



# Doncaster Council

## Agenda

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To all Members of the

## CABINET

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

**Venue:** Room 7a and b, Civic Office, Waterdale, Doncaster, DN1 3BU

**Date:** Tuesday, 31st July, 2018

**Time:** 10.00 am

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### Items for discussion:

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

(A period not exceeding 20 minutes for questions and statements from members of the public and Elected Members to the Mayor of Doncaster, Ros Jones. Questions/Statements should relate specifically to an item of business on the agenda and be limited to a maximum of 100 words. As stated within Executive Procedure Rule 3.3 each person will be allowed to submit one question/statement per meeting. A question may only be asked if notice has been given by delivering it in writing or by e-mail to the Governance Team no later than 5.00 p.m. on Thursday, 26th July, 2018. Each question or statement must give the name and address of the person submitting it. Questions/Statements should be sent to the Governance Team, Floor 2, Civic Office, Waterdale, Doncaster, DN1 3BU, or by email to [Democratic.Services@doncaster.gov.uk](mailto:Democratic.Services@doncaster.gov.uk)).

**Jo Miller**  
**Chief Executive**

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Issued on: Monday, 23 July 2018

**Governance Services Officer for this meeting:**

Amber Torrington  
Tel: 01302 737462

**Doncaster Metropolitan Borough Council**  
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4. Declarations of Interest, if any.
5. Decision Record Forms from the meeting held on 17th July, 2018 for noting (previously circulated).

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

**Key Decisions**

- |   |         |
|---|---------|
| 6. Doncaster University Technical College (DUTC).   | 1 - 14  |
| 7. Breathing Space - Regional Mortgage Assistance Loan Scheme.                              | 15 - 22 |
| 8. Funding decisions associated with the Opportunity Area Programme and update on progress. | 23 - 32 |

**Chair**

Ros Jones, Mayor of Doncaster

**Vice-Chair**

Councillor Glyn Jones, Deputy Mayor

**Portfolio Holder for:**

Housing and Equalities

Councillor Nigel Ball

Councillor Joe Blackham

Councillor Rachael Blake

Councillor Nuala Fennelly

Councillor Chris McGuinness

Councillor Bill Mordue

Councillor Jane Nightingale

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



## Doncaster Council

### Report

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**Date: 31st July 2018**

**To the Mayor and Members of Cabinet**

#### **DONCASTER UNIVERSITY TECHNICAL COLLEGE (DUTC)**

<b>Relevant Cabinet Member(s)</b>	<b>Wards Affected</b>	<b>Key Decision</b>
Mayor Ros Jones, with responsibility for budget and policy framework.  Nuala Fennelly, portfolio holder for Children, Young People and Schools.  Councillor Bill Mordue, portfolio holder for Business, Skills and Economic Development.	ALL	Yes

#### **EXECUTIVE SUMMARY**

1. In June 2018, the Department for Education (DfE) announced that Doncaster's application for an Advanced Engineering and Digital Design University Technical College (UTC) was successful.
2. The central promise of the Doncaster Growing Together (DGT) programme is to deliver growth that reaches all Doncaster people, families and places. The programme aims to improve life chances and outcomes for Doncaster's most vulnerable people, families and communities and to increase economic participation which will be key to inclusive growth.
3. UTC's are Government funded schools that offer more than traditional schools. They teach 13 to 18 year olds technical and scientific subjects in a whole new way, working with business to educate the inventors, engineers, scientists and technicians of the future, equipping them with the qualifications required and offering clear pathways to quality work in Doncaster.
4. A sustainable Multi-Academy Trust (MAT) model incorporating local secondary schools will identify pupils who would gain most from the UTC model, in particular improving attainment and achievement.

5. The decision by Government to approve a UTC for Doncaster is therefore a crucial milestone in delivering the DGT programme by both helping achieve our Social Mobility Opportunity Area (SMOA) ambitions and delivering on our Urban Centre Masterplan; by locating the UTC in the Civic Quarter of the Town Centre increasing footfall, creating new business opportunities, supporting our inclusive growth aspirations and helping sustain economic growth.
6. The Department for Education has requested the Council commit to two preconditions by 31<sup>st</sup> August 2018 relating to the site of the UTC in Doncaster and underwriting student numbers in the first two years. These are addressed in the report.

## **EXEMPT REPORT**

7. Not Applicable

## **RECOMMENDATIONS**

8. It is requested that the Mayor and members of Cabinet approve the following recommendations:
  - i) Confirm the Council's active role in the UTC process as a key element of the strategy to support inclusive growth in the Borough.
  - ii) Support officers' intention to negotiate with the DfE to replace the requirement on the Council to underwrite student numbers in years 1 and 2 with a commitment to reduce surplus capacity in the sector via the Post-16 Review.
  - iii) Following a site appraisal and approval by the DfE and confirmation of funding for the UTC from the Secretary of State, provide the land to enable the construction of a UTC within the site shown in Appendix A via a long-term peppercorn lease. Disposal of the land is at less than best consideration, however, this is off-set by the significant benefits a UTC will bring for Doncaster.
  - iv) Note the proposed Multi-Academy Trust governance structure and agree that DMBC will be represented as a Trustee.
  - v) Delegate all decisions relating to the site in Appendix A to the Director of Regeneration and Environment to take in consultation with the Portfolio Holder for Business, Skills and Economic Development.
  - vi) Delegate all decisions relating to Council's involvement in the UTC Trust, curriculum development and project teams to the Director of People to take in consultation with the Portfolio Holder for Children, Young People and Schools.
  - vii) Receive a further report on the negotiations in relation to the precondition as outlined in 8(ii).
  - viii) In conjunction with recommendation 8(iii) work with South Yorkshire Police on an alternative location for plant and equipment currently based at the Council House Car Park.

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

9. The UTC in Doncaster will significantly enhance our education offer, delivering quality tailored learning packages at KS4, Level 2 and 3 to maximise Doncaster's considerable economic opportunities and tackle the economic and social challenges we face.
10. The UTC will deliver a purposeful, project-based approach to learning in the most significant areas of growth in UK employment including Advanced Manufacturing & Digital Design industries. Doncaster's UTC aims to capture a student's ambition through a menu of academic (Science, Technology, Engineering and Mathematics) and technical subjects (Advanced Engineering and Digital Design) with achievable and coherent progression routes to employment and higher education. A key recruitment strategy will be to work with industry partners to promote the UTC, create exciting opportunities and real jobs.

## BACKGROUND

11. Doncaster continues to experience a significant shortage in skills in engineering, advanced manufacturing, construction and digital design to fill existing and new jobs. Between 2014 and 2024 alone there is a predicted net growth in jobs of 12.5% in construction and 31% in advanced manufacturing as well as 21% in low-carbon industries which will require skills in engineering<sup>1</sup>. Of these jobs, 650 will be at Level 4 plus and 425 at Level 6. The net additional jobs growth figure across all sectors is 12,000 by 2024.
12. The UTC is born out of industry frustration at the very serious shortage of skills in Advanced Engineering and Digital Design - specialisms continue to be a major constraint to the productivity, growth and competitiveness of businesses both locally and nationally. In the current economic climate, investment in skills and jobs is more important than ever.
13. Once up and running, the facility will accommodate up to 750 places that:
  - supply trained individuals at Level 3 with a focus on advanced engineering and digital design;
  - strengthen integration between companies, schools and further education providers;
  - increase the number of young people working towards a career pathway in technology and design;
  - stronger links to industry and job creation by addressing 'real world' business needs;
  - capture the potential of a generation of students who now use ICT in a learning environment.
14. In addition to raising and meeting the aspirations of our young people, expectations placed on students will be high in terms of achievement, behaviour and effort. Key Performance Indicators include:
  - Attendance 95% (local average 93%)
  - Achievement of five Level 2 equivalent qualifications including English and maths

