-style-type: none"> <li>State of the Borough Assessment</li> </ul>
	<p>Quarter 4 Performance;</p> <ul style="list-style-type: none"> <li>28<sup>th</sup> June, 2018 (to include addendum on agency staff costs and details of health checks for those aged 40 to 75)</li> <li>13<sup>th</sup> September</li> <li>6<sup>th</sup> December</li> <li>28<sup>th</sup> February</li> </ul>	<ul style="list-style-type: none"> <li>Clinical Waste – Environmental Health (TBC)</li> </ul>	<ul style="list-style-type: none"> <li>Invitation to children in care council to attend the panel next July 2018 (suggested at the CYP Panel 5<sup>th</sup> July)</li> </ul>		<ul style="list-style-type: none"> <li>Waste Collection /Contract Update</li> </ul>
	<ul style="list-style-type: none"> <li>Youth Justice Plan - 28<sup>th</sup> June 2018</li> </ul>	<ul style="list-style-type: none"> <li>Continuing Health Panel (TBC) – Action – visits tba</li> </ul>	<ul style="list-style-type: none"> <li>Association of Directors of Children’s services regional self-awareness 2017 update (July 2018 TBC)</li> </ul>		<ul style="list-style-type: none"> <li>CCTV Strategy (Autumn)</li> </ul>
		<ul style="list-style-type: none"> <li>Veteran’s Plan</li> </ul>			

**DONCASTER METROPOLITAN BOROUGH COUNCIL**  
**FORWARD PLAN FOR THE PERIOD 1ST APRIL, 2018 TO 31ST JULY, 2018**

The Forward Plan sets out details of all Key Decisions expected to be taken during the next four months by either the Cabinet collectively, The Mayor, Deputy Mayor, Portfolio Holders or Officers and is updated and republished each month.

A Key Decision is an executive decision which is likely:-

- (a) to result in the Local Authority incurring expenditure which is, or the making of savings which are, significant having regard to the Local Authority's budget for the service or function to which the decision relates; or
- (b) to be significant in terms of its effects on communities living or working in an area comprising two or more wards or electoral divisions in the area of the Local Authority;
- (c) any decision related to the approval or variation of the Policy and budget Framework that is reserved to the Full Council.

The level of expenditure/savings which this Authority has adopted as being financially significant is £250,000.

Please note in addition to the documents identified in the plan, other documents relevant to a decision may be submitted to the Decision Maker. Details of any additional documents submitted can be obtained from the Contact Officer listed against each decision identified in this plan.

In respect of exempt items, if you would like to make written representations as to why a report should be considered in public, please send these to the contact officer responsible for that particular decision. Unless otherwise stated, representations should be made at least 14 days before the expected date of the decision.

**KEY**

Those items in **BOLD** are **NEW**

Those items in **ITALICS** have been **RESCHEDULED** following issue of the last plan

Page 103 Prepared on: 1st March, 2018 and superseding all previous Forward Plans with effect from the period identified above

Jo Miller  
Chief Executive

## MEMBERS OF THE CABINET

### Cabinet Member For:

Mayor - Ros Jones

Deputy Mayor - Councillor Glyn Jones

Councillor Nigel Ball

Councillor Joe Blackham

Councillor Rachael Blake

Councillor Nuala Fennelly

Councillor Chris McGuinness

Councillor Bill Mordue

Councillor Jane Nightingale

- Housing and Equalities

- Public Health, Leisure and Culture

- Highways, Street Scene and Trading Services

- Adult Social Care

- Children, Young People and Schools

- Communities, Voluntary Sector and the Environment

- Business, Skills and Economic Development

- Customer and Corporate Services

**Some Decisions listed in the Forward Plan are to be taken by Full Council**

**Members of the Full Council are:-**

**Councillors Nick Allen, Duncan Anderson, Lani-Mae Ball, Nigel Ball, Iris Beech, Joe Blackham, Rachael Blake, Nigel Cannings, Bev Chapman, Phil Cole, John Cooke, Mick Cooper, Jane Cox, Steve Cox, Linda Curran, George Derx, Susan Durant, Nuala Fennelly, Neil Gethin, Sean Gibbons, John Gilliver, Martin Greenhalgh, Pat Haith, John Healy, Rachel Hodson, Charlie Hogarth, Mark Houlbrook, David Hughes, Eva Hughes, Glyn Jones, R. Allan Jones, Ros Jones, Ken Keegan, Majid Khan, Jane Kidd, Nikki McDonald, Chris McGuinness, Sue McGuinness, John McHale, Bill Mordue, John Mounsey, David Nevett, Jane Nightingale, Ian Pearson, Andy Pickering, Cynthia Ransome, Tina Reid, Andrea Robinson, Kevin Rodgers, Dave Shaw, Derek Smith, Austen White, Sue Wilkinson, Jonathan Wood, Paul Wray.**



