



City of Doncaster Council

Agenda

To all Members of the

CABINET

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

Venue: Council Chamber, Civic Office, Waterdale, Doncaster DN1 3BU

Date: Wednesday, 11th October, 2023

Time: 10.00 am

BROADCASTING NOTICE

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Damian Allen
Chief Executive

Issued on: Tuesday, 3 October 2023

Governance Services Officer for this meeting: Amber Torrington
01302 737462

City of Doncaster Council

www.doncaster.gov.uk

Item

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

(A period not exceeding 20 minutes for questions and statements from members of the public and Elected Members to the Mayor of Doncaster, Ros Jones. Questions/Statements should relate specifically to an item of business on the agenda and be limited to a maximum of 100 words. As stated within Executive Procedure Rule 3.3 each person will be allowed to submit one question/statement per meeting. A question may only be asked if notice has been given by delivering it in writing or by e-mail to the Governance Team no later than 5.00 p.m. on Friday, 6th October, 2023. 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)

4. Declarations of Interest, if any.
5. Decision Record Forms from the meeting held on 13th September and 20th September, 2023 for noting (previously circulated).

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

Key Decisions

- | | |
|---|---------|
| 6. Local Flood Risk Management Strategy 2023 - 2029. | 1 - 40 |
| 7. Acceptance of Grant Funding to make improvements to the Trans Pennine Trail between York Road and Melton Road. | 41 - 58 |
| 8. Re-Commissioning a Revised Adult Stop Smoking Service for Doncaster. | 59 - 72 |

Cabinet Members

Cabinet Responsibility For:

**Chair – Ros Jones, Mayor of
Doncaster**

Budget and Policy Framework

**Vice-Chair – Deputy Mayor
Councillor Glyn Jones**

Housing and Business

Councillor Lani-Mae Ball

Portfolio Holder for Early Help, Education, Skills
and Young People

Councillor Nigel Ball

Portfolio Holder for Public Health, Communities,
Leisure and Culture

Councillor Joe Blackham

Portfolio Holder for Highways, Infrastructure and
Enforcement

Councillor Rachael Blake

Portfolio Holder for Children's Social Care and
Equalities

Councillor Phil Cole

Portfolio Holder for Finance, Traded Services and
Planning

Councillor Mark Houlbrook

Portfolio Holder for Sustainability and Waste

Councillor Jane Nightingale

Portfolio Holder for Corporate Resources

Councillor Sarah Smith

Portfolio Holder for Adult Social Care

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Report

Date: 11th October 2023

To: Cabinet

Report Title: Local Flood Risk Management Strategy 2023 - 2029

Relevant Cabinet Member(s)	Wards Affected	Key Decision?
Councillor Mark Houlbrook - Portfolio Holder for Sustainability and Waste	All	Yes

EXECUTIVE SUMMARY

1. Under Section 9 of the Flood and Water Management Act (FWMA, 2010), a Lead Local Flood Authority (LLFA) must develop, maintain, apply, and monitor a strategy for local flood risk management in its area. Following an internal audit in 2022 to review the LLFA meeting their legal regulations of the FWMA, it was recommended that our Local Flood Risk Management Strategy (LFRMS) from 2014 was updated. The Local Authority have an internal target of publishing an updated strategy by October 2023. Therefore, as the LLFA, the flood risk team have produced an updated LFRMS for 2023 – 2029. The LFRMS will be presented to cabinet on 11th October to seek approval of the strategy. The LFRMS is attached for the Panel's consideration.

EXEMPT REPORT

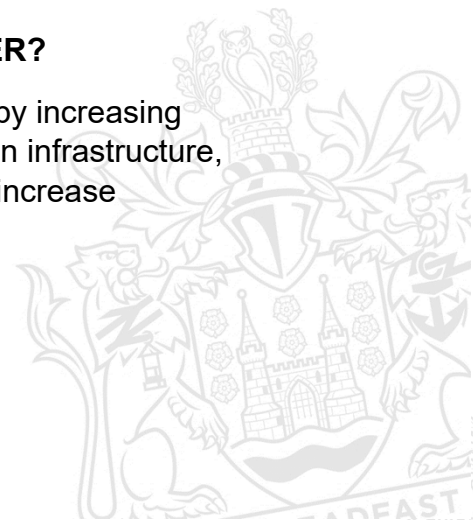
2. This report is not exempt.

RECOMMENDATIONS

3. That Cabinet endorse the strategy, and by extension, incorporate it into Council policy.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

4. There will be an increase in flood resilience for the residents, by increasing resident's awareness of flood risk, the installation of blue-green infrastructure, contribution to local, regional, and national working groups to increase



understanding and partnership working to deliver flood risk management schemes across Doncaster.

BACKGROUND

5. The Local Authority has produced a strategy that incorporates the national Flood and Coastal Erosion Risk Management (FCERM) 2020 Strategy for England, which aims to create a nation ready for, and resilient to flooding and coastal change, up to 2100. Our five strategic aims are to:
 1. Continually improve our understanding of flood risk in Doncaster,
 2. Promote flood risk management schemes to better protect communities, homes, businesses, and land in Doncaster,
 3. Work in partnership with other Risk Management Authorities (RMAs), and
 4. Encourage flood resilience measures in local planning policy
Improve local knowledge and awareness.

6. The notable differences between the existing LFRMS, which was approved in 2014, and the proposed revised strategy is the receipt of new flooding information and emerging legislation. The Local Authority area was subject to significant internal property flooding in 2019, which presented the Local Authority with new information in terms of new flood risk areas. This revised strategy has allowed the Local Authority to present the recovery programme and set out the progress to date. Following the emerging legislation of Schedule 3 of the FWMA, the Local Authority in their capacity as a Lead Local Flood Authority, will be legally designated as a Sustainable Drainage Systems Approval Body. This enactment will bring additional statutory duties to the Local Authority which is captured and raises awareness through the new strategy.

OPTIONS CONSIDERED

7. Option 1: Enact the new strategy in line with Section 9 of the FWMA (2010) (Recommended option).






Option 2: Continue to implement the existing strategy.




REASONS FOR RECOMMENDED OPTION

8. The previous LFRMS (2014) was produced prior to the 2019 flood event and the current National FCERM Strategy. An updated strategy that incorporates the impacts of the 2019 flood event and reflection on the current aims of the National FCERM Strategy is required. Additionally, Schedule 3 of the FWMA (2010) will be enacted in April 2024. This will result in the formation of the SuDS Approval Body (SAB), which the LLFA will manage. The LFRMS aims to link the requirements of the SAB. This strategy will also support the National Flood Risk Assessment 2 (NaFRA2). Therefore, it is recommended that the strategy is enacted.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

9. The following outcomes are expected to be delivered upon approval and enactment of the strategy.

Great 8 Priority	Positive Overall	Mix of Positive & Negative	Trade-offs to consider – Negative overall	Neutral or No implications
 Tackling Climate Change	✓			
<p>Comments: The LFRMS links to the national FCERM strategy of creating a nation ready for, and resilient to flooding and coastal change, up to 2100. Installing blue-green infrastructure (which includes SuDS), working in partnership with other RMAs and increasing flood risk awareness in the community are ways in which the Local Authority are implementing measures to counteract climate change.</p>				
 Developing the skills to thrive in life and in work				✓
<p>Comments:</p>				
 Making Doncaster the best place to do business and create good jobs	✓			
<p>Comments: The LFRMS links to the national FCERM strategy of creating a nation ready for, and resilient to flooding and coastal change, up to 2100. Installing blue-green infrastructure (which includes SuDS) will hopefully encourage investment and development in green areas.</p>				
 Building opportunities for healthier, happier and longer lives for all	✓			
<p>Comments: The impacts of flooding can have significant, long-term health implications for individuals. Increasing the flood resilience for residents in Doncaster will work towards reducing these impacts.</p>				
 Creating safer, stronger, greener and cleaner communities where everyone belongs	✓			
<p>Comments: The LFRMS links to the national FCERM strategy of creating a nation ready for, and resilient to flooding and coastal change, up to 2100. Installing blue-green infrastructure (which includes SuDS), working in partnership with other RMAs and increasing flood risk awareness in the community are ways in which the Local Authority are implementing measures to counteract climate change.</p>				

 Nurturing a child and family-friendly borough					✓
Comments:					
 Building Transport and digital connections fit for the future					✓
Comments:					
 Promoting the borough and its cultural, sporting, and heritage opportunities					✓
Comments:					
Fair & Inclusive	✓				
Comments: The strategy is aimed at all localities.					

10. Legal Implications [Officer Initials: _SRF_ | Date: __28.09.23_]

As set out within the body of the report, in accordance with Section 9 of the Flood and Water Management Act 2010, a Lead Local Flood Authority (the Council) must develop, maintain, apply, and monitor a strategy for local flood risk management in its area. The decision proposed is consistent with that legal requirement.

11. Financial [Officer Initials: _AB_ | Date: _29/09/23]

There are no direct financial implications leading from this report. Any projects required to deliver flood alleviation works or SAB management, will be subject to further separate approval reports which will include the details of any available funding that can be applied to deliver the scheme.

12. Human Resources Implications [Officer Initials: AA | Date: 02/10/2023]

There are no direct HR implications in relation to this report.

13. Technology Implications [Officer Initials: PW Date: 28/09/23]

There are no technology implications in relation to this report.

RISKS AND ASSUMPTIONS

14. If the LFRMS is not endorsed, then the Local Authority are unlikely to fully discharge our statutory duties as defined in Section 9 of the FWMA 2010.

CONSULTATION

15. The Local Authority presented the LFRMS to partner organisations, who are hydraulically linked with our catchment area, to allow for early screening and commentary. This was intended to improve the quality of the report prior to public consultation. This was undertaken between 17th May until 6th June.

16. Public consultation was undertaken between 14th July and 14th August. This was conducted in support of the communications team and sent to 90,000 registered email address and the Local Authority received approximately 20 responses. All of the responses received a reply.

BACKGROUND PAPERS

17. Local Flood Risk Management Strategy v1.4 (2014)

GLOSSARY OF ACRONYMS AND ABBREVIATIONS

FCERM – Flood and Coastal Erosion Risk Management

LFRMS – Local Flood Risk Management Strategy

LLFA – Lead Local Flood Authority

NaFRA2 – National Flood Risk Assessment 2

SAB- SuDS Approval Body

SuDS – Sustainable Drainage Systems

RMA – Risk Management Authorities

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Local Flood Risk Management Strategy 2023-2029



Executive Summary

Communities across Doncaster have experienced extensive flooding in the past. With each flood event, we can further understand the mechanisms which cause flooding. As a result, this enables us to help communities better prepare for future flood events and improve their flood resilience. This is especially important due to the escalating threat posed by the impacts of climate change, such as the predicted increase in severity and intensity of rainfall.

The purpose of the Local Flood Risk Management Strategy is to set out how City of Doncaster Council will approach flood risk management over the next six years. This strategy identifies aims, objectives, measures, and outcomes, which are underpinned by the Environment Agency's long-term vision for England. The long-term vision is to create a nation ready for, and resilient to, flooding – today, tomorrow, and up to the year 2100.

In the last six years, over £35 million has been invested by risk management authorities on capital flood risk management projects across the city to reduce the risk of flooding to homes and businesses. Over the next six years, we will be focusing on how we can become more resilient and better prepared for flooding, which has been identified in the Connected by Water Action Plan. This will involve utilising, where appropriate, nature-based solutions alongside engineered flood infrastructure to build long-term sustainable resilience. This strategy offers the opportunity to take a more holistic approach to managing local flood risk and to combat environmental issues associated with climate change.

Approval Schedule

<u>Version</u>	<u>Date</u>	<u>Prepared by</u>	<u>Reviewed by</u>	<u>Approved by</u>
Draft 1	03/03/2023	Emily Evington Molly Hammond Matthew Guy Sarah Hetherington Connan McArthur	Richard Campbell	Paul Evans
Draft 2	15/05/2023	Emily Evington	Richard Campbell	Paul Evans
Consultation Version	15/08/2023	Emily Evington	Richard Campbell	Paul Evans
Adopted final version				

Key Contact Information

If you would like information about flood risk management in Doncaster, or if you would like to request a copy of this document in another format, please contact us using the information below.

Telephone: 01302 736 000

Email: flooding@doncaster.gov.uk

Website: www.doncaster.gov.uk

Address: Lead Local Flood Authority, North Bridge Depot, North Bridge Road, Doncaster, DN5 9AN.