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<sup>1</sup> Source: Doncaster Business Growth Data

- 75% learners to achieve Level 3 qualification including maths
  - No NEETS (Not in Education, Employment or Training).
15. Pupil and Parent demand – an online survey has been used to provide indicative figures regarding demand for the UTC among parents and students. Initial results from the survey show a 60% demand as a percentage of capacity for September 2020. A strategy for promoting the facility will be a combination of marketing, networking with business and collaboration with local schools with the aim of generating a strong demand for places.
  16. As the curriculum takes shape, the aim is to educate the whole person. The learning environment will be a blend of classroom, communal learning spaces, offices, laboratories, technical area and complemented by the use of technology in the form of a sophisticated Virtual Learning Environment (VLE).
  17. The Social Mobility Opportunity Area (SMOA) delivery plan has four priorities; one of which is particularly relevant to the UTC. Priority 3, *No Career Out of Bounds*, is to help more of Doncaster's young people to find the right academic and vocational routes for the careers they aspire to. The Post 16 Review is a key strand within this priority. The review focusses on improving the post 16 offer in Doncaster, including developing a strong city centre offer and improving vocational education routes. Clearly, establishing a UTC in the city centre directly and significantly delivers upon this priority. Also, the introduction of new provision into Doncaster adds to the burning platform for other post 16 providers, who will already be realising that the status quo is no longer an option. The UTC should be a powerful catalyst for change. Another major focus of priority 3 is improved careers education information, advice and guidance for young people to help them make informed choices. Business engagement is a crucial part of really good careers advice as set out in Gatsby benchmarks 5 and 6. The UTC will offer a focal point for a partnership between education and business, and there will be wider benefits of this partnership in Doncaster, that reach beyond young people attending the UTC.

## **PARTNERSHIPS**

18. Whilst the University of Sheffield are the lead university sponsor to the UTC, Partners in Learning are working as strategic educational partner alongside the XP Academy. Other strategic partners are Doncaster Chamber of Commerce, Sheffield City Region Local Enterprise Partnership (LEP) and Frog Education.
19. Industry support includes all key firms within Doncaster's manufacturing, engineering, rail and construction sectors. The UTC benefits from unprecedented levels of Industry commitment including Wabtec, Keepmoat, Polypipe, Pegler, Bridon and Peter Brett Associates. Using the education sector, companies will be able to influence the development of training modules relevant to their growth plans and have already committed to support Doncaster UTC in roles ranging from providing seminars and guest lectures, access to workplace visits, mentoring students and involvement in the delivery of employer projects.

20. An experienced project management company (GLK Solutions) has been appointed and work is underway to ensure key stages in the project timeline are met.

## **LOOKING FORWARD**

- Local representatives (including DMBC, Doncaster Chamber, GLK Solutions and Business Leaders) held a positive meeting with DfE on 29<sup>th</sup> June 2018 to review the conditions of approval and agree actions going forward;
- Doncaster Chamber will work with the Baker Dearing Trust (BDT) to arrange a visit to Doncaster - so the Borough can benefit from their advice and guidance;
- Doncaster Chamber to host a launch / business re-engagement event shortly;
- A draft budget profile has been completed and is being submitted to the DfE;
- Membership of project working groups will be established in July; however a number of major local firms and institutions are already confirmed and a programme of project groups is in place starting in late July.
- Doncaster Council can provide civic leadership in sharing practices and forming educational improvement plans for the Borough.

## **LOCATION**

21. Doncaster is seeking a flagship location with excellent connectivity. Several factors have been taken in to consideration when determining the most suitable sites for the location of the UTC:
- The site will need to be provided on terms less than best consideration;
  - Be in the region of 1.5 acres (5,000m<sup>2</sup> is the normal building footprint);
  - Critical factor to have the UTC open by September 2020;
  - Have excellent travel links;
  - Be close or accessible to employer partners;
  - Provide parking;
  - Have some form of recreation and cultural facilities nearby.
22. The proposed site is shown in Appendix A. The opportunity exists to explore a cohesive proposal incorporating the regeneration of St James' Baths.
23. Following member engagement in 2016, the former Council House site was identified as a location for the UTC in the bid to DfE. The mechanism by which the Council provides the land will be at less than best consideration. This is outweighed by the significant economic benefits that having a UTC in Doncaster will bring.
24. The expectation of the funder (DfE) is that the disposal terms will be a 125 year lease on a peppercorn rent. Without the Council's contribution of land at less than best consideration, it is likely that the viability of the project will be undermined; the project would not be able to complete within the timescales set down by the funding partner (the Department for Education) and the project costs would increase in pro rata to the value of the land

leased. The result would be likely withdrawal of funding from the Department of Education.

## **GOVERNANCE**

25. A company limited by guarantee has been established using the model UTC memorandum and articles of association. The Governance structure has been set up in line with the Academies Financial Handbook which comprises three company members representing Industry partners and eleven Trustees.
26. A Team Doncaster project group that developed the original bid will be reconvened to oversee the implementation of the project.
27. The Trust Board will comprise of 11 Trustees, three of whom will be UTC representatives. The UTC Local Governing Board will feature 13 Governors including key partners and industry and Trust representation. The governance structure will be reviewed in the future and discussed with the Regional Schools Commissioner (RSC). As a Trustee, the Council has a stronger partner role in the Borough's education and skills agenda.

## **OPTIONS CONSIDERED**

28. Improving education and economic outcomes for young people is a priority of the DGT Programme. The UTC is crucial in achieving Doncaster's Social Mobility ambitions and the UTC, alongside the National College for High Speed Rail, will play a central role in breaking down the barriers to social mobility and providing alternative pathways for young people through clear supported routes to employment and/or further or higher education.
29. The recommendations in this report are proposed to ensure that the UTC project remains viable, that we can really deliver our social mobility aspirations and help achieve inclusive growth for Doncaster's residents. Further delivery decisions will be required quickly as the project progresses and it is suggested that those decisions are delegated to the Director of Regeneration and Environment to take in consultation with the Portfolio Holder for Business, Skills and Economic Development or the Director of People to take in consultation with the Portfolio Holder for Children, Young People and Schools.
30. The option to locate the UTC within the Council House site was included within the bid as a contribution from the Council towards the cost of developing the UTC. This was agreed at an informal Cabinet meeting with the major projects team following an assessment of a number of potential sites.
31. The Council has no specific source of funding for underwriting student numbers in the first two years of operation and will negotiate/clarify with the DfE if we can replace this with a commitment to reduce surplus capacity in the sector via the Post-1 review, thereby reducing the risk of vacant student places.

## **REASONS FOR RECOMMENDED OPTION**

32. The recommended option will see the continued involvement with the



development of the UTC and a contribution from DMBC of the land required to construct the UTC. This option will see real economic benefits for Doncaster through an improved educational offer and clear pathways into high quality, well paid work.