WHEN DECISION IS EXPECTED TO BE TAKEN	KEY DECISION TO BE TAKEN	RELEVANT CABINET MEMBER	DECISION TO BE TAKEN BY	CONTACT OFFICER(S)	DOCUMENTS TO BE CONSIDERED BY DECISION MAKER	REASON FOR EXEMPTION – LOCAL GOVERNMENT ACT 1972 SCHEDULE 12A
10 Apr 2018	Acceptance of grant from Sheffield City Regions Business Investment Fund to support the inward investment of a film and TV production facility onto the former Doncaster College High Melton campus	Councillor Bill Mordue, Portfolio Holder for Business, Skills and Economic Development	Cabinet	Tim Hazeltine, Inward Investment Manager, Business Doncaster Tel: 01302 862465 tim.hazeltine@doncaster.gov.uk		Part exempt 3
10 Apr 2018	Behaviour Improvement Programme	Councillor Nuala Fennelly, Portfolio Holder for Children, Young People and Schools	Cabinet	Jane Mills, Children's Commissioning Manager Jane.Mills@doncaster.gov.uk		Open
10 Apr 2018	To adopt a new Housing Enforcement Policy setting out the standard of enforcement landlords, businesses, individuals and the community can expect from Doncaster Council in relation to Housing matters.	Portfolio Holder for Communities, Voluntary Sector, and the Environment, Portfolio holder for Housing	Cabinet	Carolina Borgstrom, Enforcement Manager- Urban carolina.borgstrom@doncaster.gov.uk, Tracey Harwood, Head of Service Regulation & Enforcement tracey.harwood@do		Open

				ncaster.gov.uk		
10 Apr 2018	To establish Big Picture Learning as a new model of alternative provision in Doncaster, subject to the successful application for a Social Impact Bond from the Life Chances Fund	Councillor Nuala Fennelly, Portfolio Holder for Children, Young People and Schools	Cabinet	David Ayre, Head of Service David.ayre@doncaster.gov.uk		Part exempt 5
24 Apr 2018	To approve the purchase of a strategic Investment for Regeneration purposes in the Civic and Cultural Quarter	Councillor Bill Mordue, Portfolio Holder for Business, Skills and Economic Development, Councillor Joe Blackham, Portfolio Holder for Highways, Street Scene and Trading Services	Cabinet	Simon Maxton, Investment and Development simon.maxton@doncaster.gov.uk, Scott Cardwell, Assistant Director of Development scott.cardwell@doncaster.gov.uk		Fully exempt 3
24 Apr 2018	To approve the Commissioning and Provider agreements in relation to the Doncaster Place Plan for a specified range of responsibilities.	Councillor Nigel Ball, Portfolio Holder for Public Health, Leisure and Culture	Cabinet	Rupert Suckling, Director of Public Health rupert.suckling@doncaster.gov.uk		Open

24 Apr 2018	To approve a Doncaster Town Centre Parking Strategy	Councillor Nigel Ball, Portfolio Holder for Public Health, Leisure and Culture	Cabinet	Kerry Perruzza, Senior Transport PLanner Kerry.Perruzza@doncaster.gov.uk		Open
24 Apr 2018	Agree specific budget reductions and service changes to public health commissioned services as outlined in the Mayor's Budget and national reductions to the Public Health Grant to Local Authorities	Councillor Nigel Ball, Portfolio Holder for Public Health, Leisure and Culture	Cabinet	Rupert Suckling, Director of Public Health rupert.suckling@doncaster.gov.uk	Joint Commissioning Agreement Doncaster Place Plan	Open
22 May 2018	Approval of a new Public Art Strategy.	Councillor Nigel Ball, Portfolio Holder for Public Health, Leisure and Culture	Cabinet	Nick Stopforth, Head of Libraries & Culture nick.stopforth@doncaster.gov.uk		Open
22 May 2018	Approval of a new Public Libraries Strategy for Doncaster.	Councillor Nigel Ball, Portfolio Holder for Public Health, Leisure and Culture	Cabinet	Nick Stopforth, Head of Libraries & Culture nick.stopforth@doncaster.gov.uk		Open
22 May 2018	To approve the sponsor for the	Councillor	Cabinet	David Ayre, Head of	Cabinet	Open

