



# Doncaster Council

## Report

---

23 April 2019

To the Chair and Members of the  
Cabinet

### DONCASTER'S LOCAL DELIVERY PILOT INVESTMENT PLAN

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Cllr Nigel Ball	All	Yes

#### EXECUTIVE SUMMARY

1. This report provides an overview of the recent submission to Sport England for further investment of approximately £1.8 million for Doncaster's Local Delivery Pilot. This approach is to address the significant challenge of Doncaster's levels of inactivity which have a negative impact on the wellbeing of residents, Doncaster's economy and its environment.
2. Our approach to becoming a Sport England Local Delivery Pilot Site was approved in an earlier decision by Cabinet 23.01.18.
3. This is an exciting opportunity for Doncaster to have the capacity to work with residents and communities to test new ways of working and try new approaches that can make a difference to how we provide the right conditions for people to be more active in their day to day lives.

#### EXEMPT REPORT

4. No

## **RECOMMENDATIONS**

1. To agree to receive £1.8m from Sport England to maximise opportunities from the Local Delivery Pilot and delegate to Director of Public Health in consultation with the Chief Financial Officer and the relevant portfolio holder to ensure spend is in accordance with the bid and to undertake the accountable body role.
2. To work with partners on the Get Doncaster Moving Board to deliver the programmes outlined in this report. This will involve the development and delivery of a number programmes as outlined in the recent investment plan submitted to Sport England in February 2019.

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

5. Doncaster has persistently low levels of participation in physical activity and sport that impact on the quality of life of its residents. Creating a more active borough is an investment in developing greater human, economic, social and environmental capital. High levels of inactivity have a negative impact on the health of people, economies and the environment. Higher levels of physical activity are associated with positive outcomes such as reduced crime, pollution and traffic. Productivity, school performance, property values, health and well-being improve drastically with an active population.
6. Doncaster's success in becoming one of only 12 Sport England Local Delivery Pilots nationally provides our residents with the opportunity to live in a borough where being physical active is easily accessible.

## **BACKGROUND**

7. Doncaster has been working resolutely on addressing physical inactivity. Our compelling vision for change has been recognised by Sport England and we have been awarded with LDP status, following a competitive, 12 month application process.
8. This is a bold new approach for Sport England to build healthier, more active communities across England. Around £100 million of National Lottery funding will be invested across the projects in the 12 pilot scheme areas over four years, to create innovative solutions that make it easier for people in these communities to access sport and physical activity.
9. Doncaster is making excellent progress amongst the 12 national pilot sites and we are sharing our approach and learning nationally not only with Sport England, the other 11 LDP sites but have responded to requests for support from other localities. Recently our insight work with Sheffield Hallam University has been presented at a two Behavioural Science Conferences, won a poster presentation award and has been submitted to the Annual Conference of the European Health Psychology Society. The social impact research of the Tour de Yorkshire has been shared widely and is being used

by UK Sport to shape the future approach to major sporting events in the UK.

10. The LDP work forms an important strand of the implementation of the Get Doncaster Moving strategy, and will test and explore what it takes to secure population scale change in physical activity behaviour.
11. The Doncaster LDP vision is to:-  
  
*“Utilise physical activity and sport to contribute to our inclusive economic growth ambitions and explore how it can support our residents to benefit from Doncaster’s aspirations across all of its communities.”*  
  
The Doncaster LDP wants to play a part in tackling inequalities by addressing inactivity in those communities who do not demonstrate patterns of regular participation
12. The approach for the LDP was approved by cabinet on the 23.01.18 through the Physical Activity and Sport Strategy & Sport England Local Delivery Pilot paper.
13. This decision approved the establishment of Get Doncaster Moving Programme Board and subgroups to oversee and hold accountable delivery of the Local Delivery Pilot. It also approved the delegation for the Chief Executive in consultation with chief finance officer, Director of Public Health and portfolio holder for Public Health, Leisure & Culture to negotiate with Sport England to maximise opportunities from the Local Delivery Pilot and access significant funding to deliver programmes of activity.
14. £435,360 was awarded from Sport England in January 2019 to commission an evaluation of Doncaster’s Local Delivery Pilot (LDP) in addition to the £369,868 previously awarded for insight briefs and two temporary posts, totalling an award to Doncaster so far of £805,228.

