



Doncaster Council

Report

Date: 11/08/20

**To the Chair and Members of the
Cabinet**

Doncaster's Local Delivery Pilot Investment Plan – Phase 4 & 5

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

EXECUTIVE SUMMARY

1. This report provides an overview of Doncaster's most recent investment proposals submitted to Sport England via the Local Delivery Pilot to address inactivity levels across the borough.
2. It recommends the acceptance of further funding of up to £6.975m from Sport England; to continue to maximise opportunities from the Local Delivery Pilot; and delegate to the Director of Public Health, in consultation with the Chief Financial Officer and the relevant Portfolio Holder, ensuring spend is in accordance with the bid and that the "accountable body role" is appropriately undertaken.
3. To date our status as a Local Delivery Pilot has secured significant investment to the value of approximately £2.64m from Sport England, in 3 phases, to develop a variety of themes and project areas – supported via Cabinet decisions on the 23/01/18, 19/02/19 and 23/04/19.
4. Previously completed insight has highlighted just how stark physical activity levels are across the borough. Approximately a third of Doncaster residents

are sedentary, performing less than 30 minutes of physical activity per week. In our most deprived communities, this figure rises to almost two thirds.

5. Following the advent of the Covid-19 crisis the Local Delivery Pilot will be an important contributor to Doncaster's recovery. It has already played a role by delivering and supporting a number of key activities addressing the psychological and physical impacts that have been evident throughout the response. This includes behavioural science led communications, virtual support, realignment of the Active Communities grants, and direct delivery of over 20,000 physical activity booklets.

EXEMPT REPORT

6. No

RECOMMENDATIONS

7. To agree to accepting funding of up to £6.975m from Sport England to continue to maximise opportunities from the Local Delivery Pilot;
 - Phase 4 investment up to the amount of £5.675m
 - Phase 5 investment up to the amount of £1.3m

And delegate to the Director of Public Health in consultation with the Chief Financial Officer and the relevant Portfolio Holder to ensure spend is in accordance with the bids and that the "accountable body role" is undertaken.

8. To work with partners on the Get Doncaster Moving Board to deliver and / or continue the projects outlined in this report and included within the most recent Phase 4 & 5 Investment Plans submitted to Sport England in March and June 2020.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

9. Doncaster has persistently low levels of participation in physical activity and sport and this impacts 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. Additionally, productivity, school performance, property values, health and well-being improve drastically with an active population.
10. Doncaster's success in becoming one of only twelve Sport England Local Delivery Pilots, nationally, is a unique and exciting prospect. It provides our residents with the opportunity to live in a borough where being physically

active is easily accessible and contributes to Doncaster being a nice place to live, care, learn and work.

11. The Local Delivery Pilot has played an anchor role over the course of the Covid response that will continue as Doncaster moves into recovery. This will be pivotal in supporting residents to return to normality. Investment elements such as 'Active Communities', 'Active Travel' and 'Parks & Open Spaces' will be of particular importance during recovery, whether this be; facilitating improvements and accessibility to public spaces and active travel infrastructure; supporting communities with 'Active' grants; or supporting residents through 'Active Community Connectors'. In doing so this will help facilitate; the demonstration of positive crowd behaviours and social norms; the support of residents' wellbeing and coping capabilities; while continuing to support Doncaster to be a healthier and more vibrant borough. All of which will be of great benefit to Doncaster residents as the dust settles and a new normal is established.