For more information on flood advice:

<https://www.doncaster.gov.uk/services/emergencies/flood-advice>

For more information on flooding health guidance and advice:

<https://www.gov.uk/government/collections/flooding-health-guidance-and-advice>

For more information on how to report flooding:

<https://www.doncaster.gov.uk/services/transport-streets-parking/report-flooding>

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Abbreviations

AW – Anglian Water

CDC – City of Doncaster Council

Defra – Department for Environment, Food & Rural Affairs

EA – Environment Agency

FCERM – Flood and Coastal Erosion Risk Management

FDGiA – Flood Defence Grant in Aid

FRA – Flood Risk Area

FRMP – Flood Risk Management Plan

iCASP - Yorkshire Integrated Catchment Solutions Programme

IDB – Internal Drainage Board

LLFA – Lead Local Flood Authority

LPA – Local Planning Authority

NFM – Natural Flood Management

NPPF – National Planning Policy Framework

PFR – Property Flood Resilience

RFCC – Regional Flood and Coastal Committee

RMA – Risk Management Authority

SAB – Sustainable Drainage Systems Approval Body

SFRA – Strategic Flood Risk Assessment

SoP – Standard of Protection

SPD – Supplementary Planning Documentation

STW - Severn Trent Water

SuDS – Sustainable Drainage Systems

SYMCA – South Yorkshire Mayoral Combined Authority

UK – United Kingdom

YW – Yorkshire Water

Introduction

Overview

Under Section 9 of the [Flood and Water Management Act 2010](#), the City of Doncaster Council (CDC), as the Lead Local Flood Authority (LLFA) must develop, maintain, apply and monitor a strategy for local flood risk management within its area. Under the Flood and Water Management Act 2010, local flood risk is defined as floods caused by surface runoff, ground water, and ordinary watercourses. We released our initial Local Flood Risk Management Strategy in 2014. In this document, we outline our updated strategy for the years 2023-2029.

The Local Flood Risk Management Strategy's goal is to outline a precise plan for future flood risk management in Doncaster while ensuring that individuals, organisations, communities, and other Risk Management Authorities (RMAs) play a significant role in managing flood risk.

Whilst the Local Flood Risk Management Strategy considers all sources of flooding, it specifically focuses on surface runoff, ground water and ordinary watercourse flooding. The management of main river flooding, such as the River Don, Torne, Idle and the Ea Beck, remains the responsibility of the Environment Agency. This strategy considers the interactions that main river flooding may have with local flood risk and promotes a partnership working philosophy between all RMAs, to deliver the effective management of flood risk in Doncaster.

Over the last 10 years, flood risk management has been shaped by England's experience to flood events. National legislation and policies outline how we should manage flood risk. In the past, flood risk management has focused on engineered structures to keep water away from important infrastructure, like roads and homes. However, there is always a residual risk, even with engineered structures. Rather than working with the mentality of keeping water out, we need to identify ways to work with water and utilise the benefits. This involves everyone having an awareness of flood risk and the steps that an individual can take to reduce the impact of flooding. It isn't possible to completely prevent flooding in areas which are often affected, however implementing nature-based solutions alongside traditional flood defences may limit the impact.

In the aftermath of the 2019 flooding event, a South Yorkshire alliance was formed. Local authorities, along with Yorkshire Water, the Environment Agency, and South Yorkshire Mayoral Combined Authority (SYMCA) developed the Connected by Water Action Plan. This plan encourages partners to work together to build flood resilience and respond to the climate emergency. The strategy focuses on the four themes presented in the Connected by Water Action Plan to help meet its strategic aims. A copy of the Action Plan can be viewed [here](#).

The strategy has been developed in consideration of the current legislation and guidance. We have already undertaken an initial high level screening exercise to identify local flood risks, in the

form of the Strategic Flood Risk Assessment (SFRA) Level 1 (November 2015). The Local Planning Authority (LPA) are currently considering updating the SFRA.

The strategy is a living document. Therefore, the timetable for review will be flexible. Implementation of flood mitigation schemes, new development, historical and new flooding are activities that may trigger a review and updating of the strategy. As a minimum, the strategy will be reviewed every six years.

Strategy Area

CDC covers an area of approximately 568 square kilometres, with a population of 308,100 (2021 census). Doncaster's topography is predominantly flat with some of it below sea level (Figure 1). Doncaster currently relies heavily on an extensive system of man-made drainage channels, pumping stations, and other control structures to drain the land effectively. The strategy area is covered by four Internal Drainage Boards (IDBs) (Danvm Drainage Commissioners, Doncaster East, Black Drain, and Isle of Axholme & North Nottinghamshire), which covers around 48 percent of Doncaster (Figure 2).

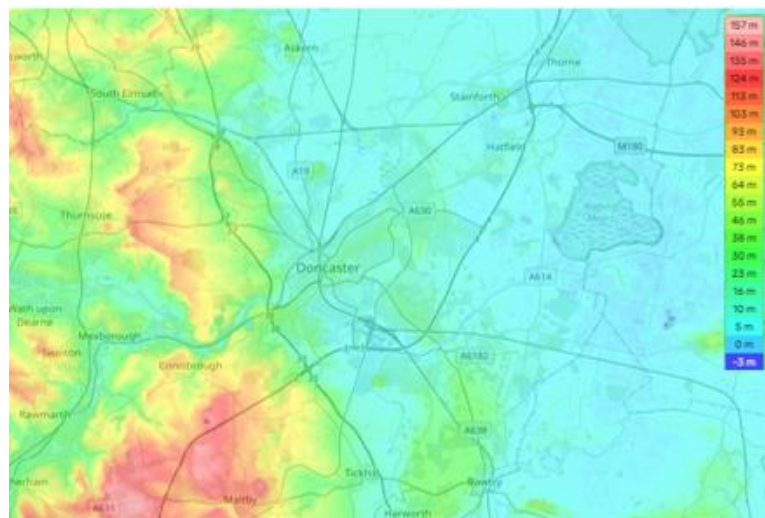


Figure 1. Topographic map of Doncaster.

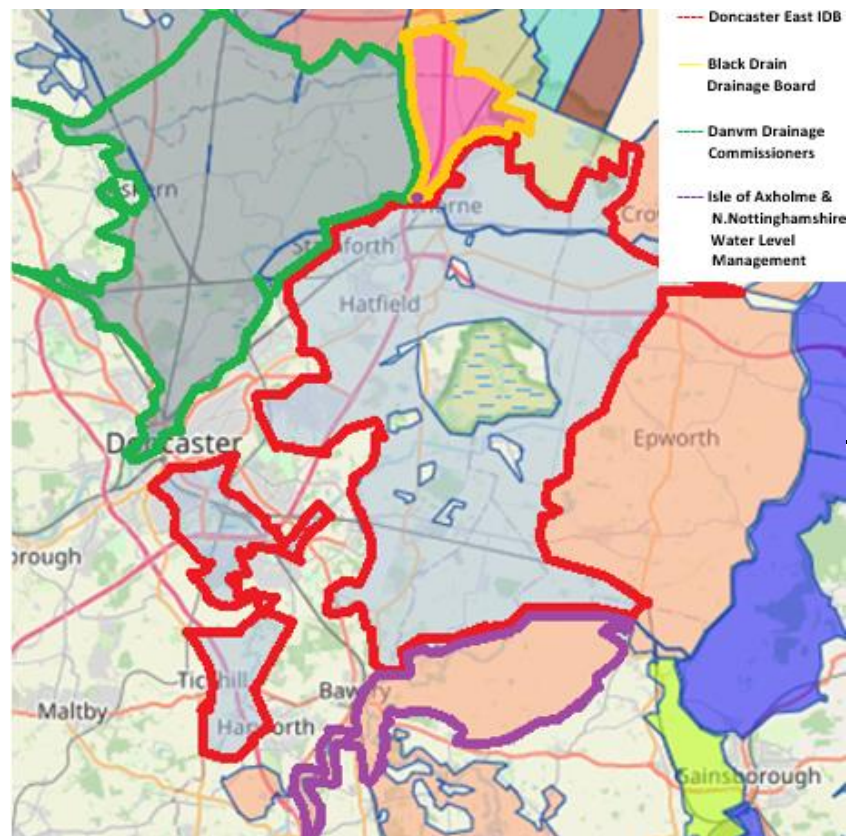


Figure 2. Map showing the coverage of Internal Drainage Boards within our boundary.

There are several large rivers which flow through Doncaster, namely the River Don, River Dearne, River Torne, River Went and the Ea Beck, along with several other minor rivers and canals (Figure 3). The strategy area is hydraulically split between the River Don and River Trent catchments. Two Environment Agency areas; Yorkshire and Trent also serve it, which reflects that the city is hydraulically split along the southern length of the River Don. Doncaster is also split between three Water Authorities; Yorkshire Water (YW), Severn Trent Water (STW) and Anglian Water (AW) (although AW only serve a very small section to the south of the city).

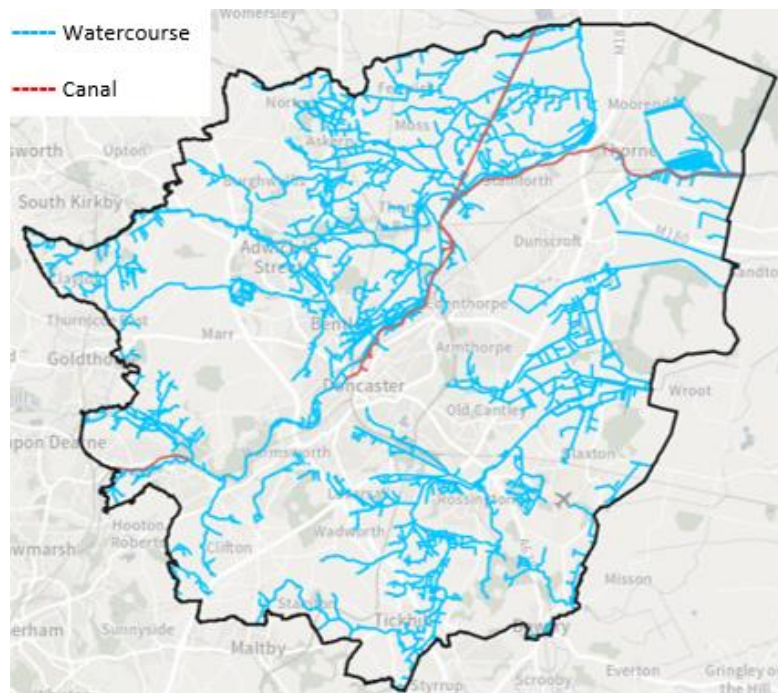


Figure 3. City of Doncaster Council boundary and watercourse network.

LLFA Responsibilities

Risk Management Authority	Risk Management Functions
City of Doncaster Council – Lead Local Flood Authority	<ul style="list-style-type: none"> ▪ Develop, maintain, apply and monitor a Local Flood Risk Management Strategy. ▪ Duty to co-operate with other RMAs. ▪ Duty to exercise flood risk management functions in a manner consistent with the Flood and Coastal Erosion Risk Management (FCERM). ▪ Powers to undertake works to manage flood risk from surface water or groundwater. ▪ Power to request information in connection with its flood risk management functions. ▪ Duty to investigate local flooding incidents. ▪ Duty to maintain a register of assets which have a significant affect on flood risk. ▪ Power to designate structures or features that affect flood risk. ▪ Power to consent works on ordinary watercourses (IDBs continue to exercise this power within their areas). ▪ Responsibility as a sustainable drainage systems (SuDS) Approval

	<p>Body (SAB) with responsibility for approval, adoption and maintenance of new SuDS.</p> <ul style="list-style-type: none">▪ Duty to exercise FCERM functions consistently with national and local strategies.▪ Duty to contribute to sustainable development in exercising FCERM functions.▪ Statutory consultee for Major Planning Applications for the LPA.
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Doncaster's Historic Flood Events

Our flood records began in 2007. However, there have been numerous flooding incidents prior to 2007 with the most notable being those of Autumn 2000 and Spring 1947.

The implementation of the Flood and Water Management Act 2010 provided the legislation for local authorities to manage flood risk more effectively. Combining improved management of flood events with efficient recording and delivery of flood mitigation solutions has made our responses to flood events more co-ordinated.

1947

Historical records of flooding are inaccurate prior to the Second World War. The first significant flood event after this date was the Great Flood of March 1947. On March 7th, the thaw of one of the heaviest snowfalls on record, at that time, was caused by an increase in air temperature. Accompanied by heavy rainfall within the space of a few hours, flash flooding occurred across the southwest of Doncaster.

2000

At the time, the year 2000 was recorded as the wettest year on record, resulting in the Doncaster catchment becoming heavily saturated. During late October and early November, persistent heavy rainfall led to rivers overtopping and flood defence failures. Inadequate local surface water drainage caused surface water flooding to occur simultaneously.

2007

Between 14th – 25th June 2007 a large volume of rain fell across South Yorkshire causing widespread flooding (Figure 4; Figure 5). During the early stages of the second rainfall event (24th & 25th June) becks, streams and drains were overwhelmed in Doncaster, causing severe road flooding. There were 48 individual areas of Doncaster that were affected by the flooding, the majority of which were surface water flooding incidents. In total, 3,286 homes were affected.



Figure 4. Low Road, Conisbrough during the 2007 flood event.



Figure 5. Bentley High Street during the 2007 flood event.

2012

Following the implementation of the Flood and Water Management Act 2010, our response during the July 2012 flooding was improved. The management of the flood event was more co-ordinated, and the recording and delivery of flood mitigation solutions was significantly more structured. This event saw the internal flooding of 49 properties.

2019

Between 7th – 10th November 2019, Doncaster experienced major flooding on a scale not witnessed since 2007. The consequences for residents, businesses and communities were significant (Figure 6; Figure 7; Figure 8). Almost 800 households were flooded; many residents were evacuated for their safety; extensive road closures were needed; and large numbers of businesses were impacted.

The Met Office National Climate Information Centre dataset shows 2019 to have had the wettest 5-month period since 1891. Prior to the flood event, continual heavy rainfall had resulted in soil becoming fully saturated by October and elevated river levels. On 7th November intense rainfall fell over South Yorkshire, which lasted approximately 24 hours.