### **Doncaster Investment Plan – February 2019**

15. Our proposal to Sport England was shaped by the insight, evidence base and learning that we have gathered including engagement work since the initial award in April 2018. Extensive engagement with stakeholders has made a significant contribution to the direction and pace of the work so far. We have seen huge value in constantly testing our findings, assumptions and ideas in a range of settings. This has included our quarterly network events that have an attendance of approximately 50 people and our annual summit of over 100 delegates alongside specific sessions with key stakeholders on a range of topics.
16. We have been clear that starting with a deep understanding of people, their lives and the barriers to being active is key to our approach. Our first investment proposal from Sport England allowed us to commission research

by Sheffield Hallam University to utilise a behaviour change methodology to assess the current physical activity levels of eight communities in Doncaster to enable appropriate targeting of interventions and assess the barriers and facilitators within those local communities.

17. The results of 1200 door step surveys demonstrated that inactivity levels in the eight communities were much higher than our previous borough wide data highlighted (see background papers for full description of the findings).

Physical Activity Classification	Number of Responses	Percentage	Sport England Data for Doncaster	Sport England Data for England
Inactive	646	57.7%	29.1%	25.2%
Fairly Active	131	11.7%	11.9%	12.5%
Active	342	30.6%	59.0%	62.3%

18. This work with our communities has informed six key proposals in our Get Doncaster Moving Investment Plan that we will receive funding for.
  - **Active Communities**
  - **Future Parks Doncaster**
  - **Doncaster Evaluation**
  - **Systems Network & Leadership**
  - **Maximising the Impact of Major Sports Events**
  - **Marketing & Communications**
  
19. The Get Doncaster Moving Investment Plan document within the background papers provides detailed information and evidence of our approach to date leading to the development of our proposals. In the Summary of Proposals document an overview of each of the proposals and evidence of match funding is demonstrated. This match funding is solely to demonstrate our commitment and the added value that we are able to provide and does not form part of the conditions of the grant award.
  
20. **Active Communities**  
Recent research that we have commissioned with Sheffield Hallam University in eight of our communities shows that our levels of inactivity are far worse

than previous borough wide surveys have shown. In addition it has demonstrated the stark differences across and within our communities; in their infrastructure, culture and their views and behaviours relating to physical activity.

Our funding proposal has requested staffing resource so we can use a range of methods with local community groups and individuals to develop sustainable initiatives, projects and events. There is funding allocated to test new ways of getting people more active that will leave long lasting changes by improving the skills and strengths of residents and communities to tackle inactivity.

21. **Future Parks Doncaster**

It is clear that parks and open spaces are an important asset to Doncaster and its residents as a way to provide free, local and accessible way for people to become active and stay active.

We are planning to use additional capacity and expertise to develop an effective delivery plan to embed parks and open spaces into the fabric of Doncaster's future growth. Currently we are progressing slowly with colleagues and stakeholders as we have limited capacity to drive this forward quickly and respond to the opportunities as they arise. Therefore extra capacity will allow the development of proposals to take place at pace and be used in future funding plans.

22. **Doncaster Evaluation**

The evaluation for Doncaster's Local Delivery Pilot will produce robust findings to be used to measure change locally and help to determine the future development of the LDP. This local evaluation process will support the national evaluation and will collect information on the key metrics required to assist the national programme evaluation.

As previously described we have already received agreement to award a contract for an evaluation provider. In addition we will be increasing the size of the Active Lives Survey which is administered by Sport England annually, helping improve the robustness of the data.

23. **Systems Network & Leadership**

To address the complex challenge of inactivity in Doncaster it cannot be left to one department or organisation alone. It is necessary that we continue our work with local decision makers to support distributed leadership within our communities/organisations. We need to communicate the complexity of the challenge and the need for system change to be sustainable.