33. The Council is seeking to reduce surplus student numbers in the Post-16 Review.

## IMPACT ON THE COUNCIL'S KEY OUTCOMES

34. Delivery of a UTC in the Town Centre will have a number of impacts on the Council's key priorities:

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>Doncaster is confronting the fundamental challenges around education, skills and employability.</p> <p>Through a project based approach to learning, the UTC will enable 14-19 year olds to forge career pathways in advanced engineering and digital design.</p> <p>Doncaster's ability to create the institutional framework for education, training and skills will help realise new growth opportunities for business, attract high skilled/high wage jobs to increase wealth throughout the Borough.</p> <p>Demand for highly skilled engineers and digitally skilled employees is growing with engineering identified as a national priority growth sector requiring 830,000 graduates by 2020.</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,</li> </ul>	<p>As part of the recruitment strategy the UTC will develop activities to appeal directly to hard to reach groups including females and BAME to raise aspirations across our communities.</p> <p>UTC has used a number of different initiatives to make contact with parents, carers and students, these have included: focus groups, social media, engagement and promotion.</p> <p>Education and work have a direct impact on health and wellbeing. Widening the opportunities for participation and opportunity through a UTC should improve health and wellbeing. All Doncaster residents have the opportunity to benefit from this development.</p>

<p>artistic and sporting heritage.</p>	
<p><b>Doncaster Learning:</b> Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <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>The positive economic benefits to be expected from accommodating the UTC, providing our young people and local residents with pathways to high quality training that will equip them for the demands of the future job market.</p> <p>Sustainable communities require high value jobs and residents with the skills to capture these opportunities.</p> <p>Provide an inspiring environment where young people can develop and reach their full potential.</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>Education is the key to opening up new opportunities to all and enabling families to exist in a thriving environment.</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>By providing an officer resource to facilitate delivery, DMBC whilst recognising the UTC are leading on this will deliver a modern, value for money service that creates benefits additional to the resources applied. The UTC provides an opportunity to see what can be achieved by local people and challenge ingrained perceptions of what can be achieved.</p> <p>Doncaster UTC is supported by a high calibre group of sponsors including Doncaster Chamber, the University of Sheffield and strategic companies in Doncaster, each highly experienced and committed to supporting the young people of Doncaster.</p> <p>Working collaboratively, project sponsors will continue to provide strong leadership and sustain a quality governance model.</p>

## **RISKS AND ASSUMPTIONS**

35. The risks associated with this report are:

- (i) Failure to secure land for the location of the UTC will create a significant risk to opening the college in September 2020 and undermine viability from the start;
- (ii) The Council House site may require remediation prior to construction of the UTC. Site investigations and remediation can be eligible project costs under the Department for Education's award.
- (iii) The UTC would not normally expect to recruit to full capacity in the first few years and a Minimum Viable Number (MVN) would be modelled as part of the delivery process. The MVN is agreed with the DfE as part of the funding agreement prior to opening, however an estimate of the numbers required for the DfE to approve opening of the UTC and the funding difference if the MVN is secured are set out the Financial Implications and in Appendix B.
- (iv) DMBC is a key partner in the development of the UTC and will continue to provide expertise based on:
  - Leading political and officer representation on the steering group and on the applicable governance board/body;
  - Contributing to project delivery capacity;
  - Promoting the UTC to the local community as well as to government;
  - Utilising the council's business and community relationships to provide pathways and development opportunities for UTC students;
  - Providing senior educational support drawing on the council's relationships and expertise in this area;
  - Helping to deliver the physical development on the chosen site;
  - Writing to all school-age households in the Borough to advise them of the UTC offer in the pre-opening period as part of their support for successful recruitment to the UTC.

## **LEGAL IMPLICATIONS [Officer Initials SRF Date 31/5/18]**

- 36. S111 Local Government Act 1972 provides a local authority with the power to do anything (whether or not involving the expenditure, borrowing or lending of money or the acquisition or disposal of any property or rights) which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions.
- 37. The 2011 Localism Act introduced the so called "general power of competence" which states that "A local authority has power to do anything that individuals generally may do".
- 38. In accordance with S123 Local Government Act 1972 the Council has a duty to achieve best consideration when disposing of land. This duty has been tempered by the General Disposal Consent 2003 which allows for a disposal at less than best consideration if the purpose of the disposal is to promote or improve one of the economic, social or environmental well-being of the area. It is for individual councils to determine if an individual disposal falls within

this consent and if they consider that it does not they should refer the matter to the Secretary of State for a specific decision.

39. The provision of land to the UTC at less than best consideration is potentially State Aid. However, if, as appears likely, the UTC will be engaged in “public education organised within the national education system funded and supervised by the state”, this will not be discriminatory State Aid and will not cause a problem.
40. The Council will be required to issue a letter of commitment to the DfE, confirming that the site will be provided on a peppercorn rental for 125 years and that the Council will underwrite the costs if the UTC fails to recruit fewer than the agreed numbers of students in the first 2 years. The content and detail of this letter of commitment will be the subject of detailed legal and financial advice.
41. The report suggests that the delivery of the UTC building is not being carried out by the Council, should this change and the Council becomes involved in that element, the procurement of any contracts relating to the delivery of the project must be carried out in accordance with Contract Procedure Rules and EU Procurement Regulations.

#### **FINANCIAL IMPLICATIONS [MS 5 June 2018 & DB 11 July 2018]**

42. The Council's Strategic Asset Management team has estimated a value of £600,000 if the whole of the site was sold.
43. The Council's Financial Procedure Rules (C.17) state that “in respect of disposal at less than the Best Consideration that can reasonably be obtained where the estimated disposal value would otherwise have been at or above £0.25m, the Property Officer, shall prepare a report to Cabinet, requesting approval to proceed with the disposal in accordance with the relevant legislation”. This report satisfies that requirement. Clearly disposing of the whole of the site using a lease at peppercorn rent means the Council can't sell the land for the estimated value of £600,000.
44. A budget of £0.05m has been allocated for any costs incurred by the Council in our role as a key project partner.
45. As outlined in risks and assumptions point (iii), and the table in Appendix 2 provided by GLK solution there is a potential funding gap of £177k on pre-16 pupils and £139k on post 16 pupils
46. DfE confirmed on 11/7/18, regarding pre 16 funding through the schools funding formula, that it is an LA decision to have guaranteed pupil numbers for a newly opened UTC within its funding formula and that this doesn't require schools forum approval (although they should be informed). Therefore pre 16 funding can be guaranteed at the MVN numbers at 113 in the school funding formula (Dedicated School Grant) for 2020/21 and 241 for 2021/22, thereby “underwriting” the first 2 years on pre-16 year groups.
47. Post 16 funding is normally calculated based on student numbers and Individual Learner Records (ILR) by the EFA direct and for new post 16 provision this is expected to be determined by DfE as part of the funding agreement with the provider. Based on funding of pupils at the Minimum

Viable number as modelled in the application (113 in year 1, 241 in year2) against the funding that would be provided based on the minimum numbers at which the DfE would approve opening the school (80 in year 1, 208 in year 2), the potential funding gap would be £139k per year, which may need to be underwritten by the council (general fund). Whether this falls to the council is dependent upon ongoing discussion between the Director of People and the Regional Schools Commissioner, with the RSC agreeing to follow-up on proposal from the Director of People to negotiate a revision to the condition on Post-16 Minimum Viable numbers, linked to the removal of Post 16 surplus places, which potentially may remove the underwriting condition on post 16.

48. Should the above condition not be removed it may be possible that, as an alternative to funding any gap from general fund, the LA could consider guaranteeing pre 16 numbers at a level higher than the 113 MVN, up to the 150 capacity for the pre 16 year group. This will need to be reviewed and the approach ought to be outlined as part of the ongoing DfE discussions to ensure there are no issues from DfE with this potential approach, should it need to be considered. (The £139k funding gap on post 16 pupils would equate to roughly needing to fund 22 additional pre-16 places above MVN in the school funding formula (Dedicated School Grant) in both years, i.e. guaranteeing 135 pupil funding for pre-16 in year 1 (113+22) and 230 pupil funding for pre-16 in year 2 (208+22), assuming this is an acceptable approach with DfE to ensure the UTC costs are underwritten).

#### **HUMAN RESOURCES IMPLICATIONS] [Officer Initials...KG... Date 04/06/18]**

49. There are no specific HR implications to this report

#### **TECHNOLOGY IMPLICATIONS [Officer Initials PW Date 05/06/18]**

50. There are no direct technology implications in relation to the recommendations. However, ICT need to be involved in the discussions with the developers to ensure that there will be no impact on the Council's existing fibre infrastructure.