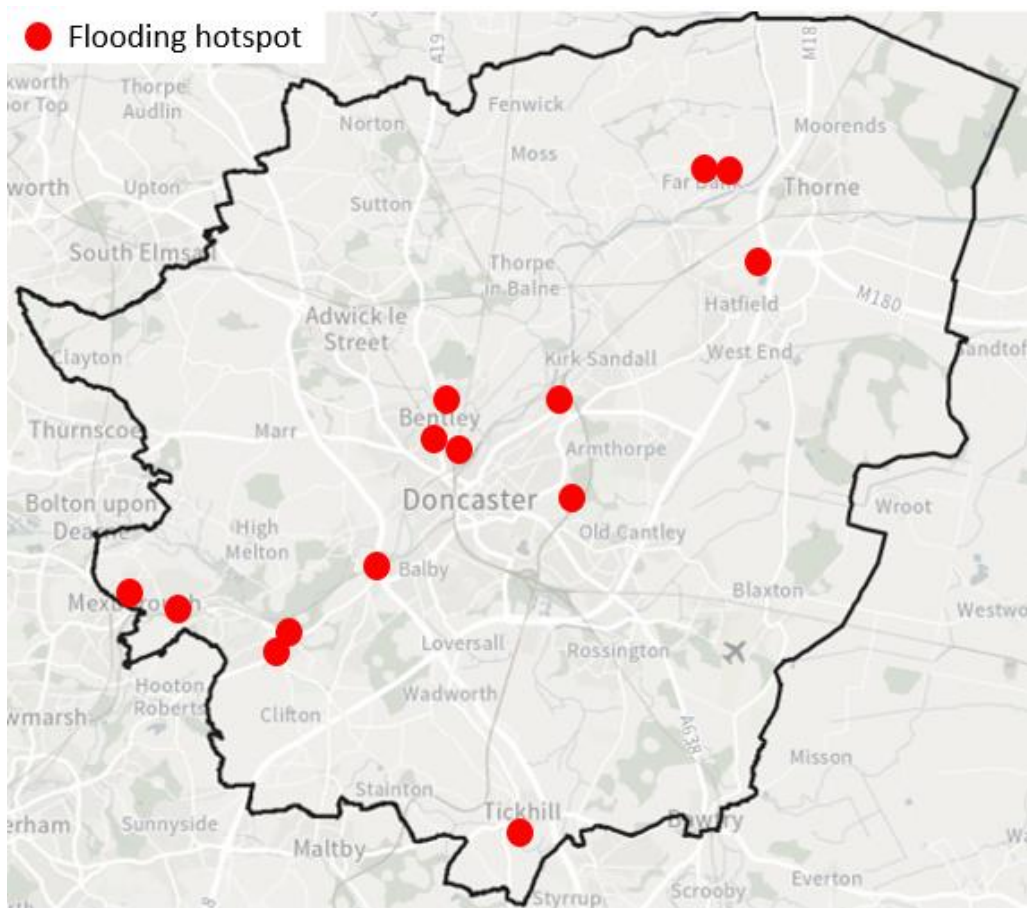


Figure 6. Map identifying flooding hotspots during the 2019 flood event.



Figure 7. Flooding at Fishlake during the 2019 flood event.

The River Don at Doncaster, River Dearne at Adwick, River Torne at Auckley and the Ea Beck at Adwick Le Street all hit record-breaking levels.

Embankments along the River Don breached at various points across Doncaster. The allocated flood storage areas were unable to cope with the volume of floodwater during the exceedance event, including at Bentley and Fishlake. Significant flooding also occurred at Conisbrough, Tickhill, Kirk Bramwith and Scawthorpe.



Figure 8. Flooding at Bentley during the 2019 flood event.

Following the flooding event, we published a [Section 19 Flood Investigation Report outlining the events of the 2019 flood event](#) in accordance with Section 19 of the Flood and Water Management Act 2010.

2022

Between 18th – 22nd February 2022, the Met Office issued yellow and amber weather warnings for fluvial and surface water flooding. Heavy rainfall caused the River Don levels to rise. The Don at Conisbrough, the Ea Beck at Norwood, and the Don at Fishlake were locations whereby the rivers exceeded their banks. Four properties in the south-west of the city experienced internal flooding as a result.

We are working towards delivering flood risk management schemes in areas which are more susceptible to flooding to reduce the risk of properties being flooded in any future events. Following the flooding event in 2019, a Flood Recovery Programme was created. Figure 9 identifies the locations of the completed schemes.

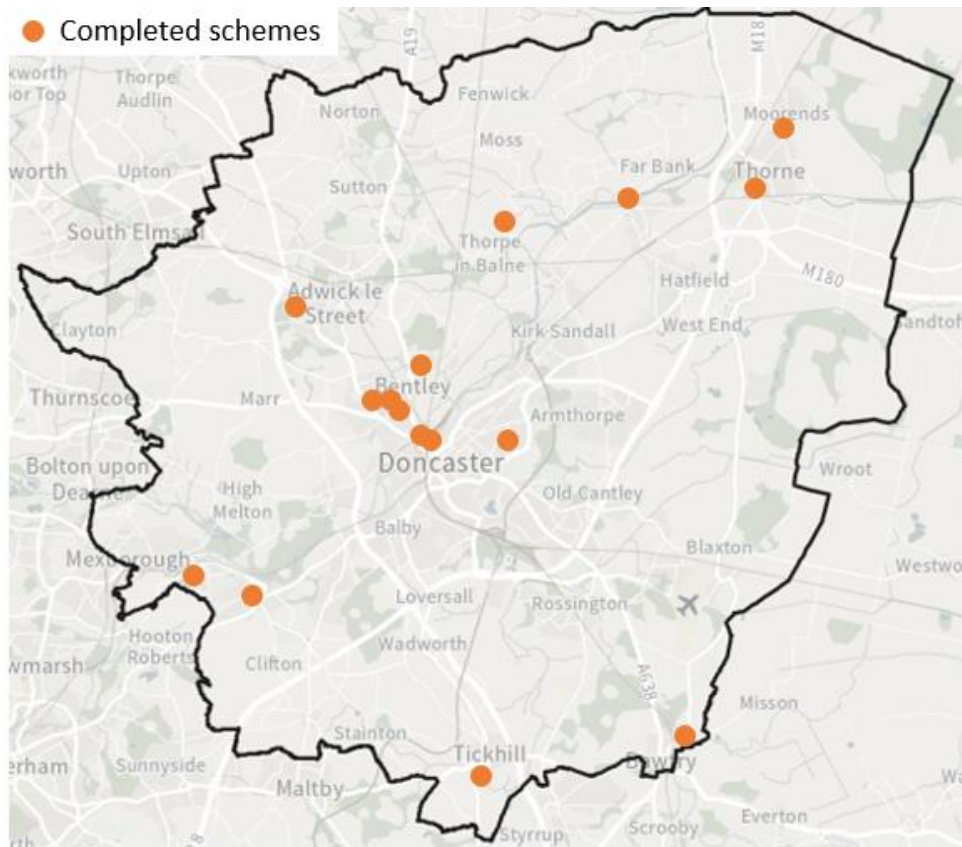


Figure 9. Map showing completed flood risk schemes across Doncaster.

Understanding Flood Risk

Flood risk is a combination of the chance of an event happening and the consequences if it occurs. Flood risk is dependent on there being a source of flooding, a route for the flood water to take and a receptor, such as a housing estate.

Flood Risk = Probability x Consequences

The probability of a flooding event happening can often be misleading or confusing. Return periods are used to describe the frequency and likelihood of a flood event occurring. However, using terms such as 1 in 50 years or 1 in 500 years can be deceptive to the public, thinking that a 1 in 50-year flood event will only occur every 50 years. Return periods are an average of how often a flood event of that magnitude will occur and so the probability or chance of flooding should be used instead, so for example, a 1 in 50-year flood has a 2 percent probability of occurring in any one year.

The consequences of a flood depend on two factors: exposure and vulnerability. Exposure is the measure of the number of people or things that may be affected by a flood. Vulnerability is the measure of the potential of people or things to be harmed. For example, the consequences of a flood will be less severe in an area with very few people who are able to evacuate quickly and easily. Flooding in an area with lots of people who have difficulty with evacuation is likely to have consequences that are more serious, as it has a high exposure and high vulnerability.

As defined in the Flood and Water Management Act 2010, flooding includes any occurrence where land not normally covered by water becomes covered by water. Flooding can be caused by many different mechanisms. To manage flood risk, it is important that we understand the different types of flood risk.

Watercourse Flooding

Watercourses include rivers, brooks, dikes, culverts, ditches, or anything that may only convey water for a short length of time in a year. Flooding occurs when a watercourse cannot cope with the amount of water draining into it from the surrounding land. This may lead to the overtopping of the watercourse which could cause flooding to adjacent land and properties. Watercourse flooding is often referred to as 'fluvial' flooding.

Surface Water Flooding

Surface water flooding occurs when rainwater does not drain away through the normal drainage systems, such as sewers and highway gullies, or soaking into the ground. Rainfall can exceed the infiltration capacity of either the soil or the drainage network causing water to build up on the surface instead. This is known as 'pluvial' flooding.

Sewer Flooding

Sewers and the receiving networks are designed for a 1 in 30-year storm event or a 3 percent probability of occurring in any one year. Gully pots are designed for a 1 in 5-year storm event which is a 20 percent probability of occurring in any one year. Sewer flooding occurs when sewers cannot cope with the amount of water flowing through them during a storm. The sewers become overwhelmed and excess flows spill out from drains onto adjacent land and property.

Groundwater

Groundwater flooding is usually local and governed by the local geology. It is complexly intricate but typically occurs after periods of prolonged or heavy rainfall. Unfortunately, there is little that we can do to support you if your property has been affected by groundwater flooding, except for directing you to sources of advice and services.

Groundwater flooding can arise from:

- Natural exceptional rises in groundwater level, reactivating springs and short-lived watercourses, often referred to as 'clearwater' flooding.
- Rising of groundwater following reductions in historic abstraction.
- Mine water recovering to natural levels following the cessation of pumping.
- Local shallow drainage or flooding problems unrelated to deep groundwater responses.

Some areas within Doncaster are known to be more prone to groundwater flooding than others due to the naturally high level of the water table in that vicinity.

Highway Flooding

Highway flooding occurs when surface water cannot access the highway drainage network due to blockages or capacity issues. Some highway gullies connect directly into the sewer network; others have a dedicated highway drainage network specifically for highway surface water. As we are the Highway Authority, we have a duty to manage flood risk on adopted non-trunk roads. National Highways are responsible for maintaining trunk roads while private landowners are responsible for maintaining non-adopted highways.

Reservoir Flooding

Reservoir flooding occurs when a reservoir fails or breaches which results in the stored water escaping and flooding on to the adjacent land and, or properties. Reservoirs are artificially created ponds or lakes that are usually formed by building a dam across a river or watercourse.

Canal Flooding

Canal flooding can occur due to excessive surface water running off or discharging to the

artificially created waterway. Canal flooding can also occur due to breaches of watercourse riverbanks into the canal. Canal water levels can vary due to controlled and uncontrolled inflows or lock usage. The relevant Navigation Authority manage the canal network across Doncaster, which is either us or the Canal and Rivers Trust.

Managing Local Flood Risk

This strategy details how we propose to adapt and improve our resilience to changing climate conditions in Doncaster. This strategy is underpinned by the Environment Agency’s vision set out in the [Flood and Coastal Erosion Risk Management \(FCERM\) Strategy for England](#) to create a nation ready for, and resilient to, flooding and coastal change – today, tomorrow and to the year 2100.

The FCERM’s 2020 vision has three long-term goals:

1. **Climate resilient places:** working with partners to bolster resilience to flooding and coastal change across the nation, both now and in the face of climate change.
2. **Today’s growth and infrastructure resilient in tomorrow’s climate:** making the right investment and planning decisions to secure sustainable growth and environmental improvements, as well as infrastructure resilient to flooding and coastal change.
3. **A nation ready to respond and adapt to flooding and coastal change:** ensuring local people understand their risk to flooding and coastal change and know their responsibilities and how to take action.

This Local Flood Risk Management Strategy applies the FCERM’s national vision of implementing flood risk management locally in Doncaster, and details how we aim to reduce the impacts of flooding now and in the future. To have realistic and deliverable objectives (or outcomes), it is essential that the measures to achieve these are pragmatic. The actions to achieve these objectives will provide a clear understanding in how local flood risk will be managed by us and other RMAs. The objectives will deliver the statutory requirements whilst incorporating objectives from other plans and strategies.

Our five strategic aims to support the national FCERM strategy

1. Continually improve our understanding of flood risk in Doncaster
 2. Promote flood risk management schemes to better protect communities, homes, businesses, and land in Doncaster
 3. Work in partnership with other Risk Management Authorities
 4. Encourage flood resilience measures in local planning policy
 5. Improve local knowledge and awareness
-

How are we going to do it?

The following tables include:

- Aims, which support FCERM's three long-term targets
- Objectives to deliver each aim
- Measures showing how the objectives will be achieved
- Outcomes expected from each aim

We are in the process of recovering from the effects of the coronavirus pandemic and coping with the rising cost of living. There is an opportunity to work with the Government's mantra of 'building back better' and Doncaster's Delivering Together aim of 'Thriving people, places and planet' by putting flood and climate resilience, and nature recovery at the heart of future plans. The following tables outline how flood resilience in Doncaster will continue to improve over the next 6 years (2023 – 2029).