We want to test different methods of professional development and leadership engagement furthering the skills of staff and volunteers. We will prototype a resource that would provide early year's staff with the tools needed to provide

support to families and create an active environment within their setting. The funding will allow us to deliver networking opportunities to share information, insight and learning across a wide range of sectors utilising a variety of methods.

#### 24. **Maximising the Impact of Major Sports Events**

From our recent experience, it is clear that major sporting events play an important role in engaging our communities to become more socially active and potentially for people to become active and stay active.

We will develop a longer term research project allowing us to better understand how we can increase and retain levels of physical activity using the upcoming events we are hosting. This will help us to shape a community engagement budget to support our communities to engage in these events. Investment will also be provided for a post to support the implementation of these events and release the Business Change Manager to focus on the wider Get Doncaster Moving systems work.

#### 25. **Marketing & Communications**

Our work so far has produced volumes of valuable insight that needs to form a key part of our communications approach. We know that 'Doncaster' means different things to different people; we are a borough of communities rather than a homogenous geographical area. Working with partners and stakeholders time and time again highlights the need for communication to support collaboration and sharing of resources.

Our marketing and communications requirements are complex and specialist in nature and we have limited expertise and capacity to manage a programme of this scale. We will be building on the work that has already taken place under the Get Doncaster Moving banner and include:-

- Developing strong design and creative executions
- Campaign management
- Events
- Ongoing PR support including:
- Online and social media management
- Developing and implementing a stakeholder engagement strategy
- Evaluation

### **OPTIONS CONSIDERED**

#### 26. **Option 1** Accept the funding and authorise delegation– (preferred option)

Our approach to becoming a Sport England Local Delivery Pilot Site was approved by Cabinet 23.01.18 and this paper describes the next steps in this approach based on the work over the past 12 months. It will enable officers to

proceed with the work outlined in the investment plan and realise the benefits and outcomes that we have described.

27. **Option 2** Not accepting the funding.

This is a high profile national pilot with significant potential funding opportunities for Doncaster. Not accepting the funding would jeopardise the delivery of the Sport England Local Delivery Pilot and have significant damage to our reputation to deliver a crucial piece of work that has the ability to shape future national policy. More importantly, this funding would then benefit the local residents and the potential it has to improve quality of life and wellbeing.

**REASONS FOR RECOMMENDED OPTION**

28. To ensure that we capitalise on the expertise, support and funding opportunities that the Local Delivery pilot is providing to address our stark levels of inactivity.

**IMPACT ON THE COUNCIL’S KEY OUTCOMES**

29.

	<b>Outcomes</b>	<b>Implications</b>
	<p><b>Doncaster Working:</b> Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> <li>• Better access to good fulfilling work</li> <li>• Doncaster businesses are supported to flourish</li> <li>• Inward Investment</li> </ul>	<p>The LDP’s vision to use physical activity and sport as a way to ensure Doncaster’s residents take advantage of any economic growth in Doncaster.</p>
	<p><b>Doncaster Living:</b> Our vision is for Doncaster’s people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> <li>• The town centres are the beating heart of Doncaster</li> <li>• More people can live in a good quality, affordable home</li> <li>• Healthy and Vibrant Communities through Physical Activity and Sport</li> <li>• Everyone takes responsibility for keeping Doncaster Clean</li> <li>• Building on our cultural, artistic and sporting heritage</li> </ul>	<p>The LDP contributes to the Get Doncaster Moving transformational programme ensuring there is a whole system approach to addressing our physical activity challenges.</p>

	<p><b>Doncaster Learning:</b> Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> <li>• Every child has life-changing learning experiences within and beyond school</li> <li>• Many more great teachers work in Doncaster Schools that are good or better</li> <li>• Learning in Doncaster prepares young people for the world of work</li> </ul>	<p>One of the areas of focus of the LDP is families and children. It is well evidenced that physical activity contributes to children and young people's learning.</p>
	<p><b>Doncaster Caring:</b> Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> <li>• Children have the best start in life</li> <li>• Vulnerable families and individuals have support from someone they trust</li> <li>• Older people can live well and independently in their own homes</li> </ul>	<p>Physical activity levels reduce in older age. The LDP is focussing on those residents who are the most inactive.</p>
	<p><b>Connected Council:</b></p> <ul style="list-style-type: none"> <li>• A modern, efficient and flexible workforce</li> <li>• Modern, accessible customer interactions</li> <li>• Operating within our resources and delivering value for money</li> <li>• A co-ordinated, whole person, whole life focus on the needs and aspirations of residents</li> <li>• Building community resilience and self-reliance by connecting community assets and strengths</li> <li>• Working with our partners and residents to provide effective leadership and governance</li> </ul>	<p>The LDP is utilising community insight to ensure that we build on the assets that we have and enhance community capacity to improve people's lives through physical activity.</p>