	new Special School for Communication and Interaction and establishment the contractual arrangements for the school build	Nuala Fennelly, Portfolio Holder for Children, Young People and Schools		Service David.ayre@doncaster.gov.uk	Report (18/07/17)	
19 Jun 2018	St. Leger Homes Performance Report 2017/18 Quarter 4	Councillor Glyn Jones, Deputy Mayor, Portfolio Holder for Housing and Equalities	Cabinet	Stephen Thorlby-Coy, Head of Business Excellence, St Leger Homes Stephen.Thorlby-Coy@stlegerhomes.co.uk		Open



Doncaster  
Council

Councillor Paul Wray  
Wheatley Hills and Intake  
Tel: 01302 369304  
Email: paul.wray@doncaster.gov.uk

17<sup>th</sup> January, 2018

Mayor Ros Jones  
Doncaster Council  
Floor 4  
Civic Office  
Waterdale  
Doncaster  
DN13BU

Dear Ros,

### **Wood Market Proposals**

At a meeting of the Regeneration and Housing Overview and Scrutiny Panel held on the 11<sup>th</sup> January, 2018 as part of its overview role, Members received an excellent presentation relating to the proposals for the Wool Market area.

Members were provided with an opportunity to discuss the proposals and have recommended that consideration and investigation be given to the provision of a bus stop in the market area.

The Panel's reasons for making the above recommendation are Members felt that this would aid footfall to the area and assist people with possibly heavy shopping bags creating a quick link to the Interchange, enabling them to travel onto other areas of the borough or further afield.

I would therefore like to take this opportunity to thank Steve Shannon, Strategic Infrastructure Manager for providing the Panel with detailed information and responding to Members questions.

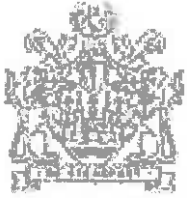
I would be grateful for a response to this letter by no later than the 15<sup>th</sup> February, 2018.

Kind regards,

Councillor Paul Wray  
Chair of the Regeneration and Housing Overview and Scrutiny Panel

cc: Jo Miller, Chief Executive  
Cabinet Members  
Peter Dale, Director for Regeneration and Environment  
OSMC  
Regeneration and Housing Overview and Scrutiny Panel

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# Doncaster Council

Councillor Paul Wray  
Chair of the Regeneration and Housing  
Overview and Scrutiny Panel  
c/o Scrutiny Office

Contact: Mayor Ros Jones  
Tel: 01302 862225  
E-Mail: [ros.jones@doncaster.gov.uk](mailto:ros.jones@doncaster.gov.uk)  
Website: [www.doncaster.gov.uk](http://www.doncaster.gov.uk)

Date: 12<sup>th</sup> February 2018

Dear Paul

Thank you for your letter dated 17<sup>th</sup> January 2018 and for the Panel's consideration of the Wool Market proposals.

The connectivity with the Market is associated with the Quality Streets Scheme for Hall Gate and Silver Street. We are still finalising the options for these streets, but our proposals will change the route of at least one service. This will lead to a service stopping on Market Road, which will allow customers to board at the Market, and it would then take them to the Interchange where they can connect with other buses and trains.

Discussions with First Buses have taken place, and they are very positive about the proposal. They are also prepared to look at some options which could divert a number of services via the Market.

We are looking at how we can improve connectivity with the wider town centre, including stops nearer to the Civic Office, particularly as planned projects will result in greater demand for passengers to this area of town. First are starting to introduce through-routes which connect one side of Doncaster with another area, and allows passengers to travel to a wider number of destinations without the need to change buses.

At a recent Doncaster Bus Partnership meeting, it was agreed that we would hold a workshop to look at the bus routes in the Town Centre and understand what the options and constraints are for what we want to do. This has been provisionally identified for around May time, but no specifics have been set. We do, however, have to be mindful that current bus passengers may already have the services they want, and making changes may not be supported by them as the new route doesn't meet their needs.