#### **HEALTH IMPLICATIONS [Officer Initials.....RS.....Date 05/06/2018]**

51. Education, skills and employment directly impact on health and wellbeing. A UTC should increase opportunities for children and young people in Doncaster and this should be welcomed and monitored. The location of the UTC will have a major impact on the built environment and liveability and walkability of the areas and this will need to be factored into future design.

#### **EQUALITY IMPLICATIONS [Officer Initials...CAF.....Date 4<sup>th</sup> June 2018]**

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

53. One of the central aims of the college will be to improve the diversity and inclusivity of education through the creation of clear pathways into employment and promotion of the advanced engineering and digital design as a new career choice.

## **CONSULTATION**

54. To produce this update paper consultations have taken place internally with officers from Regeneration and Environment (Major Projects and Assets), Corporate Resources (Legal and Democratic Services, Financial Management and Digital Council) and Learning and Opportunities (Children and Young People).
55. The Portfolio Holders for Children, Young People and Schools and Business, Skills and Economic Development have been consulted.
56. Cabinet members have previously discussed the UTC proposal including the location of the building. Portfolio Holders for Children, Young People and Schools and Business, Skills and Economic Development have been consulted.

## **BACKGROUND PAPERS**

University Technical College Bid 2016

Doncaster UTC Updated Submission July 2017

## **REPORT AUTHOR & CONTRIBUTORS**

### **Author:**

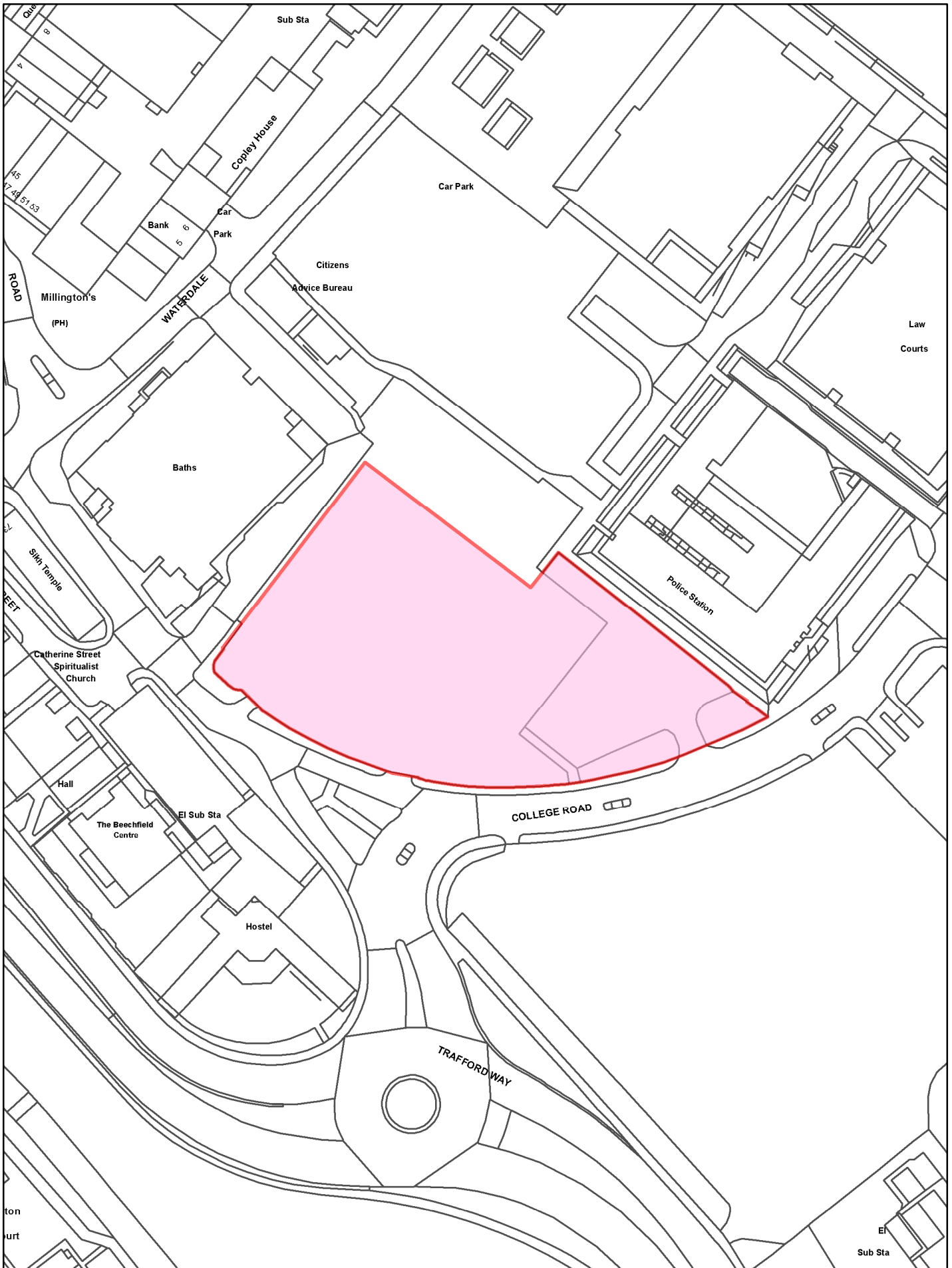
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David Stimpson (Property Manager)  
Gemma Kirk, Director (GLK Solutions)

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

# Appendix A Former Council House and Visitor Car Park Site Plan - 1.5 acres



## APPENDIX B

Cohort	Capacity	UTC Application Modelled Number (Estimated MVN)	Best Guest Minimum Number at Which the DfE Would Approve Opening	Capacity Funding	UTC Application Modelled Number Funding (Estimated MVN)	Best Guest Minimum Number at Which the DfE Would Approve Opening Funding
<b>Year 1</b>						
Pre-16	150	113	80	£926,529	£727,585	£550,149
Post-16	150	113	80	£633,988	£477,604	£338,127
<b>Total</b>	<b>300</b>	<b>226</b>	<b>160</b>	<b>£1,560,517</b>	<b>£1,205,189</b>	<b>£888,726</b>
<b>Funding Difference from MVN</b>				-	-	<b>£316, 463</b>
<b>Year 2</b>						
Pre-16	300	241	208	£1,733,058	£1,415,823	£1,238,387
Post-16	300	241	208	£633,988	£1,018,608	£879,130
<b>Total</b>	<b>600</b>	<b>482</b>	<b>416</b>	<b>£2,367,046</b>	<b>£2,434,431</b>	<b>£2,117,517</b>
<b>Funding Difference from MVN</b>				-	-	<b>£316,914</b>





## Doncaster Council

### Report

Date: 31st July, 2018

To the Chair and Members of the Cabinet

#### Breathing Space – Regional Mortgage Assistance Loans Scheme

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Councillor Glyn Jones Cabinet Portfolio Holder for Housing	All Wards	Yes/No

#### EXECUTIVE SUMMARY

1. Approval is sought for the Council's participation, through St Leger Homes, in a Regional Mortgage Assistance Loan Scheme called Breathing Space. This is the Regional Mortgage Assistance Loan Scheme for owner occupiers who are in difficulty with their mortgage. The scheme provides an interest free loan which is secured on the property.

#### EXEMPT REPORT

2. The report may be published as it does not contain exempt information.

#### RECOMMENDATIONS

3. It is recommended that approval is given for the Council's participation in the Breathing Space scheme by delegating authority for project delivery to Wakefield Metropolitan District Council on Doncaster Council's behalf, with St Leger Homes of Doncaster providing the necessary assistance to ensure the effective operation of the scheme in Doncaster.