BACKGROUND

12. Doncaster has been working resolutely on addressing physical inactivity. Sport England recognised our compelling vision for change and we were awarded with Local Delivery Pilot (LDP) status, following a competitive 12 month application process.
13. The LDP is a bold new approach for Sport England to build healthier, more active communities across England. Funding was initially set to last over a 4 year period, ending in March 2021 but has since been extended for an additional 4 years, until March 2025. This is not a typical programme, at its heart the LDP aims to better assist with creating long-lasting and sustainable change beyond its delivery period.
14. The approach for the LDP was first approved by Cabinet on the 23/01/18 via the 'Physical Activity and Sport Strategy & Sport England Local Delivery Pilot' paper.
15. This initial decision approved the Get Doncaster Moving Programme Board and subgroups to oversee and act as the accountable body for delivery of the LDP. It also approved responsibility to be delegated to 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 LDP and access significant funding to deliver programmes of activity.
16. The LDP forms an important component of the implementation of the Get Doncaster Moving (GDM) Strategy and continues to test and explore what it takes to secure population scale change in physical activity behaviour.
17. 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.”

18. 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.
19. Doncaster has been making excellent progress amongst the national pilot areas. Phases 1 and 2 of investment facilitated the initial resource required to progress the Pilot, gain the appropriate insight and develop our evaluation process. We have continued to share our approaches and learning with Sport England and the other pilot areas as well as to other localities and at national conferences.
20. Doncaster’s phase 3 investment focused on the development and implementation of a number of project areas, including;
 - a. A focus on ‘Active Communities’, by providing Well Doncaster Officer capacity and Active Community Grants to empower communities.
 - b. Developing a strategy for the future of Doncaster’s parks, including 15 bespoke park plans, that are specifically designed to build upon existing assets to increase social and physical engagement.
 - c. Designing and planning a communications campaign to support the residents of Doncaster to be active.
 - d. Engaging with Team Doncaster Partners to work together to create the right conditions for Doncaster residents to be active.
 - e. Exploring how we can use major events to engage and benefit residents socially and physically.
21. More specific examples of the investment across these areas to date include;
 - a. The realignment of approx. £26,000 to develop and distribute over 20,000 printed resources, supporting our most vulnerable residents to be physically active during the Covid response and beyond.
 - b. Over £7,000 in ‘Active Community grants’ to date, funding 16 local resident / organisation led proposals benefitting physical activity levels in specific communities.
 - c. Match funding of 50% to build Well Doncaster capacity, allowing the approach to be scaled up from 1 community to 7 through to March 2021, to better support and build trust across our communities.
 - d. Research into decay curve and the social impact of major events, with a focus on the Tour de Yorkshire and UCI cycling events; including the testing and refinement of a micro-grant scheme that has had wide scale impact on community engagement, including under-represented groups.
Additional examples and detail are provided in the ‘Doncaster Stage 4 Investment Plan’ background paper.
22. Work continues on the previously identified work streams. The submitted

Phase 4 Investment Plan identifies a need for further resource to support the 'Active Communities' and 'Future Parks Doncaster' strands; while also seeking to secure investment into 'Active Travel' and 'Dance'.

23. The recently submitted 'Capacity & Evaluation' proposal also identifies a need for further funding to enable the extension of core staff posts and evaluation processes.

Doncaster Phase 4 Investment Plan – March 2020

24. The 'Doncaster Stage 4 Investment Plan' background paper provides detailed information about our progress and approach to date and the further investment requests. In the 'Investment Summary' background paper, an overview of our Phase 4 Investment proposal is provided along with evidence of match funding. 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.

25. The proposed areas to be funded within the Stage 4 Investment Plan are summarised below.

26. Active Communities

27. Initial research completed by Sheffield Hallam University identified that levels of inactivity in 8 of our communities are far worse than borough averages and demonstrated the stark differences that are apparent across and within our communities. In response to this, our Phase 3 investment included staffing resource to facilitate the development of sustainable initiatives, projects and events in conjunction with local community groups and individuals. The overall aims being to test new ways of getting people more active and creating long lasting change by improving the skills and strengths of residents and communities to tackle inactivity. This work stream has been driven in collaboration with Well Doncaster.

28. Our approach to addressing inactivity is built upon continual engagement with communities. Phase 4 investment seeks to extend our resource and provide match funding of 50% to extend the capacity of Well Doncaster Officers, enabling community engagement for a further 4 years; while also scaling up and integrating within the localities working model.