Yours sincerely

**Ros Jones**  
**Mayor of Doncaster**

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Doncaster  
Council

Councillor Kevin Rodgers  
Roman Ridge Ward

Tel: 01302 786331

E-Mail: [kevin.rodgers@doncaster.gov.uk](mailto:kevin.rodgers@doncaster.gov.uk)

Date: 2nd February 2018

Mayor Ros Jones  
Floor 4  
Civic Office  
Waterdale  
Doncaster  
DN1 3BU

Dear Ros

### **Overview and Scrutiny's Response to the Mayor's Budget Proposals 2018/19 – 2020/21**

I am writing to confirm the Overview and Scrutiny Management Committee's (OSMC) response to your Budget Proposals 2017/18 and am pleased to confirm Members were supportive of the proposals.

Following publication of your budget proposals, OSMC Members initially reviewed the details at a meeting held on 14<sup>th</sup> December, 2017 and invited Directors to a further meeting on 18<sup>th</sup> January, 2018 to discuss points relating to Adult Social Care Commissioning and Regeneration and Environment General overspends.

At these meetings the Committee used the following lines of enquiry to help develop its response:-

The four key areas for consideration are:

- i. To what extent are the Mayor's proposals in line with central government policy, pressures and directives?
- ii. To what extent will the Mayor's proposal ensure that the Council is able to contribute to the outcomes set out in the Borough Strategy, Corporate Plan bearing in mind the constraints detailed at i. above and Medium Term Financial Forecast?
- iii. To what extent do the Mayor's proposals demonstrate that the results of any consultation, research or other evidence have been taken into account?
- iv. To what extent are the challenges in delivering the savings within the timescales and the capacity to deliver services with reduced resources being addressed?

Page 2 continued.

The Committee's response is attached to this letter and I would welcome the opportunity to present this to your Cabinet meeting on 20<sup>th</sup> February. I would also be grateful if you could take account of OSMC's response when you present your final proposals to Council on the 5th March 2018.

Finally, on behalf of the Committee, I would like to thank the Directors and Assistant Directors for attending our budget review sessions, answering questions and providing clarification on issues raised by the Overview and Scrutiny Management Committee.

Yours sincerely

A handwritten signature in black ink, appearing to read 'K. Rodgers', with a long horizontal flourish extending to the right.

**Councillor Kevin Rodgers**  
**Chair of the Overview and Scrutiny Management Committee**

cc OSMC Members  
Cabinet Members  
Jo Miller, Directors and BAs.  
Steve Mawson  
Scott Fawcus

## **APPENDIX A OVERVIEW AND SCRUTINY BUDGET REVIEW OUTCOMES**

### **In respect of the Mayor's budget proposals, the Overview and Scrutiny Management Committee:**

1. Recognised the difficulties in setting a balanced budget that delivers considerable savings and seeks to protect services delivered to the most vulnerable in the Borough. Additionally the delivery and implementation of the proposals, once agreed are crucial to delivering a balanced budget.
2. Welcomed its early involvement in the budget process and particularly the opportunity to review the proposals to meet the future funding gap. The Committee wish this early involvement to continue in future years and receive regular updates on the implementation of the key budget proposals and how any slippage or key risks are being addressed.
3. Recognised that following a long running deficit and repayment schedule the position with South Yorkshire Pensions had turned around into a surplus position with protections in place to ensure no further deficit.
4. Acknowledged that resources were already stretched and continued to tighten. It was recognised that the Council was not able to continue doing everything it already provides and realised that as it moves forward and transforms a debate was required about resource prioritisation.
5. Accepted there was a potential additional cost based on the local government pay offer, but pleased to note that the additional cost could be manageable from a mixture of New Homes Bonus additional funding and other funding. It was noted that the 2% pay increase over the next two years was currently out to consultation.
6. Express concern with regard to the Impact of Brexit, particularly with regard to the possible loss of care staff from Europe and local businesses taking opportunities due to uncertainty. Members were pleased to note that the Strategic Policy Unit was tracking the position but until there were more concrete proposals, recognised that it was difficult to plan.
7. When looking to reshape services, in particular, commissioning, contracting and subcontracting, that the Council has regard to recommendations from evidence formed as a result of the Communities and Enterprise Overview and Scrutiny domestic abuse review. Evidence which demonstrates the importance of investing in local services and retaining quality staff on frontline services.
8. That when considering the commissioning of Adult Social Care services, that the Council use their General Powers of Competency to create a cooperative and mutual model for localised delivery with health partners. In addition, that the Committee encourages the uptake of personal budgets through any existing and new commissioning mechanisms.
9. Recognise the real shift in regeneration in the town centre and elsewhere, particularly the way in which this will support council revenue going forward with the increase in business rates.