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

4. The scheme will help to ensure that some residents of Doncaster who are at threat of eviction and homelessness due to mortgage repayment arrears will be able to remain in their home, and be given time to resolve their difficulties.

## BACKGROUND

5. The Mortgage Breathing Space Loan Scheme is a regional initiative, administered by Wakefield Metropolitan District Council (WMDC). The project was initially established in 2009 using funds from the Regional Housing Board which were top sliced from the Yorkshire and Humber's regional allocation. The scheme provides interest free secured loans to clear arrears on mortgages and secured loans, as well as giving up to 12 months' forward payments when needed. The project's on-going viability is secured through the recycling of loan repayments. It is suitable for cases where the difficulty in meeting the payment requirements of the mortgage is likely to be short term, or where continuation in ownership is not possible, and time is needed to allow the property to be sold and a structured move to more suitable accommodation organised. The Mortgage Assistance Loan model gives people a chance to remain in their home and gives time to resolve their financial difficulties. To benefit from the scheme, householders do not need to be classed as being in one of the priority groups as defined by Homelessness Legislation.
6. To enable WMDC to act as the Accountable Body for the Breathing Space Scheme, the other participating Local Authorities are required to delegate some of their functions to WMDC (even where the relevant local authority has an ALMO).
7. The scheme offers an interest free loan of between £2,000 and £15,000, which is secured against the applicant's property. Its' purpose is to help applicants avoid the repossession of their home. Loans are used to clear arrears and give ongoing support if needed and are paid directly to lenders. There are no set up fees or charges applied. Repayment in full is achieved either at the end of the 3 year deferred loan payment period, or upon sale of the property.
8. The loan will only be appropriate in two circumstances:
  - where there is a reasonable expectation that the applicant will be able to sustain home ownership in the longer term after the period of assistance provided by the loan; or
  - where time is needed to allow for the sale of the property and a planned move to alternative accommodation.
9. To be offered this help, applicants must receive independent financial advice before progressing to a loan. Neither Doncaster Council, St Leger Homes of Doncaster or WMDC are registered with the Financial Conduct Authority, so the role of the independent financial adviser is crucial in ensuring that there are no other options that would better suit the applicants' situation. It also removes any link between any advice or financial products recommended and St Leger Homes' role in offering assistance through the Breathing Space scheme.
10. Applicants must agree to receiving debt counselling and money advice during the loan application process. They must also agree to review meetings conducted by St. Leger Homes' Home Options Service every three

months to monitor their financial situation. WMDC holds the funds for this scheme across the region and are responsible for making the loan and arranging for a charge to be secured on the property.

11. It is important to note that neither Doncaster Council nor St Leger Homes would be taking on any financial risk and would not be required to make any capital investment in order to participate in the regional partnership. Debt recovery is also the responsibility of WMDC and no debts would be placed upon Doncaster Council or St Leger Homes' financial ledger. Nevertheless, the Council, through St Leger Homes, does have a key role to play in helping to administer the scheme locally. This involves:
  - Undertaking initial assessments to determine the potential eligibility of households for the scheme (as part of wider Housing Options work);
  - Referring potential clients to the scheme and supporting clients to submit applications;
  - Supporting WMDC through the conduct of quarterly repayment progress meetings with clients;
  - Providing interview facilities for face to face meetings between WMDC and clients; and
  - General local promotion of the scheme.
12. WMDC would take any action as necessary against any clients who defaulted on their loan. As part of this, WMDC may request the assistance of St Leger Homes through information sharing from their records and arranging interview rooms so that clients can be seen, however, St Leger Homes would not be involved in any of the formal recovery action. Should Members agree to participate in this Scheme then the Council would be required to enter into agreement with WMDC in accordance with the terms and conditions of the Scheme.
13. Steering Group meetings of participating authorities are held every 6 months, where information on loans provided and the balance of funds held by the Breathing Space Scheme is reported.
14. The current number of people helped to date through the scheme in local authority areas is in single digits. This is a consequence of the wider housing market but increased numbers of reposessions are expected once interest rates begin to rise. However, if only a small number of households would qualify for, and be willing to take up, this scheme it is still worth offering the service to those households.

## **OPTIONS CONSIDERED**

15. Utilise another scheme - There are currently no other loans scheme of this type that Doncaster Council or St Leger Homes would be able to participate in to offer support to people who are in mortgage arrears and at risk of losing their home. The only alternative to offer this service would therefore be for the Council to find the financial resources to set up its own loans scheme. This option is not recommended however due to the difficulty in finding such funding, but also the time and cost associated with setting up from scratch and administering such a scheme.

16. Do nothing - this is not recommended as it would be denying Doncaster Residents with mortgage arrears a service that could allow them to remain in their home.
17. Join the Breathing Space Scheme – Recommended Option.

## REASONS FOR RECOMMENDED OPTION

18. Joining the Breathing Space scheme would allow the Council, through St Leger Homes, to offer a mechanism to prevent homelessness for those qualifying residents, by giving those households time to resolve their financial difficulties.

## IMPACT ON THE COUNCIL'S KEY OUTCOMES

19.

	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>It is well known that periods of homelessness not only affect people's ability to find employment, but also to remain in employment. Allowing those who benefit from this scheme to remain in their homes will be beneficial to their employment opportunities.</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>This scheme is designed to enable people to remain in a home on terms which are affordable for them during the terms of the loan agreement.</p>
	<p><b>Doncaster Learning:</b> Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p>	<p>A period of homelessness is known to often have a detrimental effect on children's (and adults') ability to study. By helping families through this scheme, this</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>	detrimental effect can be avoided.
	<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>	For families with children, this scheme will reduce stress and upheaval which will be of benefit to those children.
	<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>	Preventing homelessness is usually more cost effective than having to deal with the costs of temporary accommodation and other costs associated with dealing with homelessness.

## RISKS AND ASSUMPTIONS

20. Provided the terms and conditions of the scheme remain as they are, the Breathing Space Scheme provides no financial risk to the Council or St Leger Homes. The scheme could, nevertheless, fail in Doncaster if it is not well publicised. It will therefore be important that relevant services within the Council and St Leger Homes ensure information about the scheme reaches those who might benefit from the Breathing Space loans scheme.

## **LEGAL IMPLICATIONS [Officer Initials SF Date 12/04/18]**

21. Article 7.04 of the Council's Constitution enables the Executive (Cabinet) to delegate Executive functions to the Executive of another local authority. Using this provision, Cabinet is able to authorise Wakefield Council to carry out this work within Doncaster. Wakefield Council already has an approval in place allowing it to receive such delegations for the provision of this scheme.
22. The terms of the administration of this scheme and the delegation will be governed by an agreement to be entered into between the two Councils.
23. The power to provide loans is discretionary and the Council is not liable should any attempt to take up a Mortgage Breathing Space Loan Scheme be unsuccessful. Contracts for loans are held between Wakefield Metropolitan District Council and the individual borrowers.
24. As highlighted within the body of the report, it is essential that loan applicants receive independent financial advice which neither council is registered to provide and the agreement between the two councils will need to reflect this requirement.

## **FINANCIAL IMPLICATIONS [Officer Initials DH Date 09/05/18]**

25. The Breathing Space scheme is operated by Wakefield Council on behalf of the Local Authorities across Yorkshire and The Humber region, to enable them to offer loans to help owner occupiers in difficulty with their mortgage and/or secured loan. Wakefield Council will process and administer the Breathing Space loans for all of the participating Local Authorities from receipt of the client's referral to payment of the loan.
  - The loan is an interest free loan, secured as a legal charge against the Applicant's property, in the name of City of Wakefield Metropolitan District Council (WMDC).
  - There are no monthly repayments required.
  - The loan is repayable in full at the end of three years.
  - If the Breathing Space Loan is not repaid when due, interest will become payable at the Bank of England base rate plus 3%.
  - The Applicant has the right to repay the loan in full at any time. There are no early repayment charges payable if the loan is repaid early.
  - Part repayments are allowed.
  - Debt recovery is the responsibility of WMDC and no debts would be placed upon DMBC's financial ledger.
  - Providing interview facilities for face to face meetings between WMDC and clients
  - General local promotion of the scheme.
26. Any loan offers will be subject to the qualifying assessment criteria, detailed in the Breathing Space scheme handbook being satisfied.