## RISKS AND ASSUMPTIONS

30. There are a number of risks associated with NOT accepting the funding from Sport England.

<b>Financial &amp; Legal/compliance</b>	Will not receive significant investment into addressing inactivity in Doncaster. Long term financial impacts will be seen via the worsening of health and productivity in the population.	<b>25</b>
<b>Organisational</b>	Without this funding the staff capacity to work on this challenge is significantly affected.	<b>25</b>
<b>Reputation / Stakeholder Management</b>	The LDP is overseen by a group of strategic stakeholders who are committed to addressing inactivity across the Borough. Our local and national reputation if we do not continue with our commitment to this national pilot will be severely affected risking future funding in this area of work.	<b>20</b>
<b>Strategic Planning &amp; Service Delivery</b>	The LDP is a core element of Get Doncaster Moving within DGT. Support and funding from Sport England. Progress severely hampered if funding plan not agreed.	<b>12</b>

## LEGAL IMPLICATIONS [Officer Initials PC      Date 19<sup>th</sup> March 2019]

31. Section 1 of the Localism Act 2011 gives the Council a general power of competence to do anything that individuals may generally do.

Section 2B of the National Health Service Act 2006 (as amended by Section 12 of the Health and Social Care Act 2012) introduced duties on Council's in England to take appropriate steps to improve the health of people who live in their area.

The adoption of a physical activity and sport strategy will help set the direction for the council to tackle public health and well- being issues within our communities.

The report author is advised that the terms and conditions attached to the funding agreements with Sport England must be complied with to ensure that claw back provisions within the terms and conditions are not invoked.

When using the funding to deliver the project, the liabilities contained within the funding agreement should be flowed down in the agreements for service delivery. Legal advice should be sought on the drafting and approval of such agreements.

Services should be procured in compliance with the Council's Contract Procedure Rules and the Public Contracts Regulations 2015.

32. Further legal advice and assistance will be required as the project progresses

#### **FINANCIAL IMPLICATIONS [Officer Initials...OB... Date...02/04/2019..]**

33. It is proposed to accept Sport England grant funding after the 19/20 budget has been set as per financial procedure rule E.10. A detailed bid has been submitted to Sport England for £1.8m to deliver six key proposals as outlined in the body of the report. An e-mail has been received from Sport England to confirm that the board members are supportive of the bid and that they will begin to progress the Lottery Funding Agreement. Managers will need to ensure that arrangements are in place for the delivery and monitoring of the grant and that the grant conditions are adhered to as per financial procedure rules E9 – E12.
34. Doncaster has been successful with its initial bid for pilot status to the Sport England Local Delivery Pilot (LDP). Doncaster is one of twelve successful locations that will receive a share of £100m funding, but until further work is done with the LDP, the exact amount of funding that will be allocated to Doncaster is not known. Allocations are currently being awarded in response to successful bids for preliminary works. Doncaster has already been successful in being awarded £0.8m for insight and evaluation work in addition to the £1.8m outlined in this report.
35. It is proposed to use the grant to deliver 6 projects as per the bid, the details of which are set out in the Summary of Proposals document in the appendices. The expenditure will be a mixture of in-house costs and commissioned work. It is anticipated that any contracts awarded in excess of £250k will not require further cabinet approval due to the delegation of responsibility approved by this report.
36. Within the bid, evidence of match funding is demonstrated. These are items of approved Council expenditure, funded by a wide range of sources including Bettercare Fund, general fund and Earmarked Reserves. It is understood that the match is included to provide reassurance to the funders of wider commitment to the programme and is not anticipated that this match funding will form part of the conditions of the grant award.