10. Note the progress of the asset review and welcome the use of capital borrowing and receipts to drive forward our regeneration programme and other service changes. The Committee would be willing to receive any referral from the Executive in relation to Asset Disposal and Community Lettings Programme to potentially add value.
11. Recognises the hard work that has gone into creating the budget as part of the 3 year plan aligned to the Doncaster Growing Together programme. The Committee can see the clear challenges on the horizon with the review of Fairer Funding Review, removal of the Revenue Support Grant and reliance in large part on Council Tax and Business Rates.
12. Acknowledge the challenges of reviewing housing related support services, with a view to the transition of current service users to more appropriate forms of support relating to areas such as mental health, children, homelessness and learning disabilities.
13. Express concern with regard to the ongoing overspends by the Doncaster Children's Trust, and would recommend further robust financial and management oversight to resolve these issues.



Doncaster  
Council

Councillor Kevin Rodgers  
Roman Ridge Ward

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E-Mail: [kevin.rodgers@doncaster.gov.uk](mailto:kevin.rodgers@doncaster.gov.uk)

Date: 22nd February 2018

Mayor Ros Jones  
Floor 4  
Civic Office  
Waterdale  
Doncaster  
DN1 3BU

Dear Ros

### **CORPORATE PLAN 17-18 UPDATE**

The Overview and Scrutiny Management Committee held a meeting on the 8<sup>th</sup> February, 2018 to consider the updated 2018/19 Corporate Plan. Members provided their support to the plan and provided the following comments. I would therefore be grateful if you could take account of these additional comments and suggestions when presenting the Plan to Full Council.-

- **Doncaster Learning;**

Progress in wider results across the board had been made, but that an achievement gap with statistical neighbours still persisted. However, the wider review of education undertaken by the Authority had identified priorities, and work to improve areas such as attendance levels were receiving focus.

- **Doncaster Working;**

Concerns were raised in relation to wage levels and it was questioned how the Doncaster Growing Together partnership strive to increase wages for Doncaster Residents. Comments were made in relation to the role of larger local employers in making a big impact on this area. It was acknowledged that the Council will be experiencing further cuts resulting in a slimming down of the workforce, this along with past reductions and wage freezes have all presented challenges in improving this situation for residents. Members heard that it was being considered as to how the partnership can stimulate a number of local economies which may support this area.

Members were reminded about the Doncaster Inclusive Growth Strategy which will provide an opportunity for new ideas to be put forward as well as an outline of what the local economy will look like in 10 years.

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Maximisation of benefits and other supports were highlighted as a way by which residents experiencing lower incomes in work. In combination with approach was a firm view that employers across the Borough needed to consider flexible working to allow individuals from groups with protected characteristics, such as disabled people, to tackle socio-economic disadvantage.

In terms of apprenticeships, it was heard how there were different levels of apprenticeships available and it was about setting the right aspirations to allow residents to achieve their full potential in the world of work.

- **Doncaster Living**

Members heard how Doncaster had been reported one of the most Inactive Borough with around one in three of Doncaster's adults falling into this category. Members were interested to hear that Doncaster has been chosen by Sport England as a pilot area to work with on a bold new approach to build healthier, more active communities across England. It was also commented how society has made it much easier to be inactive through reliance on such things as cars and that sports clubs such as golf were experiencing dwindling numbers.

- **Doncaster Caring;**

It was commented that the Borough's social infrastructure was, in places, 'thread bare' and in the future we could consider the use of a locally based social enterprise should be made. In particular the use of the Council's Powers of General Competency under the 2011 Localism Act to create community based mutual organisations with the NHS and other public sector organisations might provide the vital bespoke solutions to this vital part of the Doncaster Growing Together.

A Member raised concern that this theme was so critical that progress in one area could be adversely affected by progress made enough in another. For example, they spoke of a local extra care housing facility that accommodated individuals as part of their end of life care, however, this had resulted in less numbers being able to live there to remain independent for longer and be less socially isolated as there was less availability. It was recognised that more was being done to look at housing solutions in the borough and identify what people need.

Members raised concern how it was difficult to break cyclical decline and referred to how Social Education Centres had been closed with little available elsewhere. It was viewed that this was something that could be provided by the market rather than the Council, but that stimulation of this market remained a key challenge.

- **Connected Council**

It was explained that this is what the organisation needs to be like whilst spending money as the best we can.

A Member raised concern about transports links to the Civic Building, which for some is difficult reach and that it might be useful to improve connectivity to the Civic Building through a shuttle bus.

Cont...