The lending policy requires:-

- The property must be owned and occupied by the Applicant/s.

- The Applicant must be at least 18 years of age (there is no upper age limit).
  - The minimum loan amount is normally £2,000 and the maximum normally £15,000.
  - The maximum loan to value of all secured lending (and including any Breathing Space loan) will not normally exceed 90% of the property value.
  - Loan amounts outside of these limits may be considered according to their individual circumstances.
27. There are no financial costs to St Leger Homes becoming part of the regional partnership however; elements of the administration of the loan will fall on the Home Options team (detailed below). These are not expected to be significant and should be able to be contained within the existing resources of the team. Some of the processes are already carried out as part of the personal housing plan assessments that all home options' officers carry out with customers.

Full details of the Local Authority partner responsibilities are detailed in the handbook.

- Undertaking initial assessments to determine the potential eligibility of households for the scheme (as part of wider housing options work).
  - Referring potential clients to the scheme and supporting clients to submit applications
  - Supporting Wakefield Council through the conduct of quarterly repayment progress meetings with clients.
28. Wakefield Council will provide all the required training and guidance to Housing Options staff to undertake application interviews for Breathing Space loans.

#### **HUMAN RESOURCES IMPLICATIONS [Officer Initials MLV Date 07/06/18]**

29. There are no specific HR implications associated with the content of this report.

#### **TECHNOLOGY IMPLICATIONS [Officer Initials PW Date 31/05/18]**

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

#### **HEALTH IMPLICATIONS [Officer Initials RS Date 31/05/18]**

31. Housing has a direct impact on health as does financial insecurity. This scheme seeks to reduce the threat of eviction and homelessness due to mortgage repayment arrears by allowing residents to remain in their own homes, and be given time to resolve their difficulties. On this basis the scheme should maintain health and wellbeing however, this impact is difficult to quantify and compare to other interventions.

## **EQUALITY IMPLICATIONS [Officer Initials PA Date 30/05/18]**

32. The Council is statutorily required to have due regard to the protected characteristics of those affected by these proposals. These proposals are aimed at households with mortgage arrears irrespective of their personal characteristics, including any protected characteristics.

## **CONSULTATION**

33. This report has been produced in Consultation with the Portfolio Holder, officers from the Council and St Leger Homes of Doncaster and Wakefield Metropolitan Borough Council.

## **BACKGROUND PAPERS**

34. Not applicable.

## **REPORT AUTHOR & CONTRIBUTORS**

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**Peter Dale, Director of Regeneration and Environment**





## Doncaster Council

### Report

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**Date: 31 July 2018**

#### **To the Mayor and Members of the Cabinet**

#### **Funding decisions associated with the Opportunity Area Programme and update on progress**

<b>Relevant Cabinet Member(s)</b>	<b>Wards Affected</b>	<b>Key Decision</b>
Nuala Fennelly	All	Yes

#### **EXECUTIVE SUMMARY**

1. This paper sets out progress since the publication of the Doncaster Opportunity Area Delivery Plan in January. It requests approval for 2 specific elements of spend that have been agreed in principle through the Opportunity Area (OA) Partnership Board but were not covered by the February Cabinet Report and it asks that decisions on future spending be delegated to the Director of People and Chief Financial Officer, in consultation with the portfolio holder for Children, Young People and Schools.
2. Since publication in January we have made good progress, the partnership board have approved 6 business cases with a total financial value of £1.81m. Of this £1.45m is covered by the February Cabinet Report. We are well placed to deliver on our year one commitments but have more planning to do to finalise our year two and three plans.
3. We have also seen stakeholder engagement increase, from an already high base, over the last 5 months. We have established a number of governance groups to take forward the work on priority 1, and a secondary heads group to lead on priority 2 and elements of 3. The existing working groups for priorities 3 and 4 have been refreshed to ensure membership is appropriate.
4. The delivery plan sets out four priorities and three cross cutting themes. For each of these sets areas it commits to short term and longer term activities. Each priority within the delivery plan is led by a working group or steering group made up of local stakeholders and the programme is governed by a partnership board into which all the working groups report. The partnership board has been established by DfE in partnership with the Council and is responsible for making decisions relating to the Opportunity Area Programme. Clearly all major spending decisions need to also be agreed by Cabinet. All this sits in the context of delivering the commitments set out in the delivery plan.

5. The time pressure on the programme in terms of the relatively short duration of the programme and a desire to maximise impact means the Partnership Board are agreeing activity on a rolling programme, rather than on an annual basis. This offers greater flexibility, enabling emerging information, for example the success of early phase work, to be taken into account. It will however generate a significant number of funding proposals at regular intervals that would need to be agreed by Cabinet. This is likely to put pressure on valuable Cabinet time. To avoid this we are requesting that decision making be delegated on the principles set out in this report. This will enable timely decision making across the programme and manage potential resource pressures in the programme team and the Council associated with the production and clearance of multiple Cabinet Reports.

## **EXEMPT REPORT**

6. NA

## **RECOMMENDATIONS**

7. It is recommended that Cabinet:
  - a) Note the progress made to date;
  - b) Agree to grant fund Partners in Learning for an additional £178k on top of the £300k agreed in February;
  - c) Agree that organisations who are successful through the essential life skills bidding process can be grant funded, to amounts in excess of £50k;
  - d) Agree that decisions around future grants from this fund be delegated to the Director of People in consultation with the Chief Financial Officer and the portfolio holder for Children, Young People and Schools;
  - e) Agree that reporting on progress comes through the Doncaster Growing Together Programme, plus termly update reports to Cabinet Member and inclusion in wider scrutiny agenda item on school performance;
  - f) Agree that the Opportunity Area Programme Manager engage with communications colleagues to ensure success stories from the programme and shared.

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

8. The Doncaster Opportunity Area Delivery Plan sets out an ambitious agenda to improve social mobility for the children and young people of Doncaster by reducing the gap in attainment between disadvantaged and non-disadvantaged children at primary school; improving the performance of the borough's secondary schools, helping Doncaster's young people to find the right academic and vocational routes to the careers they aspire to; and taking active steps to help the most vulnerable, to access opportunities that will support them in and out of education.

## **BACKGROUND**

9. In February Cabinet agreed to accept the Opportunity Area funding and approved spending plans associated with the first year of the programme (£1.45m).
10. In addition to the essential life skills funding of £2.75m, the Opportunity Area Programmes brings with it £6m of funding which will be transferred through to the Council, in quarterly instalments. The assumption is that this funding will be used to deliver the activities and ambitions in the plan. £450k is profiled for 2017/18 and £1m of essential life skills is profiled for 2017/18. The annual profile of funding for the Opportunity Area and Essential Life Skills funding streams is included in table 1 below.

Table 1

	2017/18	2018/19	2019/20
Opportunity Area <sup>1</sup>	£450,000	c£3.5m	c£2m
Essential Life Skills	£1,008,267.22	£1,750,199.70	0
total	£1,458,267.22	£5,250,199.70	£2,000,000

11. In addition to these dedicated funds national programmes are also being focussed on OAs. This includes the Teaching and Leadership Fund and the Strategic School Improvement Fund. This funding will go to national providers who will deliver training to teachers in schools in the borough, this is managed nationally so the Council will not be required to commission this provision.