Aim 1: Continually improve our understanding of flood risk in Doncaster		
Objective	Measure	Outcome
a.) Identify and address gaps in knowledge	<ul style="list-style-type: none"> ▪ As a key partner in Connected by Water, work with others in the alliance to understand the interaction of all sources of flood risk across the catchment. ▪ Improve technology to monitor and record drainage network capacity across Doncaster. ▪ Develop a detailed Level 2 SFRA for Doncaster. Use this to identify the flood risk zones and flood risk management schemes alongside potential sites for development. 	<ul style="list-style-type: none"> ✓ Develop and maintain good working relationships with other RMAs. ✓ Develop the interactive GIS Dashboard to monitor and record the city's drainage network capacity. ✓ Utilise information to target actions, which may reduce and mitigate risk more effectively and efficiently.
b.) Investigate and report on flood events across Doncaster	<ul style="list-style-type: none"> ▪ Respond to reports of flooding and gather evidence. ▪ Complete Section 19 reports as defined in Section 19 of the Flood and Water Management Act 2010. 	<ul style="list-style-type: none"> ✓ Learn from experiences to improve future response to flooding. ✓ Add to the evidence base of flood data.
c.) Review existing flood alleviation schemes and identify future schemes	<ul style="list-style-type: none"> ▪ Develop an asset register to establish where future schemes may be required. ▪ Collaborate with other RMAs investment programmes, including the Connected by Water partnership. 	<ul style="list-style-type: none"> ✓ Use data and evidence to develop a strategic plan of investment for a resilient and sustainable city for the future.

Aim 2: Promote flood risk management schemes to better protect communities, homes, businesses, and land in Doncaster

Objective	Measure	Outcome
<p>a.) Improve the physical environment by creating multi-benefit spaces across the city that include flood risk management schemes</p>	<ul style="list-style-type: none"> ▪ Identify sites suitable for flood risk management schemes in relation to specific sources of flood risk. ▪ Utilise our land to adapt green spaces into multi-purpose spaces, including the construction of surface water storage areas. 	<ul style="list-style-type: none"> ✓ Co-created flood risk management schemes, which the community take ownership, utilise, and help maintain. ✓ Installation of property flood resilience (PFR) measures and the uptake of SuDS in gardens and/or communities ✓ Achieve Biodiversity Net Gain
<p>b.) Work in partnership to deliver flood risk management schemes</p>	<ul style="list-style-type: none"> ▪ Co-ordinate project capital and maintenance programmes with EA, SYMCA, IDBs, YW, STW, the Coal Authority and Network Rail. 	<ul style="list-style-type: none"> ✓ Increased funding opportunities for flood alleviation schemes, which deliver multiple benefits. ✓ Partnership working between different RMAs. ✓ Minimise the impact of flooding to community services, critical infrastructure, and key transport links. ✓ Aim to reduce flood risk and avoid loss of life to people and existing residential properties.
<p>c.) Create a maintenance plan to manage flood risk management assets</p>	<ul style="list-style-type: none"> ▪ As a key partner of Connected by Water collaborate on maintenance programmes. ▪ Create a rolling maintenance schedule to keep flood risk assets in good condition. ▪ Work with other RMAs to align maintenance programmes. 	<ul style="list-style-type: none"> ✓ A city-wide maintenance programme. ✓ Sustainable working practises that help mitigate flood risk.

<p>d.) Incorporate flood risk management into wider policies and strategies delivered by us, such as Doncaster's Environment and Sustainability Strategy 2020-2030</p>	<ul style="list-style-type: none"> ▪ Seek and secure funding contributions to deliver flood alleviation schemes. 	<ul style="list-style-type: none"> ✓ Integrated approach to flood risk management.
<p>e.) Develop flood risk management schemes to encourage inward investment into Doncaster</p>	<ul style="list-style-type: none"> ▪ Allocate flood risk management schemes in areas identified as socially deprived based on the Indices of Deprivation. ▪ Reduce the economic damage to residents and properties. 	<ul style="list-style-type: none"> ✓ Reduce economic damage to residents and properties. ✓ Installation of nature-based solutions may result in the creation of green jobs and enhance attractiveness for potential businesses and developers. ✓ Increased social value of areas close to flood alleviation schemes. ✓ Stimulate local economic growth.

Aim 3: Work in partnership with other Risk Management Authorities

Objective	Measure	Outcome
<p>a.) Work with Connected by Water partners in a co-ordinated way to assess risk, allocate funding and seek joint mitigation to address risks</p>	<ul style="list-style-type: none"> ▪ Share data and modelling on local flood risk. ▪ Engage with other RMAs in assessing all sources of flood risk. 	<ul style="list-style-type: none"> ✓ An integrated flood risk model for Doncaster to help inform decision-making and policy. ✓ Understand the risk of flooding from all sources, both now and in the future taking into account the impact of climate change. ✓ Openness and transparency of flood risk management on a catchment scale.
<p>b.) Contribute to local, regional, and national working groups/ partnerships/ committees</p>	<ul style="list-style-type: none"> ▪ Progress with commitments outlined in the Connected by Water Action Plan. ▪ Attend and contribute to Yorkshire and Trent Regional Flood and Coastal Committee (RFCC) meetings. ▪ Attend and contribute to Yorkshire integrated catchment solutions programmes (iCASP). ▪ Be a key partner in developing and delivering the Humber 2100+ Strategy. ▪ Be a key partner in developing and delivering the River Don Source to Sea - Nature Based Solutions Programme. ▪ Have an officer sit on the Isle of Axholme delivery board. ▪ Have an officer sit on the Torne Catchment Partnership. 	<ul style="list-style-type: none"> ✓ Sharing of expertise and local understanding of the unique hydrological situation across Doncaster. ✓ Sharing of best practices currently used in flood risk management in a wider context. ✓ Partnership working between different RMAs.

	<ul style="list-style-type: none">▪ Be a key partner on the Midlands Service Improvement Group.▪ Have an officer sit on an Internal Drainage Board.	
c.) Work in partnership to prepare for and respond to future flood events	<ul style="list-style-type: none">▪ Maintain communication with emergency planners.▪ Maintain communication with volunteer flood wardens.	✓ Effective and efficient partnership working with emergency planners, flood wardens and responders to plan for current and future flood risk.

Aim 4: Encourage flood resilience measures in local planning policy		
Objective	Measure	Outcome
a.) Work with the unique hydrological situation across Doncaster when allocating sites for future development	<ul style="list-style-type: none"> ▪ Develop a detailed Level 2 SFRA for the city. Use this to identify the flood risk zones and flood risk management schemes alongside potential sites for development before allocating future use of sites. ▪ As statutory consultee on planning applications, provide guidance and advice on SuDS delivery. 	<ul style="list-style-type: none"> ✓ Identification of suitable areas for appropriate, sustainable, and resilient development. ✓ Well-designed, flood resilient properties that the resident will understand and value. ✓ Use and implementation of local policies and guidance, such as the flood risk supplementary planning documentation (SPD) and this strategy. ✓ Ability to adapt to climate change. ✓ Ensuring developments are consistent with National Planning Policy Framework (NPPF).
b.) Aim to create a blue-green catchment with SuDS to provide multiple benefits: water quantity, water quality, habitat and ecology, amenity and health and climate adaptation	<ul style="list-style-type: none"> ▪ Introduce policies in relevant strategies and plans, such as Policy 26 in the Local Plan, to retrofit blue/ green infrastructure across Doncaster. ▪ Install SuDS features on council buildings/ council owned land as part of redevelopment or flood alleviation schemes. ▪ Develop a SAB under Schedule 3 of the Flood and Water Management Act 2010, which ensures SuDS are fit for purpose, designed and built in accordance with the SuDS Manual, and will be maintained for the lifetime of the development. 	<ul style="list-style-type: none"> ✓ Ability to adapt to climate change. ✓ Achieve Biodiversity Net Gain ✓ The installation of SuDS under the SAB will aid the Green Infrastructure Framework under the Government's 25 Year Environment Plan. ✓ Achieve multiple environmental benefits in single locations. ✓ Improve amenity value of the urban environment for people, wildlife, and plants.

Aim 5: Improve local knowledge and awareness		
Objective	Measure	Outcome
a.) To increase community awareness of flood risk	<ul style="list-style-type: none"> ▪ Acknowledge that individuals and communities have a role to play in reducing flood risk as well as in reducing potential effects of flooding. ▪ Ensure flood risk awareness and resources are widely available across communities, including knowledge of flood warnings, support to create flood plans and promote awareness and installation of PFR. ▪ Increase the holistic approach to flood risk management, broadening further the range of departments involved, including urban planning, emergency planning and the Highways Authority. 	<ul style="list-style-type: none"> ✓ Greater collaboration achieved. ✓ Individuals, communities, and businesses that are more resilient to flooding and climate change.

This strategy outlines our approach to addressing flood risk management over the next six years. There are many measures needed to achieve the outcomes of each strategic aim to build long term and sustainable flood resilience across the region. Some measures will require action that exceeds the six-year strategy, particularly those measures associated with climate change.

We are reviewing a pipeline of projects. Our current projects are available to view on our website.

Working towards a resilient future

In Doncaster, people are at the heart of everything we do. Over the next six years, changing people’s perceptions about water will be a key component of our approach to flood risk management. There are several ways to communicate flood risk awareness and to reach a wide audience; we will continue to use innovative methods to do so. Partnerships are an integral part of what we do. We have a variety of examples of successful partnership working on a local and a national scale.

Engagement	Within the community to increase personal resilience
	Through schools to educate the climate champions of the future
	With stakeholders to bring together organisations, to improve flood resilience and recovery
Schemes	Delivering nature-based solutions to support wider environmental objectives
	Promoting a better relationship between people and the environment
	Delivering new and maintaining existing flood risk management schemes to reduce local flood risk

Community Engagement

Community engagement is an essential aspect of communicating flood risk awareness. Some of the main reasons for this are outlined below.

- Improving the understanding of local flood risk through the sharing of local knowledge.
- An opportunity for communities to come together and help tackle a common issue.
- Supporting local flood community champions.
- Providing advice and support to communities to improve their flood resilience.

Examples of some of the activities that we undertake to engage with the local community are outlined below.

Flood Wardens

Flood wardens are a vital link between us and the communities they serve. Flood wardens are volunteers that help ensure flood warning messages reach the local community. Flood wardens act as the eyes and ears of the multi-agency response by providing updates about the situation on the ground. Flood wardens have a direct line to the Environment Agency’s Duty Officers and our Flood Liaison Officers. During flood events, flood wardens have several duties including:

- Keeping the Environment Agency Duty Officers and our Flood Liaison Officers informed of river levels.
- Liaising with the Local Authority Neighbourhood Manager and Teams.
- Making sure that residents are aware of the situation and encourage them to act.
- Helping to identify and support the most vulnerable people in their community.
- Co-operating with the emergency services.
- Keeping a log of events and actions taken.
- Taking photographs of flooding.
- Reporting flooding to relevant RMAs or reporting issues such as blockages which could lead to flooding.

Community Engagement Meetings

As part of the process of delivering flood risk management schemes across Doncaster, community engagement is vital in ensuring the wide range of benefits are achieved. Hosting meetings in local shared spaces, such as community centres, gives local people an opportunity to share their views and expertise on any plans or proposals before construction begins.

Similar meetings were held following the November 2019 flood event, which gave affected communities the chance to question and discuss our response, as well as other RMAs. This helped to build our understanding of the flooding and its impacts, which has been utilised to improve our response during subsequent and future flood events.

Stakeholder engagement

Stakeholder engagement is another vital aspect of communicating flood risk, as outlined below:

- It helps to identify gaps between industry and communities.
- It allows us to understand the way in which industries, such as insurance, deal with flood recovery.
- It brings together a wide range of organisations to support interdisciplinary approaches to flood risk management.

A selection of the main RMAs that we work with, along with their responsibilities, are listed below.

Risk Management Authority	Risk Management Functions
Environment Agency	<ul style="list-style-type: none"> ▪ Developing long term approaches to FCERM, which includes developing and applying the FCERM strategy. ▪ Responsible for delivering projects to manage flood risk on main rivers and the coast. ▪ Regulate reservoir safety. ▪ Work with other RMAs to prepare and deliver Flood Risk Management Plans (FRMPs). FRMPs explain the risk of flooding from rivers, the sea, surface water, groundwater and reservoirs. It also sets out how RMAs will work with communities to manage those risks. ▪ Works in partnership with the Met Office to provide flood forecasts and deliver flood warnings. ▪ Looks for opportunities to maintain and improve the environment for people and wildlife. ▪ Have powers under the Environmental Permitting Regulations 2016 to manage flood risk along the main river network. ▪ Manage flood storage areas which fall under the Reservoirs Act 1975. ▪ Consultee on minor and major planning applications for sites located within Flood Zone 2 or 3, and in Residual Flood Risk Zones.
Water and Sewerage Companies	<ul style="list-style-type: none"> ▪ Manage the risk of flooding to public sewers for both foul and surface water, and flood risk from the failure of their infrastructure. ▪ Ensure their systems have the appropriate level of resilience to flooding, and maintain essential services during emergencies. ▪ Maintain and manage their water supply and sewerage systems to manage the impact and reduce the risk of flooding and pollution to the environment. Under Section 94 of the Water Industry Act 1991, they have a duty to ensure that the area they serve is “effectually drained”. This includes drainage of surface water from the land around buildings as well as the provision of foul sewers. ▪ Provide advice to LLFAs on how water and sewerage company assets impact local flood risk. ▪ Work with developers, landowners and LLFAs to understand and manage risks. ▪ Work with other RMAs to coordinate the management of water supply and sewerage systems with other flood risk management schemes.