In terms of managing and improving the quality of data held and used, it was explained that this was about making the most out of the information held on different systems.

A member of the Panel stressed the importance of value for money and raised concerns about how much had been spent on consultants who often lived outside of the Borough and therefore took money outside of the local economy. It was also commented that posts that had been made redundant and were now agency staff were being employed to fulfil those voids. It was added that this could prove expensive to the Council at a time when significant cuts are being made as well as becoming at risk of not being able to provide quality frontline services.

It was felt that the plan was going in the right direction and that good partnership working is essential for it to work. It was also felt that the areas of focus were good although with many decisions to be made there would need to be a fine balance with what is taken forward.

In terms of the areas of focus outlined under each area, it was commented that a key role of the Overview and Scrutiny Management Committee was to ensure progress was made against the priorities in the Corporate Plan.

I would also like to take this opportunity to thank Allan Wiltshire, Head of Policy and Partnerships, for outlining in detail the information contained in the Corporate Plan. I would be grateful for a response by no later than the 21<sup>st</sup> March 2018.

Kind regards,

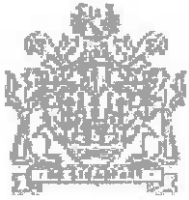
A handwritten signature in black ink, appearing to read 'K. Rodgers', with a long horizontal flourish extending to the right.

**Councillor Kevin Rodgers**  
**Chair of the Overview and Scrutiny Management Committee**

cc OSMC Members  
Cabinet Members  
Jo Miller, Directors and BAs.  
Steve Mawson  
Scott Fawcus

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Councillor Kevin Rodgers  
Chair  
Overview and Scrutiny Panel  
c/o Scrutiny Office

Contact: Mayor Ros Jones  
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E-Mail: [ros.jones@doncaster.gov.uk](mailto:ros.jones@doncaster.gov.uk)  
Website: [www.doncaster.gov.uk](http://www.doncaster.gov.uk)

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

Dear Kevin

**UPDATED CORPORATE PLAN 2018-19**

Thank you for your letter dated 22<sup>nd</sup> February expressing Overview and Scrutiny Management Committee's general support for the 2018/19 Corporate Plan.

Several amendments have been made to the Plan in response to the constructive feedback provided by OSMC, and I believe it is an even better quality document as a result. Please see the table below for my responses to OSMC's specific feedback:

	<b>OSMC Feedback</b>	<b>The Mayor's Response</b>
1.	<p><b>Doncaster Learning</b></p> <p>Progress in wider results across the board had been made, but that an achievement gap with statistical neighbours still persisted. However, the wider review of education undertaken by the Authority had identified priorities, and work to improve areas such as attendance levels was receiving focus.</p>	<p>Doncaster secondary schools have consolidated the improvements they made in previous years, and in 2017 have narrowed the gap between Doncaster and our benchmarks in terms of young people's attainment. However there is still more to do and we will continue to support our schools and deliver our Social Mobility Opportunity Area Action Plan which sets out the key ways in which we will address inequalities in education with four key priorities;</p> <ul style="list-style-type: none"> <li>• Building solid foundations for all children</li> <li>• Brilliant leadership and teaching for all secondary school pupils</li> <li>• No career out of bounds</li> <li>• Opportunities extend to all</li> </ul> <p>We have included this and more in the 'Learning section' of the Corporate Plan.</p>

	OSMC Feedback	The Mayor's Response
2.	<p><b>Doncaster Working</b></p> <p>Concerns were raised in relation to wage levels and it was questioned how the Doncaster Growing Together partnership strive to increase wages for Doncaster Residents. Comments were made in relation to the role of larger local employers in making a big impact on this area. It was acknowledged that the Council will be experiencing further cuts resulting in a slimming down of the workforce, this along with past reductions and wage freezes have all presented challenges in improving this situation for residents. Members heard that it was being considered as to how the partnership can stimulate a number of local economies which may support this area.</p> <p>Members were reminded about the Doncaster Inclusive Growth Plan which will provide an opportunity for new ideas to be put forward as well as an outline of what the local economy will look like in 10 years.</p> <p>Maximisation of benefits and other supports were highlighted as a way to help residents who are experiencing lower incomes in work. In combination with approach was a firm view that employers across the Borough needed to consider flexible working to allow individuals from groups with protected characteristics, such as disabled people, to tackle socio-economic disadvantage.</p>	<p>There continues to be tough financial conditions and in particular wage levels have not stayed pace with inflation. We need to work with our regional and local partners to create the conditions in Doncaster for quality investment in quality jobs connecting our residents to those opportunities. To strengthen the foundations for a more productive and inclusive economy, we need to deliver improvement across all the DGT themes – for example:</p> <ul style="list-style-type: none"> <li>• Supporting residents to gain the skills firms need and to improve their earning power through training and development</li> <li>• Providing more integrated support for residents to access quality job opportunities and for in-work progression to earn higher wages. This includes strengthening the link between health and work, including supporting residents with health issues to be economically active.</li> <li>• Continuing to upgrade our infrastructure and delivering our major projects.</li> <li>• Ensuring Doncaster is modern, well-connected and environmentally sustainable with quality housing, leisure and cultural offers.</li> <li>• Developing a system of creativity to support entrepreneurship, problem solving and to improve products and services. As part of this, harnessing the power of arts and culture to support our economy.</li> </ul> <p>As set out in the Council's budget, £349 million will be invested in projects across Doncaster over the next four years to stimulate economic growth and job creation, as well as improve housing, roads, schools, leisure facilities and living conditions for tenants and vulnerable residents.</p>