## **PROGRESS TO DATE**

12. Since publication in January we have made good progress, the Partnership Board have approved 6 business cases with a total financial value of £1.81m. We already have activity underway in schools, Partners in Learning are delivering a literacy programme in 15 schools in Doncaster, funded through the Strategic School Investment Fund and Expect Youth are delivering 5 coaching and mentoring pilots at primary schools, alternative provision and a youth club setting. We are well placed to deliver on our year one commitments but have more planning to do to finalise our year two and three plans, as set out below. The full list of projects approved to far is as follows:

- £1m to Expect Youth to deliver an Essential Life Skills programme comprising a summer activity programme, combining food and activities and the development of a menu of Essential Life Skills enhancing activities targeted at disadvantaged children and young people across the borough. These activities will be delivered in part through Expect Youth partners but also through organisations who have been selected through a grant bidding process. This process was launched on the 25th of May and will close on 25th June. More details on the grant tender process are included below. The summer activity planning is well advanced.
- £478k to Partners in Learning. At primary this will fund a School Improvement Professional to help 25 of the schools in more challenging circumstances improve, in part by supporting them in accessing the wealth of continuous professional development available in the borough. A leadership of teaching and learning development programme targeted at 15 schools. A maths strategy, encouraging local take up of the breadth of maths support available through the local maths hubs; and at secondary this will fund a curriculum review for each school focussing on a subject of their choice carried out by headteachers and senior leaders of education from two partnered schools.
- 40k to Expect Youth to deliver coaching and mentoring pilots, these combine coaching and mentoring with access to enriching activities designed to increase non-cognitive skills like resilience, these pilots started in April and are already providing valuable learning which will help with implementation of a wider roll out of the programme.
- £100k to develop an open data careers advice website, building on the work led by Uscreates, a research, insight and service design organisation. This work is going

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<sup>1</sup> The 2018/19 and 2019/20 figures are estimates, DfE will be confirming the 2018/19 figure in the New Year, the total transferred to DMBC from the OA line will be less than £6m as there are some central costs around for example evaluation that have been taken out at source.

out to competitive tender shortly.

- £5k to the Council to survey young people about the quality of careers advice they have received. This will ensure that young people's views directly inform our implementation efforts. It will also enable us to measure how far we have made a difference over the lifetime of the programme.
- £187k to fund a Careers Hub, building on the existing Careers and Enterprise Company funded Education Advisers, who are currently working with Doncaster schools to help them improve their careers advice and build strong links with local businesses.

13. The majority of this activity was covered in the 6 February 2018 Cabinet Report, or is spend does not require Cabinet approval. There are however two areas where we need Cabinet approval to proceed. The first of these is the grant fund to Partners in Learning, who the partnership board agree to fund £478k in total. £178k more than had been formally approved through Cabinet, so this paper seeks approval to grant fund Partners in Learning the additional £178k. The spend relates entirely to commitments made in the delivery plan as set out above. The reason for the increase in the funding is that this covers activity in years 2 and 3 of the programme as opposed to just the first year as originally modelled.

14. The second relates to the results of the essential life skills grant tender process, £450k is currently allocated to grant funded to successful organisations, with each organisation receiving between £30k-£110k. There is an additional £1.75m of essential life skills funding available and if we receive enough bids of a high enough quality we may propose to the Partnership Board that we use some of this funding on these bids, although this would need to be agreed. We do not know at this point in time who the successful bidders will be, but through EY we have been encouraging bids from the voluntary community sector and we have put in place targeted funding allocation for grants of between £15k - £30k specifically for this sector. Through the specification we will be encouraging local providers or providers who can evidence they already have experience of delivering in Doncaster and relationships with Doncaster schools, we will also be encouraging collaboration and sustainability and ensuring we have coverage across the whole of the borough. The full application guidance for the bidding process is included at Annex A. On the assumption that some organisations will successfully bid for over £50k we are seeking approval to grant fund to these organisations, including the £450k already allocated and potentially some proportion of the £1.75m that remains unallocated currently.

## FORWARD PLANNING

15. The exact detail of what we plan to fund in years two and three of the programme is yet to be finalised, but the delivery plan sets out clearly what needs the priorities are and the activities that support them. Table 2 below sets out an estimated profile of expenditure although this will be subject to change. This funding will be distributed through: grants, some of over £50k; competitive tendering and some will be spent within the Council. Under normal circumstances a report would need to go to Cabinet every time we wanted to grant fund over £50k. Through this report we request that this decision making is delegated.

16. Table 2

	2017-18	2018-19	2019-20	TOTAL
PRIMARY	32670	492050	492050	964,720
SECONDARY	63,020	720,000	445,000	1,175,000
CAREERS	10000	442000	265000	717000

VULNERABLE	60,000	1516000	710000	2286000
SUPPORTING THEMES AND PPM	40,000	265960	135000	440960
<b>TOTAL</b>	<b>236,040</b>	<b>3,663,960</b>	<b>2,000,000</b>	<b>5,900,000</b>

17. It is worth being aware that there are national programmes that also contribute to these priorities so the funding set out here is only a part of the story, and this accounts in part for the discrepancy across the priorities, at primary and secondary there is Strategic School Investment Funding, and Teaching and Learning Investment Funding for a wide range of training activity. The Careers and Enterprise Company provide funding for Careers Advisors and a virtual wallet for schools to spend on careers education advice and guidance support from a menu of activities. There is less national funding available through DfE for the vulnerable theme.
18. The approach to determining how to allocate funding will be as follows, in the main, wherever possible we will go out to competitive tender. This ensures transparency of process and helps ensure we acquire the best quality service at the best price and is in line with wider Council procurement policy. However we recognise that this will not always be possible, due to time or resource constraints and on these occasions we may seek to run grant tender processes. This brings greater competition, and a formal decision making process but will ultimately lead to a grant being paid, as opposed to a contract signed. Where timing is more constrained or there is clear favourite provider, for example were a contract to be extended for a further year, we may choose to directly grant fund. All these decisions will be taken jointly between the Director of People and Chief Financial Officer, in consultation with the portfolio holder for Children, Young People and Schools.

## **PROPOSED REPORTING AND ENGAGEMENT WITH COMMUNICATIONS**

19. Despite having delegated decision making it will remain crucial that the Council and its elected members are consulted and informed as the programme develops. To ensure this takes place we propose:
- continuing to report through the Doncaster Growing Together programme;
  - providing termly updates to the Cabinet Member, including a range of performance information including spend to date; and
  - inclusion in wider scrutiny agenda item on school performance.
20. Cabinet reporting offers an opportunity to publicise successes, as Cabinet Reports are published documents. To ensure that Opportunity Area activity is properly communicated and successes shared with key stakeholders through all relevant channels the Opportunity Area Programme Manager will regularly engage with Council communications colleagues.

## **OPTIONS CONSIDERED**

21. The delivery of a large national, but place based programme through a Local Authority spending structure brings challenges associated with a dual approval process, coupled with a desire to get activity implemented as quickly as possible. The potential approaches to tackling this are set out below.
- Develop annual plans and get them signed off in parallel, this is effectively what we did with the first years funding. This was more straight forward for year one as the amount of funding was less so decisions were only required across a small proportion of the programme. This becomes more challenging in years two and

three as decisions are required across the whole programme, and waiting for this annual programme to be developed and approved is likely to lead to delays. On this basis this option was ruled out.

- Seek approval on a termly basis, another option would be to seek cabinet approval on a termly basis, this would lead to shorter delays than an annual basis but would inevitably bring some degree of delay, which would be suboptimal in such a short programme. On this basis this option was ruled out.
- Seek approval against defined parameters in advance and delegate detailed decision making to an appropriately senior level, below full Cabinet sign off. This is the recommended option.