IDBs	<ul style="list-style-type: none">▪ General supervisory body for drainage within their district (the Land Drainage Authority).▪ Have regulatory and consenting powers under Section 25 of the Land Drainage Act 1991 and the Flood and Water Management Act 2010 to require works to maintain a proper flow of water in ordinary watercourses within their internal drainage district.▪ Have bylaws to protect watercourses and restrict flow and volume of water.▪ Operate pumping stations, sluices and other flood risk management structures in their internal drainage district.▪ Responsible for the managing the water levels in low-lying areas.▪ Supervise land drainage and flood defence works on ordinary watercourses within their internal drainage district.▪ Consultee on planning applications. They will be statutory consultees of the SAB once implemented.
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Report

To: Cabinet

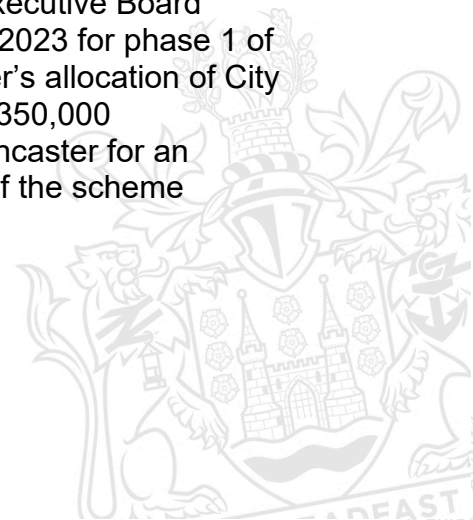
Date:11/10/2023

ACCEPTANCE OF GRANT FUNDING TO MAKE IMPROVEMENTS TO THE TRANS PENNINE TRAIL BETWEEN YORK ROAD AND MELTON ROAD.

Relevant Cabinet Member(s)	Wards Affected	Key Decision?
Councillor Joe Blackham	Sprotbrough, Roman Ridge and Bentley	Yes

EXECUTIVE SUMMARY

1. In March 2019 Sustrans were awarded £22,000,000 in Department for Transport grant funding for National Cycle Network activation projects outside of London.
2. In April 2022 South Yorkshire Mayoral Combined Authority was awarded over £570m from the City Region Sustainable Transport Settlement. Of the £570m, the allocation for Doncaster is £72m plus the Highways Capital Maintenance and Integrated Transport Block. Within this bid 12m has been allocated to Local Centre Accessibility improvements and Trans Pennine Trail upgrades
3. In January 2023 Sustrans invited bids from Local Authorities for grant funding to improve sections of National Cycle Network (Trans Pennine Trail) that needed improvement works.
4. This report seeks approval to enter into funding agreements with both Sustrans and South Yorkshire Mayoral Combined Authority and subsequently accept 100% grant funding to make improvements along the Trans Pennine Trail in Doncaster.
5. The total value of the grant award is £1,004,024
6. South Yorkshire Mayoral Combined Authority Transport Executive Board approved a Business Justification Case on the 21st March 2023 for phase 1 of the Trans Pennine Trail improvements as part of Doncaster's allocation of City Region Sustainable Transport Settlement to the value of £350,000
7. A change request has been submitted to SYMCA from Doncaster for an additional £200,000 to accommodate an increase in cost of the scheme



EXEMPT REPORT

8. Not Exempt

RECOMMENDATIONS

9. That Cabinet approve the following:
 - 1) the acceptance of £1,004,024 grant funding and adding to Doncaster Council's capital programme.
 - 2) Agree to enter funding agreements with;
 - Sustrans to receive funds to improve the section of the Trans Pennine Trail between York Road and Melton Road.
 - South Yorkshire Mayoral Combined Authority to receive funds to improve the section of the Trans Pennine Trail between York Road and Melton Road; and
 - 3) delegate the decision to accept and enter into the South Yorkshire Mayoral Combined Authority funding agreement to the Director of Place and Chief Finance Officer.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

10. The project has the potential to improve connectivity for Doncaster residents to areas of employment and green, open spaces on bike and by foot. It will make walking and cycling a more attractive option by installing a sealed surface along the routes specified.
11. The delivery of the project contains elements which is linked to key themes in the success of 'Get Doncaster Moving', 'Get Doncaster Cycling' and 'Get Doncaster Walking' strategies.
12. The improvements would help realise ambitions set out in both Doncaster's cycling and walking strategies. These include;
 - Cycling is embedded in all future infrastructure schemes, ensuring a well-connected and safe cycle network that supports a variety of journeys, for work or for pleasure." (Doncaster Cycle Strategy, 2020)
 - Develop and enhance recreational walking opportunities in Borough In line with the Doncaster Rights of Way Improvement Plan, explore opportunities to develop and improve recreational walking routes and the Rights of Way network by improving existing routes and creating new routes where appropriate and where the opportunities arise. (Doncaster Walking Strategy, 2018)
 - Explore opportunities to increase access to the Trans Pennine Trail (TPT) Work with partners to investigate and pursue opportunities to develop new links to the TPT in Doncaster and increase accessibility. This includes opportunities to link Thorne to the TPT. (Doncaster Walking Strategy,

2018)

- Ensure appropriate signage and wayfinding along key walking routes
Review signage provision along and to key walking routes in Borough such as the Trans Pennine Trail. (Doncaster Walking Strategy, 2018)

13. Potential interventions funded by the project ensures that residents have access to high quality, safe traffic free routes. The interventions also ensure that we are complicit with the Equality Act by adapting barriers to LTN 1/20 compliance ensuring appropriate access for residents with specific needs in regard to mobility aids.

BACKGROUND

14. The Department for Transport Grant was awarded to Sustrans to improve significant on and off-road stretches of National Cycle Network to improve conditions for walking and cycling around the country.

The route that is proposed to receive improvements in Doncaster is;

- Trans Pennine Trail, York Road to Melton Road

15. The route was selected for improvements following consultation in 2021 with the public that identified this section as the most in need of surfacing repairs in the Borough.



16. The works would be delivered in a section with existing high levels of usage and therefore provide high quality, traffic free cycling and walking infrastructure to the communities that need it the most. The potential improvements in the active travel network could also lead to modal shift resulting in better air quality and a reduction in levels of congestion.

17. Automatic traffic counters along this route show a decline in usage over winter months. One of the reasons for this is due to the trails condition over the

wetter months which leave this section of trail with standing pools of water. The works proposed would alleviate these issues making the route useable all year round.



18. The funding comes after Sustrans produced their "Paths for All" report in 2018 which indicated a cycling network of intermittent quality. There are 25 miles of National Cycle Network which runs through Doncaster, all of which is Route 62. Much of the Trans Pennine Trail in Doncaster was categorised as being Good (18 Miles), with the on road sections scoring Very Poor (7 Miles).
19. Although the location proposed scored 'Good', due to their level of off-road segregation, the condition of the route needs investment to bring them up to be 'Very Good' in order to facilitate more active travel journeys.

Scheme Detail:

20. The scheme will deliver 1.6km of surfacing improvements between York Road and Melton Road. This includes a 4 meter wide sealed surface installed between York Road and Anchorage lane and a 3 meter wide sealed surface installed between Anchorage Lane and Melton Road. The improvements proposed also include adaptations to 6 access controls along the route. Included within the scope of the project is the installation of 3 new benches, improved wayfinding along the route, installation of a new automatic pedestrian and cycle traffic counter and biodiversity improvements in line with the ecology report recommendations.

Access Controls:

21. A number of barriers are in need of repair and adaptation which currently do not comply with the Equality Act 2010. Local authorities are bound by the Equality Act 2010, which requires public sector authorities to comply with the Public Sector Equality Duty in carrying out their functions. This includes making reasonable adjustments to the built environment to ensure infrastructure is accessible to all. Adaptions will be made in line with the approved Structures on Public Rights of Way – Policy and Procedure Document. Below is a detailed breakdown of individual access controls and what is proposed at each location.

Access Control and Location	Issues	Example of what is proposed
<p data-bbox="71 331 450 360">York Road 1 – East to Bentley</p> 	<p data-bbox="763 296 1216 469">The current width between metal barriers (89cm) is not compliant with Equality Act 2010 and restricts some legitimate users in wheelchairs, mobility scooters and adapted cycles.</p> <p data-bbox="763 512 1216 826">It is proposed that the metal barriers be removed to create a gap of 1.6 meters as this is an equestrian route. It is also recommended that the path be splayed to ensure pedestrians and cycles have an easier approach into the access. Give way markings will be included to ensure that pedestrians have priority.</p>	 <p data-bbox="1258 847 2101 946">Access control widened to leave a gap of 1.6 meters ensuring compliant gap for Equestrian users, cycles and pedestrians. Path width 2 meters following access</p>

York Road 2 – West to River Don



Current width (109cm) is not compliant with Equality Act 2010 and restricts legitimate users in wheelchairs, mobility scooters and adapted cycles.

The new access proposed will see the removal of the broken horse stile and replaced with bollards spaced at 1.6 meters wide, again due to this being an equestrian facility.

The path from York Road will be splayed to allow easier access for pedestrians and cycles accessing the Trans Pennine Trail with clear give way indicators instructing pedestrian priority



Access control widened to leave two gaps of 1.6 meters ensuring compliant gap for Equestrian users, cycles and pedestrians. Path width 4 meters following access

Laurel Avenue



Current A Frame width (Top Width - 36cm Bottom Width -100cm) is not compliant with Equality Act 2010 and restricts some legitimate users in wheelchairs, mobility scooters and adapted cycles.

The proposals include removal of the A frame opening the gap to 1.4 meters. This will remain a pedestrian access.



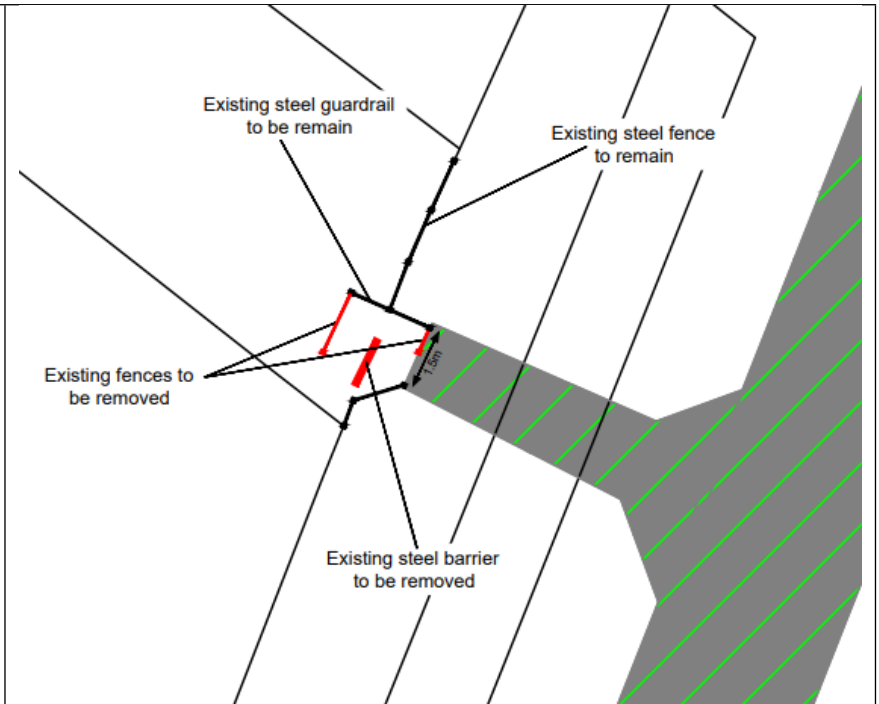
Access control widened to leave a gap of 1.4 meters ensuring compliant gap for Pedestrians.

Ferndale View



Current width (100cm) is not compliant with Equality Act 2010 and restricts legitimate users in wheelchairs, mobility scooters and adapted cycles.

The proposals at this location include surfacing the path to the access as currently this section is unmade. Removal of a section of guard rail and low barrier retaining a minimum width of 1.5 meters. Guard rail is retained either side to assist users down the slope to the trail



Access control widened to leave a gap of 1.5 meters ensuring compliant gap for Pedestrians and Cycles.

Anchorage Lane



The A frame (Top Width -36cm, Bottom Width -100cm) is not compliant with the Equality Act 2010 and restricts legitimate users in wheelchairs, mobility scooters and adapted cycles.

The equestrian access is damaged which has left a gap next to the A



Frame wider than 1.5 meters which is used predominantly by pedestrians and cycles bypassing the A Frame. The desire line shows where this gap is being used by pedestrians and cycles bypassing the A Frame

The proposed works include removal of A frame to leave a gap of 1.6 meters as this is an equestrian access point

Access control widened to leave a gap of 1.6 meters ensuring compliant gap for Equestrian Users, Cycles and Pedestrians.

Shelley Grove



Current A frame width (Top Width - 36cm Bottom Width -100cm) is not compliant with Equality Act 2010 and restricts some legitimate users in wheelchairs, mobility scooters and adapted cycles.