## **HUMAN RESOURCES IMPLICATIONS [Officer Initials...BT Date: 01/04/2019..]**

37. There are no obvious HR Implications as far as this particular ODR is concerned, the current Public Health Staffing Establishment incorporates a Local Delivery Pilot Programme Manager in a temporary funded post until 31<sup>st</sup> March 2021 within the Structure to co-ordinate and deliver the plans.

## **TECHNOLOGY IMPLICATIONS [Officer Initials PW Date 18/03/19]**

38. There are no specific technology implications at this stage. Any requirements for new technology to support the delivery of the Local Delivery Pilot (e.g. Doncaster Smart Parks) would need to be considered by the Technology Governance Board (TGB).

## **HEALTH IMPLICATIONS [Officer Initials CEH Date 18.03.19]**

39. Creating a more active borough is an investment in developing greater human, economic, social and environmental capital. Physical inactivity will cost one week per person per year in lost productivity (Proper et al 2006). Physical inactivity is the 4th leading risk factor for global mortality accounting for 6% of deaths globally. People who have a physically active lifestyle have a 20-35% lower risk of cardiovascular disease, coronary heart disease and stroke compared to those who have a sedentary lifestyle. Regular physical activity is also associated with a reduced risk of diabetes, obesity, osteoporosis and colon/breast cancer and with improved mental health. In older adults physical activity is associated with increased functional capacities. Doncaster has experienced low levels of physical activity and currently there is almost a third of our adult residents who are sedentary (do less than 30 minutes per week). The Sport England Local Delivery Pilot is driving key elements of Doncaster's Physical Activity and Sport Strategy which is leading to embed physical activity into the fabric of daily life and make it an easy, cost-effective and 'normal' choice for all residents.
40. It is recommended that GDM ensures that it considers the inequalities that exist in Doncaster's physical activity participation and that any projects delivered do not exacerbate these. The development and delivery of a robust evaluation framework provides a unique opportunity to review the impact of this new approach and inform future strategic planning and service delivery.

## **EQUALITY IMPLICATIONS [Officer Initials CEH Date 10.01.19]**

41. The vision for Doncaster Local Delivery Pilot aims to address the inequalities that exist in participation levels of physical activity of the residents of Doncaster. Our LDP approach will be investigating these inequalities and providing insight into how we address the gaps that currently exist. A Due Regard Statement has previously been developed for the Physical Activity and Sport and LDP paper but we will be ensuring that the work of the evaluation providers is inherent in taking due regard to where inequalities exist.

## **CONSULTATION**

42. The investment plan has been developed using the information and insight gathered from a number of sources. This has included the research with our communities, initial findings of the research on Tour de Yorkshire and our various engagement activities with colleagues, stakeholders and strategic leads across a number of organisations.
43. The plan was written in conjunction with Sport England and was endorsed by the Get Doncaster Moving Board In February 2019.

## **BACKGROUND PAPERS**

44. Physical Activity and Sport Strategy & Sport England Local Delivery Pilot paper. Approved 23.01.19  
<https://doncasterintranet.moderngov.co.uk/ieDecisionDetails.aspx?ID=1222>
45. Get Doncaster Moving Strategy <https://getdoncastermoving.org/strategy>
46. Get Doncaster Moving Investment Plan February 2019
47. Get Doncaster Moving Investment Plan February 2019 – Summary of Proposals
48. Behavioural Insights – Phase 1 Summary Report, 2019

## **REPORT AUTHOR & CONTRIBUTORS**

Clare Henry, Theme Lead – Wider Determinants of Health  
01302 734463 [clare.henry@doncaster.gov.uk](mailto:clare.henry@doncaster.gov.uk)

Andy Maddox, Business Development Manager - Leisure Services  
01302 737377 [andy.maddox@doncaster.gov.uk](mailto:andy.maddox@doncaster.gov.uk)

**Dr Rupert Suckling**  
**Director of Public Health**