## REASONS FOR RECOMMENDED OPTION

22. The delegation of decision making against the parameters of the Delivery Plans and the parameters set out in this paper offers the maximum flexibility to the programme to deliver quickly, without placing undue burdens on Cabinet time and the associated reporting structures. The proposed reporting processes offer an approach to keep the Council, Cabinet and Councillors informed, ensuring alignment with the ambitions of the Council.

## IMPACT ON THE COUNCIL'S KEY OUTCOMES

23. There are significant synergies between the Council's key outcomes and the Opportunity Area priorities. These are summarised in the table below.

	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>Ultimately the successful delivery of the ambitions set out on the OA delivery plan should lead to a more skilled workforce, through the successful implementation of the Post 16 review, and greater links between the worlds of work and education facilitated through Careers Hubs.</p>
	<p><b>Doncaster Living:</b> Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> <li>• The town centres are the beating heart of Doncaster</li> <li>• More people can live in a good quality, affordable home</li> <li>• Healthy and Vibrant Communities through Physical Activity and Sport</li> <li>• Everyone takes responsibility for keeping Doncaster Clean</li> <li>• Building on our cultural, artistic and sporting heritage</li> </ul>	<p>The Essential Life Skills programme and the Children's University will promote extra-curricular activities that cover, sport and physical activity, arts, crafts and culture. Our coaching and mentoring pilots for vulnerable young people will also promote these enriching activities with the mentoring providing the influence to encourage participation.</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>The Opportunity Area programme sits within the living strand and if successful will have a significant impact in both primary and secondary schools. It will: improve the recruitment and retention of young people into Doncaster schools; as mentioned in the living strand it will encourage extra-curricular activities; improve the career professional development available to Doncaster schools, driving up the standards of teaching and of leadership of teaching; encourage the development of non-cognitive skills; support schools in ensuring the careers education advice and guidance they receive is of the highest quality to ensure young people make the right choices post 16 and It will encourage greater collaboration across Doncaster schools.</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>Through priority 4, that focuses on supporting the most vulnerable we anticipate a whole family focus, in recognition that many vulnerabilities in children stem from their 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 rationale for siting the OA Programme Manager in the Council is to ensure that the OA programme is fully connected with the wider work of the Council.</p>

## **RISKS AND ASSUMPTIONS**

24. There could be a risk that the work of the Opportunity Area becomes disjointed from the work of the Council. We have mitigated this by embedding the Opportunity Area programme within Doncaster Growing Together and actively seeking to identify and manage dependencies between the two programmes. The Opportunity Area programme is a standing item on the Education Leadership Group, to ensure Heads of Service are aware of the programme and have an opportunity to help shape it. The programme manager is actively developing links with colleagues across the Council.

## **LEGAL IMPLICATIONS [Officer Initials NJD Date 8/6/18.]**

25. Section 1 of the Localism Act 2011 provides the Council with the general power of competence, allowing the Council to do anything that individuals generally may do. Section 111 of the Local Government Act 1972 gives an Authority power to purchase goods and services.
26. Any grant funding to Partners in Learning must be provided under a funding agreement to ensure all liabilities and claw back imposed on the Council from the DfE grant are incorporated into the funding agreement with Partners in Learning and should only be entered into when the Director is satisfied that the obligation in the finance procedure rules have been complied with. Any other funding given should also comply with these obligations.
27. Essential Life Skills grant funding of £450k is to be awarded as part of the life changes bidding process as described in paragraph 20. At this point in time the recipients of the grant funding are not known. The bidding process will determine who is eligible for grant funding and in what amounts. The funding must be provided under a funding agreement prepared to ensure all liabilities and claw back imposed on the Council by essential life skills are flowed down into the funding agreement with the recipients and should only be entered into when the Director is satisfied that the obligation in the finance procedure rules have been complied with.
28. The essential life skills grant funding could increase by up to £1.75m provided that the Council receive sufficient bids of high quality. As referred to above the grant funding would be subject to a funding agreement and the Director being satisfied that financial procedure rules have been complied with.
29. Further specific legal advice will be given throughout the life of the project.

## **FINANCIAL IMPLICATIONS [Officer Initials SB Date 8/6/18]**

30. Funding of up to £8.76m will be received from the DfE in the form of a Section 31 non-ring fenced grant, £6m for the Opportunity Area Programme and £2.76m for the essential life skills programme, and under the grant determination we are required to confirm at the end of each financial year that the funding has been properly expended. The funding has / will be received in instalments as agreed through the delivery plans with the first payments of the Opportunity Area and essential life skills programme funding having been received in October 2017 (£0.1m), January 2018 (£1.04m) and May 2018 (£0.8m). The indicative Opportunity Area funding profile for 2018/19 (£3.5m) and 2019/20 (£2m) shown in the report covers the overall programme however elements of this funding will be retained centrally by DfE for expenditure on elements such as programme evaluation, therefore the final grant the Council will receive will be



less than the totals shown.

31. The grants to be made from the essential life skills bidding programme, as outlined in the report, require Cabinet approval, as they may have a financial value greater than £50k, as covered under financial procedure rule E14. This report proposes to delegate the decision making of this to the Director of People and Chief Financial Officer in consultation with the portfolio holder for Children, Young People and Schools for this purpose. Appropriate funding agreements will also be required, as outlined in finance procedure rules E15-E16. These grants will be made from the 2018/19 allocation for the Opportunity Area and essential life skills programmes with the remaining funding allocations still to be confirmed by the partnership board, which will also include programme lead and support costs, with the final spend profile for 2018/19 to be agreed with DfE.

#### **HUMAN RESOURCES IMPLICATIONS [Officer Initials MLV Date 06/06/18]**

32. There are no specific HR implications related to the content of this report for the council. There may be HR implications for organisations who are given grants depending on how they are using the money but this will be for them to consider. If there are HR implications for the council arising from specific elements of the Opportunity Area delivery plan and any other associated delivery plans these will be addressed at the appropriate time through the relevant governance arrangements.

#### **TECHNOLOGY IMPLICATIONS [Officer Initials PW Date 07/06/18]**

33. Any requirements for new, enhanced or replacement technology to support the delivery of the Opportunity Area delivery plan will need to be considered by the ICT Governance Board (IGB). This includes the proposal to develop an open data careers website and any technology requirements to support the proposed careers hub.

#### **HEALTH IMPLICATIONS [Officer Initials CW Date 07/06/18]**

34. 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). Programmes that focus on reducing the gap in educational attainment between the disadvantaged and non-disadvantaged children are likely to impact positively in reducing long-term health inequalities in Doncaster. The Doncaster Growing Together Programme sets out wide ranging ambitions for the borough, across living, learning, caring and working streams of activity. Again this holistic approach highlights the linkages between health and learning, as shown through the close links between the learning strand of activity and the caring and living strands. 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 (RM 8/6/18)**

35. The Opportunity Area programme's explicit aspiration is to narrow the gap between disadvantaged and non-disadvantaged children and young people and to support the most vulnerable. Improving the equality and inclusivity of the education system sits at the heart of the programme. On this basis the programme should have a disproportionately positive impact on protected groups. We will carry out an equality impact assessment on major activities to ensure there are no unexpected negative impacts on protected groups.

## **CONSULTATION**

36. In drafting this paper we have consulted Nuala Fennelly and taken advice from finance and legal colleagues. Outside of the Council we have engaged DfE officials and the Opportunity Area Partnership Board chair.

## **BACKGROUND PAPERS**

Social Mobility Opportunity Area Programme Report to Cabinet 6 February 2018: <https://doncasterintranet.moderngov.co.uk/ieListDocuments.aspx?CId=131&MId=2641&Ver=4>

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