Currently the fence is damaged which has meant the A Frame is redundant with the gap exceeding 1.5 meters currently.

The proposals will formalise a desire line from Shelley Grove to the Trans Pennine Trail. A new 3 meter wide, shared use path is to be installed from Shelley Grove to the Trans Pennine Trail creating a cycle and pedestrian connection. This would be controlled by a row of bollards at 1.5 meters spacing to comply with LTN 1/20 but restricting wider vehicles that could access this site now.



Access control widened to leave a gap of 1.5 meters ensuring compliant gap for Pedestrians and Cycles.

Enforcement of Anti-Social Behaviour and Off-Road Bikes:

22. As part of the scheme new signage will be installed instructing the public on how to report illegal use of motorised vehicles such as motor bikes and quad bikes on the Trans Pennine Trail. The new signage will be installed at each entrance to the trail. The signage will advertise a QR code which can be scanned by the public to easily report anti social behaviour. This will enable South Yorkshire Police to target enforcement action to areas with high reports of misuse. A copy of this can be seen attached to the supporting papers.

Evidence:

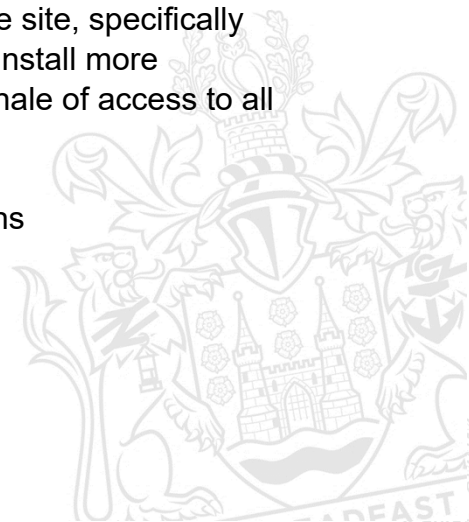
23. Evidence from previous surfacing and access improvements of sections of the Trans Pennie Trail in Doncaster have recorded high levels of uplift since their installation. This can be seen in the table below:

Scheme	Baseline	Post Improvements (1 Year)	% Increase in usage
Bentley Park to Toll Bar	35,000 users	55,000 users	57% increase
Pastures Road to Boat Inn	38,785 users	65,166 users	68% increase

Consultation:

24. Consultation concluded on the 1st of September 2023, over 90 members of the public have engaged with the Council regarding this subject. Public consultation is due to conclude on 1st September 2023. A drop in session was held at the Goldsmith Centre on the 9th august which was attended by 65 people. Issues raised in the consultation included:

- signage installed along the route asking for cyclists to be mindful of pedestrians.
- A request to investigate if CCTV could be installed at the access points, particularly at Anchorage Lane and Shelly Grove.
- The possibility of having the full route at 4m wide instead of having some at 3m wide.
- To take consideration of quads/motorcycles entering the site, specifically at the Ferndale Road access. Many asked if we could install more barriers/bollards etc. However, most accepted the rationale of access to all legitimate users
- Include public artwork or 'themed' benches installed.
- More seating along the entire section, but simple designs



- More bins that are emptied on a regular basis
- Tree management – Overgrown trees are causing issues along the route growing into and overhanging the gardens of residents.
- To consider improving the access to the trail from Crusader Drive as this is currently not built to a good standard and has not been included in the proposals.
- Drainage issues, specifically around Shelly Grove, where there is an underground stream/drain that blows through the inspection cover in heavy rain and also the area around Anchorage Lane.

OPTIONS CONSIDERED

25. Two options have been considered:


Do something- Accept the grant funds and enter into funding agreements with Sustrans and South Yorkshire Mayoral Combined Authority to improve sections of the Trans Pennine Trail in Doncaster







Do nothing- Failure to accept the grant funds will result in Doncaster not benefiting from potential investment.


REASONS FOR RECOMMENDED OPTION

26. Accepting the grant funds will allow Doncaster to improve sections of the Trans Pennine Trail, enabling communities and residents to consider other options for travel, improving their health and wellbeing.

27. IMPACT ON THE COUNCIL'S KEY OUTCOMES

Great 8 Priority	Positive Overall	Mix of Positive & Negative	Trade-offs to consider – Negative overall	Neutral or No implications
 Tackling Climate Change	✓			
Comments: Works will enable users to consider active travel for shorter journeys creating a modal shift from private vehicle usage to sustainable modes				

 Developing the skills to thrive in life and in work				✓
Comments:				
 Making Doncaster the best place to do business and create good jobs	✓			
Comments: The Trans Pennine Trail is a long distance cross country walking and cycling route that brings significant numbers of people into the City				
 Building opportunities for healthier, happier and longer lives for all	✓			
Comments: Greater levels of active travel will lead to more minutes of physical activity per week resulting in healthier residents. Access to green space is important to residents mental health and the works associated with this report make accessing green space much easier to residents in wheelchairs, mobility aids and adapted cycles.				
 Creating safer, stronger, greener and cleaner communities where everyone belongs	✓			
Comments: Greater levels of Active Travel will reduce vehicle emissions in this corridor. Greater levels of usage will have a natural effect on deterring levels of anti-social behaviour on the route.				
 Nurturing a child and family-friendly borough				✓
Comments:				
 Building Transport and digital connections fit for the future	✓			

Comments:				
Development of the Trans Pennine Trail (NCN) will bring this section up to a very good status with a sealed surface ensuring that the route is useable all year round.				
 Promoting the borough and its cultural, sporting, and heritage opportunities	✓			
Comments:				
Delivery of the scheme would allow more residents to access a safe off road facility and enable users to access cycling and walking as a sport/leisure activity. The route connects users to Cusworth Hall enabling greater levels of active travel to a tourist attraction in Doncaster.				
Fair & Inclusive	✓			
Comments:				
The design guidance (LTN 1/20) applied to this section of Trans Pennine Trail ensures that the most vulnerable users are catered for with adaptations to access controls to enable wheelchair and adapted cycle access. This also means that users with pushchairs and mobility aids can access the route with ease.				

Legal Implications [Officer Initials: SRF | Date 09.08.23]

- 28. Section 1 of the Localism Act 2011 gives the Council a general power of competence to do anything that individuals may generally do.
- 29. The Council will be required to sign a funding agreement in relation to this scheme, which is most likely to set out a number of obligations. Failure to comply with these obligation may lead to claw back of funding.
- 30. The procurement of any goods and services must be carried out in accordance with Contract Procedure Rules. Further legal advice and assistance may be required when the funding agreement is received.

Financial Implications [Officer Initials: JC | Date: 30/08/23]

- 31. The report seeks approval to accept and enter into two separate funding agreements for which £804k of funding has been approved (£454k from Sustrans and £350k from SYMCA as part of the CRSTS funding allocation), the scheme is expected to cost £1.004m leaving a £200k funding shortfall, a request has been made to SYMCA to increase the £350k allocation to £550k this is still subject to confirmation. If SYMCA did not approve the additional

funding there would be a £200k shortfall on the scheme for which additional capital funds would need to be identified.

32. The Sustrans funding agreement is for £454k the agreement originally asked for the scheme to be completed by the 30th September 2023 a change control request has been submitted to Sustrans which asks for the deadline to be changed to 31st of May 2024 confirmation of the change is expected in September and is required before the funding agreement is signed.. The funding agreement includes the following paragraph which does gives reassurance that an extension will be agreed:

“If the Recipient is unable to deliver the Project to agreed timescales or within the Grant, the Recipient shall inform Sustrans as soon as possible and provide Sustrans with a reasonable explanation and satisfactory evidence that the Recipient shall complete the Project within a reasonable time”.

33. The Sustrans grant payment schedule is:

Amount of Grant Payable	Date of or Stage for Payment
up to 10%*	on production of satisfactory and design compliant drawings
up to 35%*	on commencement of construction project works
up to 50%*	on practical completion of the works
up to 5%*	on final report completion

* *Must not exceed actual costs incurred to date*

34. In case of any scheme overspend no additional funding would be available from Sustrans. The funding agreement requires evidence of grant expenditure to be kept for 6 years and requires a financial and operational report to be provided within 3 months of the end of each quarter. And requires any unused grant to be repaid at the end of the grant term.

35. The SYMCA current funding allocation is £350k, although a project variation to request an additional £200k to cover the project shortfall has been requested and is still subject to confirmation. The Scheme Business Case received approval on 17th March 2023 at the SYMCA – Transport and Environment Board The funding agreement has not been received and requires the following two conditions to be met before the agreement will be issued:

- Business justification case to be signed by SRO
- Appendix B Social Value Tool to be submitted

36. As Appendix B cannot be submitted until after the contractor has been appointed the SYMCA funding agreement will not be received until after this report has been approved, therefore as per the delegation included within the recommendations a further ODR will be required to approve and enter into the SYMCA funding agreement.
37. On approval the scheme will need adding into the Place capital programme.
38. The service area will need to ensure compliance with the grant terms and conditions issued. The following financial procedure rules should be considered and followed in respect of the grant funding:
39. E.11 Directors are responsible for ensuring that action plans are in place (including exit strategies and match funding arrangements) for all external funding within the Directorate.
40. E.12 The CFO, in consultation with the respective Director, is responsible for ensuring that all funding notified by external bodies is received and properly recorded in the Council's accounts. Directors are responsible for promptly informing the CFO about such funding and of any subsequent modifications to timing and amounts of anticipated funding.
41. E.13 Where the income is receivable against a grant claim, the respective Director is responsible for producing the grant claim and shall provide sufficient information to enable the claim to be signed by the Chief Executive, CFO or any other relevant person where appropriate.

Human Resources Implications [Officer Initials: KJ | Date: 10/08/2023]

42. There are no direct HR Imps in relation to this ODR, but if in future staff are affected or additional specialist resources are required then further consultation will need to take place with HR.

Technology Implications [Officer Initials: PW Date: 10/08/23]

43. There are no technology implications in relation to this report.

RISKS AND ASSUMPTIONS

44. The main risk is that works need to be completed by 31/03/2024. To ensure this milestone is met, a detailed delivery program has been developed.

CONSULTATION

45. An online meeting was arranged with Ward Members from the three wards effected on Tuesday 20th June, 2023 to discuss the proposals. Following this a site visit has been conducted with Councillor Jane Nightingale and Councillor Glenn Bluff on Tuesday 11th July. Ward Members were supportive of the proposals put forward. Full public consultation is to take place through August 2023 with residents effected sent a letter notifying them of the public consultation and how to feedback any comments. Public consultation is ongoing and due to finish on the 1st September 2023.

BACKGROUND PAPERS

46. South Yorkshire Police off Road Bike Team Signage

GLOSSARY OF ACRONYMS AND ABBREVIATIONS

47. None

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Report

Date: 11 October 2023

To: Cabinet

Report Title: Re-Commissioning a Revised Adult Stop Smoking Service for Doncaster

Relevant Cabinet Member(s)	Wards Affected	Key Decision?
Councillor Nigel Ball Cabinet Member for Public Health, Communities, Leisure & Culture	all	Yes

EXECUTIVE SUMMARY

- 1 Smoking remains the single biggest preventable cause of death and illness. Higher smoking prevalence is associated with almost every indicator of deprivation or marginalisation and the highest rates of smoking are consistently found among those who are most disadvantaged. Doncaster has one of the highest prevalence of smoking in England (approx. 19.6% of adults smoke in comparison to 13% nationally, and is the second worst in Yorkshire and Humber for smoking rates.
2. The current Adult Community Stop Smoking Service contract is delivered by South West Yorkshire Foundation Trust NHS (SWYFT) and is commissioned by Public Health to reduce the health harms caused by smoking which are a significant cause of health inequalities in Doncaster. The contract for this service ends of the 31st March 2024 and a revised service model and service specification have been developed and informed by an extensive review of services in Doncaster and in consultation with residents.
3. The report outlines the importance of an effective smoking cessation service in a wider smokefree and tobacco control context, recommendations for a revised specification and an intention to commission a smoking cessation service based on updated evidence for what works.



EXEMPT REPORT

4. There is no exempt information contained in the report

RECOMMENDATIONS

5. That Cabinet:
 - Approves the re-procurement and award of the Adult Community Stop Smoking Service with a revised and enhanced specification.
 - Approves the budget envelope for the Adult Community Stop Smoking Service as outlined in section 39 of this report.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

Background

6. Smoking remains the single biggest preventable risk factor for poor health and premature death and the harms it causes are not evenly distributed. Smoking is a leading cause of health inequality, people in more deprived areas are more likely to smoke and less likely to quit. Nicotine addiction through smoking is a long-term condition that drives health inequalities. Smoking also has wider societal impacts, including impacting criminal activity through illicit tobacco production and sales, on employers through sickness absence and productivity, and the cost of cleaning up the environment. Maintaining provision of a community stop smoking service increases the ability of communities to live longer healthier lives.

National Data

7. In December 2022 the Office for National Statistics published its statistical bulletin 'Adult smoking habits in the UK'. This report found that, in the UK, in 2021, 13.3% of people (6.6 million people) aged 18 years and over smoked cigarettes, this is the lowest proportion of current smokers since records started. The highest proportion of current smokers was in Scotland (14.8%) and the lowest was in England (13.0%). Men were more likely (15.1%) than women (11.5%) to smoke in the UK, with those aged 25 to 34 years having the highest proportion of current smokers (15.8%), compared with those aged 65 years and over who had the lowest (8.0%). Those who had no qualifications were more likely to be current smokers (28.2%) than those whose highest level of education was a degree or equivalent (6.6%) in 2021.
8. The bulletin noted that the decrease in the proportion of current smokers may be partly attributed to the increase in vaping and e-cigarette use. Noting the highest usage of these was among those aged 16 to 24 years.