	<b>OSMC Feedback</b>	<b>The Mayor's Response</b>
		<p>We are developing an inclusive growth plan which will set out our plans for growth across the borough over the medium term and how we can connect people to that growth. As this plan is developed I would see the Overview and Scrutiny Management Committee as having a key role in shaping this strategy so we get the right economic growth plans for our borough.</p>
3.	<p><b>Doncaster Working</b></p> <p>In terms of apprenticeships, it was heard how there were different levels of apprenticeships available and it was about setting the right aspirations to allow residents to achieve their full potential in the world of work.</p>	<p>I agree that the different levels of apprenticeships allow people to access the right training for their needs whilst opening up potential progression routes between different apprentice opportunities. The council now has degree level apprentices for the first time reflecting the new and improved range of opportunities available to people in this borough.</p>
4.	<p><b>Doncaster Living</b></p> <p>Members heard how Doncaster had been reported one of the most inactive boroughs with around one in three of Doncaster's adults falling into this category. Members were interested to hear that Doncaster has been chosen by Sport England as a pilot area to work with on a bold new approach to build healthier, more active communities across England. It was also commented how society has made it much easier to be inactive through reliance on such things as cars and that sports clubs such as golf were experiencing dwindling numbers.</p>	<p>I am pleased that members welcome the Sport England Local Delivery Pilot (LDP) status for Doncaster. We have been chosen as one of only 12 areas for a pilot to support residents to have healthy, active and productive lives. Although there is more work to do to flesh out the detail, I am sure residents of this borough will benefit from this pilot.</p> <p>We have also agreed our 10 year physical activity and sport strategy setting our long term aspirations for the borough.</p>
5.	<p><b>Doncaster Caring</b></p> <p>It was commented that the borough's social infrastructure was, in places, 'thread bare' and in the future we could consider the use of a locally based social enterprise. In particular the use of the Council's Powers of General Competency under the 2011 Localism Act to create community based mutual organisations with the NHS and other public sector</p>	<p>Although I agree that there continues to be tough financial conditions in the public sector, I would not agree with the term 'thread bare' social infrastructure.</p> <p>For example, the council and partners supported the '<b>How you can</b>' campaign to share the stories of residents who were close to reaching a crisis point before being supported to re-connect with their communities.</p>

	<b>OSMC Feedback</b>	<b>The Mayor's Response</b>
	<p>organisations might provide the vital bespoke solutions to this vital part of the Doncaster Growing Together.</p> <p>Members raised concern how it was difficult to break cyclical decline and referred to how Social Education Centres had been closed with little available elsewhere. It was viewed that this was something that could be provided by the market rather than the Council, but that stimulation of this market remained a key challenge.</p>	<p>One of the campaign's lead stories features 84-year-old June, who found her mental health affected due to social isolation. June was supported to access a new local community group which hosts weekly meet-ups for residents who are lonely and match them with volunteer befrienders. As a result of attending, June has managed to rebuild her social circle.</p> <p>We will always strive to ensure the people who need services the most get a good service. For example, Doncaster's Children's Services have improved significantly and are now rated 'good', which recognises Team Doncaster's commitment to supporting vulnerable young people.</p> <p>We must also stimulate the market and support communities to help themselves considering all options to ensure that people have the right support they need.</p>
6.	<p><b>Doncaster Caring</b></p> <p>A Member raised concern that this theme was so critical that progress in one area could be adversely affected by progress made in another. For example, they spoke of a local extra care housing facility that accommodated individuals as part of their end of life care, however, this had resulted in less numbers being able to live there to remain independent for longer and be less socially isolated as there was less availability. It was recognised that more was being done to look at housing solutions in the borough and identify what people need.</p>	<p>I would agree there are interdependencies in the work we do and this is exemplified by the breadth of work set out in the council's corporate plan.</p> <p>The example you use on housing is about getting the right housing provisions for people and is key to many of the aspirations we set out in the plan. One of the key programmes within Doncaster Growing Together is a 'Homes for all' Programme which aims to deliver the right homes whilst understanding the interdependencies you describe.</p>