Local Data

9. Around 48,000 Doncaster people are current smokers. Data from 2022 showed that Doncaster's smoking rates were the second worst for smoking prevalence

in adults (18+) in Yorkshire and the Humber (see Figure 1 below). While this figure is not statistically significantly different from many areas within Yorkshire and the Humber, it is statistically significant when compared with both the England and Yorkshire and Humber averages. The most recent adult smoking prevalence data was published in September 2023 and showed a reduction in Doncaster's smoking prevalence from 19.6% to 12.4% for 2021/22. Although initial findings so far lead us to be optimistic, we should remain cautious and await the release of data in 2024 to understand if this is a true picture of smoking prevalence.

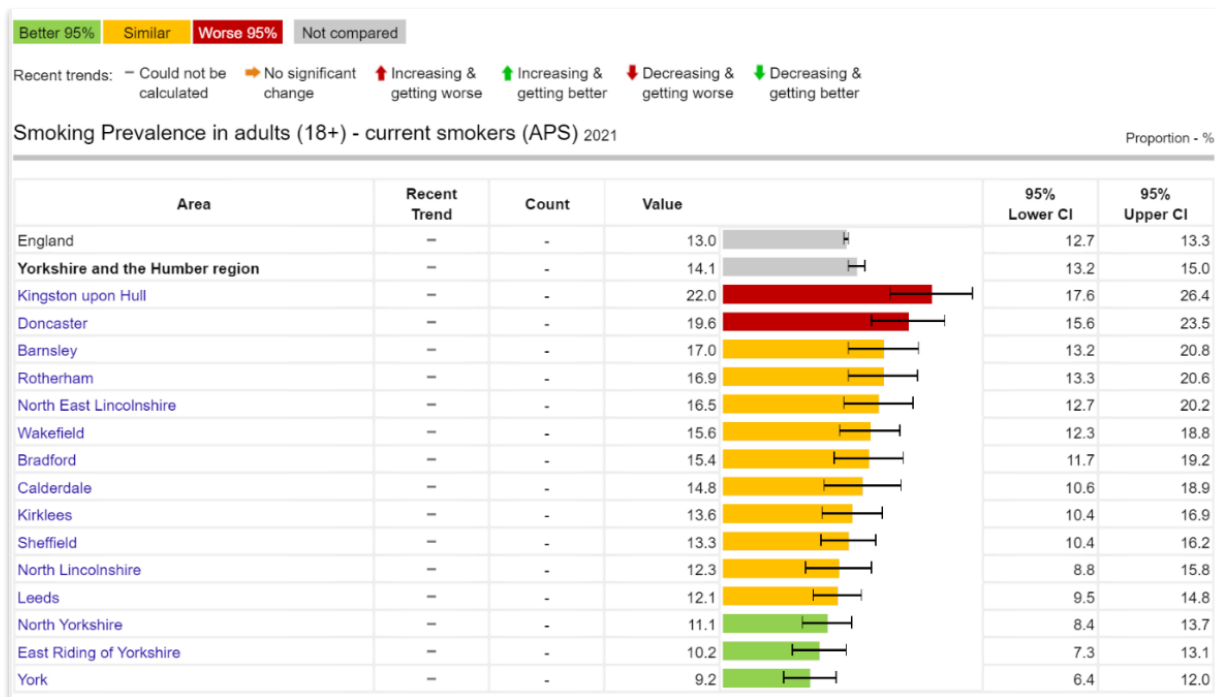
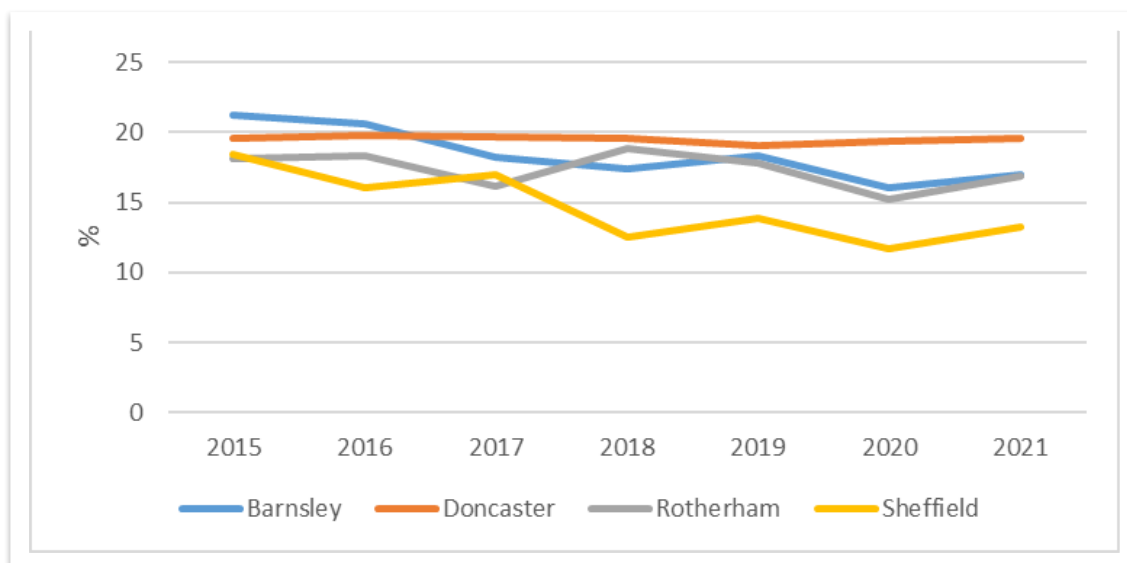


Figure 1: Smoking Prevalence in Adults (18+) OHID 2022

- Although services have supported Doncaster people to stop smoking, the prevalence of people smoking in Doncaster has remained static and high over the last 7 years, this is compared with reductions in other areas within South Yorkshire. Figure 2 shows a downward trend in Barnsley, Rotherham and Sheffield.



Sheffield.

Figure 2: The proportion of current smokers by local authority ONS 2022

11. Smoking has been identified as one of the factors causing various life-threatening diseases, including Chronic Obstructive Pulmonary Disease (COPD), Coronary Heart Disease and cancers including lung cancer. Higher prevalence of smoking in Doncaster contributes to higher incidence of these diseases and greater pressure on health and social care services.
12. Doncaster has the third highest rates of smoking attributed mortality in Yorkshire and Humber (283.9 per 100,000) and has the third highest smoking attributed hospital admissions (2244 per 100,000). England currently has a rate of 1,398 per 100,000. See figure 3.

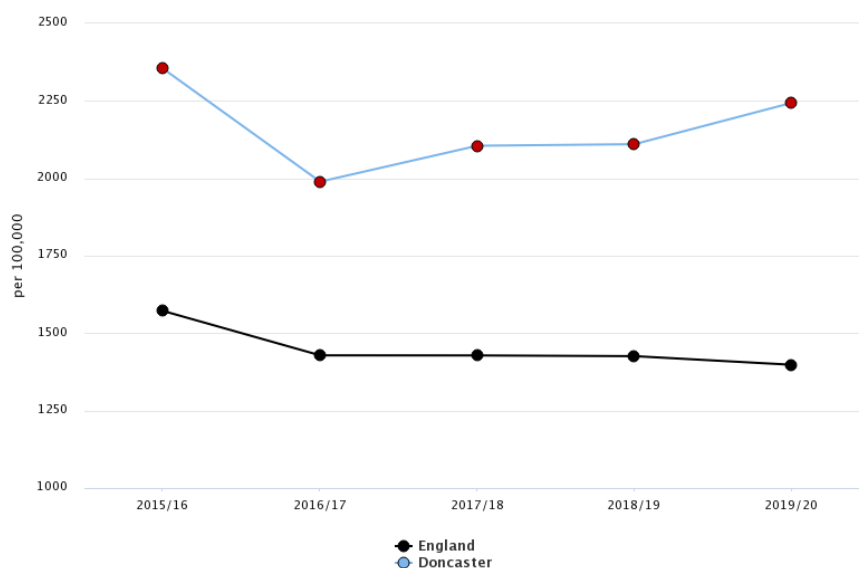


Figure 3: Smoking attributable hospital admissions

13. Smoking attributed deaths from cancer in Doncaster account for 124.7 per 100,000 and is the second highest in Yorkshire and Humber. It is estimated that 675 people will die each year in Doncaster due to smoking, averaging 13 per week.

Cost of Smoking to Doncaster's Economy

14. There is a good evidence base that supports investment in smoking cessation as a way of reducing costs to the local economy. Each year smoking is estimated to cost Doncaster £121.02 million. These costs include: £94.74 million from unemployment reduced earnings and premature death, £15.27 million in NHS treatment costs for illness caused by smoking and £9.13 million in local authority social care costs. (Ash, 2023).

Doncaster Tobacco Strategy

15. The commissioning of smoking cessation services is part of a much wider local tobacco control strategy that aims to achieve the National smokefree 2030 ambition. Doncaster's tobacco strategy includes a mix of smokefree policies, services, action on illicit tobacco/age of sale, communication

campaigns and harm reduction approaches. These interventions impact on a range of environmental, social, economic and behavioural factors that influence smoking behaviours and make it easier for smokers to stop and harder for children to start smoking. A systems wide approach to tackling tobacco is taken to meet the needs of the whole smoking population, not just to those who engage with our stop smoking services.

16. Local Authorities across England and regionally have already begun to implement smokefree environment policies such as smokefree spaces, schools, hospitals, play areas, high streets and markets and this is reflected in the smoking prevalence data. Doncaster's ambition is to create a smokefree generation in Doncaster where smoking is no longer visible and future generations are smokefree, people live longer healthier lives, where smoking is recognised as a chronic relapsing condition, support is offered at every contact and health inequalities that smoking creates between our population is reduced.

NICE Recommendations

17. In November 2021, the National Institute for Health and Care Excellence (NICE) published updated guidance [NG209] on preventing uptake, promoting quitting and treating dependence which includes additional stop-smoking interventions and harm reduction strategies such as reduce to quit and short term abstinence, as well as updated Nicotine replacement therapy guidelines.

Current Service Provision

18. The current contract for the Adult Community Stop Smoking Service is delivered by South West Yorkshire Foundation Trust NHS (SWYFT) and is commissioned by Public Health to deliver smoking cessation to adults aged 18 and over with a focus on high risk groups such as manual workers. The service currently provides telephone support and face to face sessions through a "hub and spoke" model, with the main hub located in Doncaster City Centre and "spokes" in community clinics that are focussed in communities with higher smoking prevalence. Advisors within the service are trained in motivational techniques and behavioural support alongside the provision of a range of nicotine replacement therapy (NRT).
19. Clients are able to self-refer into the service through the Yorkshire Smokefree website, telephone, or through direct referral from other services, including primary care.
20. Every service user is triaged into an appropriate treatment intervention that includes the offer of behavioural support alongside nicotine replacement therapy. Where medication is prescribed, this is generally a 1-2 week supply, for up to 12 weeks in total (as per NICE guidance).
21. In 2021, a national supply disruption alert was published for the medically licenced product Varenicline, also known as Champix. As of July 2023 this product remains unavailable for use in stop smoking services and has impacted the availability and choice of NRT products on the market.

22. In addition to the Adult Community Stop Smoking Service, Public Health commission specialised stop smoking support and fund tobacco control interventions as part of the wider tobacco control strategy, these include:

- Stop Smoking in Pregnancy
- 5-19 young people's service
- Trading Standards (alcohol and tobacco)

Options Considered

23. There are 4 potential options as follows:

- a. Do not provide a Specialist Stop Smoking Service in Doncaster (not recommended). Local authorities' have a statutory responsibility set out in the Health and Social Care Act 2012 to ensure the commissioning of public health services guided by the Public Health Outcomes Framework, the local joint strategic needs assessment and the joint health and wellbeing strategy. Therefore, this option is not recommended as smoking remains the leading cause of premature mortality and Doncaster still has significantly higher rates than the regional and England average.
- b. Reprocure an external Specialist Stop Smoking Service based on the existing specification (not recommended). Evidence based improvements in the delivery of stop smoking services have emerged that can improve public health outcomes if implemented through a modified and improved specification in line with new NICE Guidance for Tobacco: preventing uptake, promoting quitting and treating dependence published in November 2021.
- c. Bring the Specialist Stop Smoking Service into the Council (not recommended). It would be challenging for the Council to offer appropriate clinical governance arrangements and the Council would need to develop the appropriate structures to deliver this type of service.
- d. Reprocure an external Adult Specialist Stop Smoking Service (recommended). This would use an enhanced specification and focus on key areas of inequality, incorporating the updated NICE guidance into service provision to include:
 - Supporting clients who are unable to abruptly quit to develop a cut down to quit plan
 - Supporting clients preparing for hospital admissions through a short term abstinence plan
 - Offer intensive stop smoking interventions targeting high prevalence groups, providing behavioural support and prescribing stop smoking medications or e-cigarettes in order to achieve a 12 week carbon monoxide verified quit in line with the evidence base
 - Raise awareness of stop smoking support, work in a non-judgmental way and decrease the stigma that can be associated with seeking help and making unsuccessful quit attempts by encouraging and supporting people to try again.