	OSMC Feedback	The Mayor's Response
7.	<p><b>Connected Council</b></p> <p>A Member raised concern about transports links to the Civic Building, which for some is difficult to reach and that it might be useful to improve connectivity to the Civic Building through a shuttle bus.</p> <p>A member of the Panel stressed the importance of value for money and raised concerns about how much had been spent on consultants who often lived outside of the borough and therefore took money outside of the local economy. It was also commented that posts that had been made redundant and were now agency staff were being employed to fulfil those voids. It was added that this could prove expensive to the Council at a time when significant cuts are being made as well as becoming at risk of not being able to provide quality frontline services.</p>	<p>I would be happy to hear the detail about any concerns about access to the civic office and how we could improve things if they are not working.</p> <p>I agree with the panel member on the importance of value for money and ensuring that the services we provide meet the needs of our residents. The corporate plan sets out;</p> <p><b>'Our Council purpose</b> is to ensure Doncaster and its people thrive, whilst ensuring value for money is at the heart of everything we do.'</p> <p>The cost of agency staff and consultants is monitored on a regular basis and actions assigned to review this for each directorate.</p>

Much of the work that the Council contributes to is done in partnership, and through this partnership working, we can achieve better results for the residents across our Borough.

I am pleased that Members felt that the updated Corporate Plan was going in the right direction, especially by being broken down into different sections. I would also welcome OSMC involvement in any subsequent reviews and monitoring of the Corporate Plan.

Yours sincerely



**Ros Jones**  
**Mayor of Doncaster**





**Doncaster  
Council**

Councillor Kevin Rodgers  
Roman Ridge Ward

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Date: 26th February 2018

Councillor G Jones  
Floor 4  
Civic Office  
Waterdale  
Doncaster  
DN1 3BU

Dear Glyn,

### **Housing Allocations Policy**

At its meeting on 22<sup>nd</sup> February, the Overview and Scrutiny Management Committee gave consideration to the Housing Allocations Policy, prior to it being presented to Cabinet. I am pleased to inform you that the Committee supported the proposed changes due for implementation from April 2018.

Members held a short discussion with regard to the risk of not adopting the size restrictions proposal, which could allow applicants to put themselves into a position where they are moving into a home that they may struggle to afford. However Members were pleased to note the mechanisms put in place by St Leger Homes through the financial viability team that would offer appropriate support and guidance to help people avoid these circumstances.

Kind regards,

**Councillor Kevin Rodgers**  
**Chair of the Overview and Scrutiny Management Committee**

cc OSMC Members  
Councillor Glyn Jones, Cabinet Member Housing and Equalities  
Jo Miller  
Peter Dale, Director Regeneration and Environment  
Paul Tanney, Chief Executive St Leger Homes







**Doncaster  
Council**

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

Councillor Kevin Rodgers  
Chair of Overview and Scrutiny  
Management Committee  
Floor 2  
Civic Office

**Councillor Glyn Jones**  
**Cabinet Member for Housing & Equality**  
**Tel:** 01302 734781  
**E-Mail:** [glyn.jones@doncaster.gov.uk](mailto:glyn.jones@doncaster.gov.uk)

**Date:** 28<sup>th</sup> February 2018

Dear Kevin

### **Housing Allocations Policy**

Thank you for your letter dated 26<sup>th</sup> February 2018 advising on OSMC's consideration of the Housing Allocations Policy

I note the Committee's support for the proposed changes due for implementation from April 2018. I also note the comments regarding Committee's discussion with regard to the risk of not adopting the size restrictions proposals.

Thank you, once again, for providing me with your Committee's consideration of this report.

Yours sincerely

**Councillor Glyn Jones**  
**Deputy Mayor and Cabinet Member for Housing and Equalities**

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