Recommended Option

24. Option D is recommended as the preferred option in light of the following considerations:

- Under the existing model smoking prevalence has remained stable in Doncaster for the past 6 years. However, Doncaster continues to have significantly higher smoking rates than that of England.
- To reduce the prevalence of smoking in Doncaster, a new service specification and model will enable the service to deliver the wider tobacco control agenda, working alongside key stakeholders
- The delivery model needs to have a strong clinical governance framework to ensure high quality interventions are provided and follow NICE Guidance.
- The evidence base supports the role of specialist practitioners to deliver these interventions as quit rates are doubled.

Reprocuring an External Adult Specialist Stop Smoking Service

25. A new service would work at a community level to support people that live and work in Doncaster to enable them to empower smokers to quit through a compassionate approach that will:

- Provide opportunities for Very Brief Advice in a range of settings to maximise the opportunity to reach smokers
- Consult and work alongside local voluntary and community organisations to identify and engage with smokers
- Support Doncaster's Trading Standards team to identify and eradicate cheap and illicit tobacco from Doncaster neighbourhoods

26. There is clear evidence that prioritising particular groups will result in the greatest reduction in tobacco use in communities and reduce tobacco-related health inequalities. The service will prioritise action amongst high prevalence groups which include, but not limited to:

- Routine and Manual Workers (R&M)
- People living in the most deprived areas of Doncaster
- People from Black Asian and Minority Ethnic communities
- People experiencing poor Mental Health, including those with severe and enduring mental illness.
- People who are living in social housing
- People experiencing homelessness
- People who use other substances
- People who have a learning disability
- People with smoking related conditions (e.g. Cancer, Coronary Heart Disease, Respiratory disease and Diabetes)
- Smokers screened for tobacco addiction in hospital and referred via the South Yorkshire ICS QUIT programme
- Smokers who may adversely impact those currently being supported to quit smoking through the stop smoking in pregnancy service and/or the young person's health and wellbeing service.

27. Separate services are commissioned by Public Health to support both pregnant women and young people to stop smoking, the adult community stop smoking service will work with partner organisations commissioned to deliver these services to ensure a whole family approach is adopted.

Harm reduction approaches

28. Nicotine inhaled from smoking tobacco is highly addictive. But it is primarily the toxins and carcinogens in tobacco smoke, not the nicotine, that cause illness and death. The best way to reduce these illnesses and deaths is to stop smoking. In general, stopping in one step (sometimes called ‘abrupt quitting’) offers the best chance of lasting success. However, there are other ways of reducing the harm from smoking, even though this may involve continued use of nicotine. Some people are not ready to stop smoking in one step and need support to reduce the amount they smoke before quitting. This approach aims to help people, particularly those who are highly dependent on nicotine.
29. Evidence shows that smokers who use e-cigarettes as a harm reduction approach in smoking cessation services are more likely to succeed in that attempt, this is supported by clinical trials and endorsed by leading health organisations such as the Royal College of Physicians and the British Thoracic Society.
30. It is our expectation of the service that the provision of e-cigarettes will be in line with any local e-cigarette policy and will include advice on reducing and stopping the use of e-cigarettes. Furthermore, the service will ensure that the scheme does not contribute to the normalisation of vaping which may lead to an increase in young people taking up e-cigarettes.

Value of Contract

31. Funding will come from the Public Health ring fenced grant. The annual contract value will be £618,975 (see table 1). The proposed contract length for the new Adult Community Stop Smoking Service for Doncaster is 3 years from 1st April 2024 to 31st March 2027 with an available optional extension for up to 24 months, which will be at the discretion of the council based on satisfactory review of the service leading up to completion of the initial 3 year period. The lifetime value of this procurement (for the five year contract) will be £3,094,875.



	2018/19	2019/20	2020/21	2021/22	2022/23 (extension)	2023/24 Projected value (extension)	Total Contract Life (plus extension)
Service costs	£388,425	£393,039	£388,179	£383,345	£383,345	£383,345	£2,319,678
Medication costs	£235,630	£235,630	£235,630	£235,630	£235,630	£235,630	£1,413,780
Contract Value	£624,055	£628,669	£623,809	£618,975	£618,975	*£618,975	£3,733,458

Table 1: Adult Stop Smoking Service Budget 2018-2024

Cost and Outcomes - Comparison to other areas

32. Cost per quit varies across areas, in Yorkshire and the Humber the lowest reported is £308 (Kirklees), the highest is £849 for Bradford. Based on an annual spend the cost per quit for self-reported quits in Doncaster is £457. Based on the Office for Health Improvement and Disparities (OHID) spend and outcomes tool (SPOT) data, Doncaster has an average spend, with better outcomes compared with other local authority areas.
33. It is anticipated that there may be some cost pressures to the new service. The national availability of medication has changed over the last two years, due to factors such as pandemic driven changes in delivery and a national shortage of medication (Varenicline). Additional cost pressure from the implementation of the NHS Long Term Plan, following the introduction of the QUIT programme into hospitals has resulted in a greater number of referrals into community stop smoking services. Therefore, there is an expectation that the service will be required to adapt and be flexible to meet the demands of this additional workload within the available cost envelope.


IMPACT ON THE COUNCIL'S KEY OUTCOMES

Great 8 Priority	Positive Overall	Mix of Positive & Negative	Trade-offs to consider – Negative overall	Neutral or No implications
 Tackling Climate Change	✓			
<p>Reducing the number of people who smoke in Doncaster will have a positive impact on climate change, locally, nationally, and globally.</p> <p>Cigarettes and their packaging contribute to waste and littering.</p> <p>Globally, the tobacco industry is a major driver of deforestation and a contributor global greenhouse gas emissions.</p> <p>WHO raises alarm on tobacco industry environmental impact</p>				
 Developing the skills to thrive in life and in work	✓			

Reducing harm and inequality through access to smoking cessation services for will have a positive impact on our communities.


There is a clear link between smoking initiation, education and childhood social and family factors

There is clear evidence linking adolescent smoking with poor educational outcomes and cognitive ability, higher education leads to lower probability to start smoking or higher probability of smoking cessation in smokers, not least because of better health literacy. Research carried out by the University of Bristol found that smokers at the age of 15 achieved lower grades in their GCSEs at age 16 than their no smoking counterparts.

 Making Doncaster the best place to do business and create good jobs	✓			
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A smokefree workforce benefits both employer and employee.

The Smoking, Employability, and earnings report 2020 by Action for Smoking and health showed that smoking has a significant negative impact on individual earnings and employment prospects. Unemployment and reduced earnings due to smoking result in £14.1 bn of lost income across the UK each year. In addition, current smokers are 5% less likely to be employed than non-smokers and long terms smokers are 7.5% less likely to be employed . This equates to around 309,000 people who are unemployed because of smoking. analysis found that almost all the relationship between smoking and employment is explained by disability. Furthermore, disability has a bigger impact on the employment prospects of smokers, with disabled smokers being 12.5% less likely to be in employment than disabled non-smokers. Disability among smokers is linked to the length of time someone has smoked, confirmed by the finding from this analysis that the impact of smoking on employment in the under 30s is not statistically significant. [SmokingEmployability.pdf \(ash.org.uk\)](#)

 Building opportunities for healthier, happier and longer lives for all	✓			
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58.4% of current smokers want to quit. Stopping smoking will always be beneficial to health. After the age of 35-40 years, for every year of continued smoking, a person loses about 3 months of life expectancy.




Studies show that if smokers quit before the age of 30, they can avoid more than 90% of the smoking-attributable risk of lung cancer. Stopping smoking at age 30, 40, 50 or 60 gains, respectively, about 10, 9, 6 or 3 years of life expectancy. A similar study of British women also found that stopping smoking before the age of


40 avoids more than 90% of the increased risk of dying caused by continuing to smoke, while stopping before the age of 30 avoids over 97% of the increased risk.

- Stopping smoking reduces the risk of 50 different illnesses and conditions
- Risk of heart attack will drop by a half one year after quitting
- Risk of cancer will fall
- Overall fitness and breathing will improve

Smoking and Mental Health

It is a common misconception that smoking support mental wellbeing, aiding the smoker to deal with stress and anxiety. When in fact the opposite is true, evidence shows that after the withdrawal stage of quitting people will have reduced anxiety, depression and stress and increased positive mood compared with people who continue to smoke.

 <p>Creating safer, stronger, greener and cleaner communities where everyone belongs</p>	✓			
<p>A 2021 report by DEFRA examining tobacco litter estimated the cost to UK local authorities of around £40 million per year. The Litter strategy for England highlights <i><u>“the most effective way to tackle smoking related litter is by reducing the prevalence of smoking in the first place2</u></i></p> <p>Government explores next steps to clean up tobacco litter in England - GOV.UK (www.gov.uk)</p>				
 <p>Nurturing a child and family-friendly borough</p>	✓			
<p>One of the most effective ways to reduce the number of young people smoking is to reduce the number of adults who smoke. We know that children are heavily influenced by adult role models who smoke: Children are 90% more likely to smoke if they live in a household with a smoker. Continuing to encourage adult smokers to quit must therefore remain an important part of reducing prevalence amongst the young and achieving a smokefree generation.</p>				
 <p>Building Transport and digital connections fit for the future</p>				✓

Comments:				
 Promoting the borough and its cultural, sporting, and heritage opportunities				✓
Comments:				
Fair & Inclusive	✓			
<p>It is anticipated that the new service will have a positive impact on people of all ages, for example by reducing smoking in improving workplace health, encouraging smokefree homes and environments and preventing illnesses related to smoking.</p> <p>Evidence shows that the most deprived wards in Doncaster have the highest smoking rates, it is anticipated that the contract will help ensure that preventative interventions are available within these areas. This will have a positive impact on changing behaviour and preventing smoking related ill-health.</p> <p>Implementation of the revised model will support the aim of reducing health inequalities in Doncaster by continuing to offer support to those communities that have highest levels of need in an accessible way.</p> <p>It is expected that the provider of the service is committed to working collaboratively with existing local organisations, demonstrating social value delivery through partnerships and through delivery of services in community venues.</p>				

Legal Implications [Officer Initials: _PCol_ | Date: 15.08.23_]

34. Section 1 of the Localism Act 2011 provides the Council with a general power of competence, allowing the Council to do anything that individuals generally may do.
35. Section 111 of the Local Government Act 1972 gives the Council 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 its functions.
36. Section 2B of the National Health Service Act 2006 (as amended by Section 12 of the Health and Social Care Act 2012) places a duty on Councils in England to take appropriate steps to improve the health of the people who live in their area.
37. The procurement of a provider must be undertaken in accordance with the Council's Contract Procedure Rules and Public Contracts Regulations 2015.

38. Legal Services should be consulted at the earliest opportunity to provide the contractual documentation.

Financial Implications HR 16/08/23

39. The Council receives a ring-fenced Public Health grant annually (£26.1m in 23/24) from which there are a number of non-prescribed functions to be funded from this grant which include Stop Smoking Services and Interventions. The current Stop Smoking service has an annual budget of £619k which is fully funded from the Public Health Grant. Any future increase to the cost of the new contract will need to be met from the Public Health grant.
40. Where the council receives an uplift in the Public Health grant specifically to cover NHS pay increases this is currently passed on to the provider if relevant via a contract variation and therefore increases the overall annual cost of the service. If the council does not receive this uplift the contract needs to be clear where the responsibility of meeting these additional costs sit in order to avoid future financial pressures on the Public Health grant.

Human Resources Implications [Officer Initials: SB | Date:18.08.2023]

41. There are no obvious HR Implications arising from this ODR

Technology Implications [Officer Initials: PW Date: 11/08/23]

42. There are no technology implications in relation to this report.

RISKS AND ASSUMPTIONS

43. Failure to award contract following tendering process. The lack of a smoking cessation service would have a detrimental effect on people's ability to quit without the use of pharmacotherapy.
44. Substantial change in size or status of ring-fenced public health grant. This option assumes that the public health grant continues to be ring fenced and is of a similar quantum. A reduction in the grant will require additional savings and if the ring fence is removed, the Council may choose to use the grant differently and/or take money out of contracts.
45. Insufficient volume in contracts. As reductions in investment in any programme are almost entirely related to staff costs there is a possibility that clinical or 'face to face' hours will be reduced. Risks associated with this scenario include:
 - Increased time between referral and intervention thus there is potential for service users to dis-engage from programme and relapse.
 - Increase in individuals who do not attend as the increased waiting time means they lose interest or motivation to quit.
 - A reduced offer may mean that staff are not able to adequately support service users in their quit journey.

CONSULTATION

46. An extensive review of the smoking cessation services in Doncaster was carried out in early 2023 which explored the cost effectiveness of services and identified opportunities to reduce smoking prevalence and increase the health of our community, which included:-
- Working with partners to ensure a MECC approach
 - Awareness raising campaigns focussing on illicit tobacco and vapes.
 - Commissioning services to deliver face to face in communities, which encompasses behaviour change and harm reduction, prevention, and treatment.
47. It is a requirement of the provider that as part of the mobilisation and continual service improvement they will seek the views of smokers who are not accessing the stop smoking service in order to understand and address barriers, to ensure the service is fit for purpose and meets the needs of our communities.

BACKGROUND PAPERS

48. N/A

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