29. Future Parks

30. Parks & open spaces are most definitely an important asset to Doncaster and its residents. They are consistently identified as being valued through community engagement; and provide a free, local and accessible way for people to be active.

31. Our Phase 3 investment saw the provision of additional capacity to enable

our approach to be developed at pace in collaboration with the Land Use Consultants. Further evidence reviews, local information gathering and community engagement has been undertaken in order to develop an overarching framework and recommendations that identify; the changes most needed to set in motion a shift in our open space provision; how it is accessed, utilised and engaged with. Specifically there are now 15 bespoke plans that identify key areas for improvement.

32. All Friends of Groups were invited to a specific consultation event and some have contributed to the work that the Land Use Consultants have produced. Within the Phase 4 resources secured from Sport England there is specific resource to support all existing and new volunteer groups for parks and open spaces through the Green Space Network.
33. The Phase 4 Investment Plan requests additional funding from Sport England to deliver these recommendations; which includes resource to allow the continued development and collaboration with voluntary sector groups (i.e. Friends Of Groups) and partners.
34. In addition, the proposal includes specific capital investment into 15 of the borough's parks, as outlined in the 15 Bespoke Park Plans. It is expected that these investment works will be delivered within the financial envelope allocated by Sport England with consideration taken to the sustainability of any capital improvements. A rigorous methodological process was used to identify the 15 parks selected for capital investment and this decision was agreed at Executive Board, December 2019. Further detail is provided within the Phase 4 background papers.
35. While the work completed in collaboration with the Land Use Consultants has provided 15 bespoke park plans these should be seen as flexible outline plans. Further significant engagement will take place with residents, communities and stakeholders to help steer the investment and development within their parks.
36. **Active Travel**
37. To underpin the significant and collaborative work that has been driven by the Doncaster Active Travel Alliance that includes the Transport Team and Public Health amongst other colleagues, the Phase 4 investment plan seeks additional funding to continue to develop a whole systems approach towards active travel.
38. Our Transport Team have been successful in a multi-million pound transformational package for active travel schemes via the Transforming Cities Fund. Further investment from Phase 4 of the LDP affords the opportunity to support further testing of temporary infrastructure, travel behavioural analysis and community engagement low traffic schemes.
39. The recently adopted Walking and Cycling Strategies provide

recommendations to improve and support active travel. The Phase 4 investment will support and maximise the implementation of these recommendations.

40. **Dance**

41. Dance is identified as 1 of the 5 themes of GDM. As a none 'traditional' and informal form of physical activity, dance provides the opportunity to engage more of our residents and communities. The fact that 'traditional', formal activity does not always resonate with communities when working to address physical inactivity has continued to be highlighted over the course of the LDP.
42. To date, Doncaster has seen the adoption of a Dance Strategy along with the formation of the 'Get Doncaster Dancing' Steering Group, responsible for the implementation, governance and monitoring of the strategy.
43. Additionally, Doncaster is currently a part of the 'Dance On' Programme, funded by Sport England and supported by One Dance UK, aiming to increase physical activity and reduce social isolation in women over 55.
44. The Phase 4 Investment Plan proposes to provide the Dance On programme at scale across Doncaster, develop the dance workforce to deliver sustainable dance opportunities for inactive residents and provide resource for the dance sector to deliver the recommendations of the Dance Strategy.

Capacity & Evaluation Investment Plan

45. As has already been mentioned, the duration of the LDP has been extended from March 2021 to March 2025, to better assist with creating long-lasting and sustainable change. A number of staff posts and the current evaluation process have been funded by the LDP until March 2021.
46. To ensure that the LDP can continue to be supported, developed and implemented, the existing capacity and evaluation must also be extended for the duration of the Pilot. Additional funding from Sport England has been applied for and approved, pending DMBC acceptance.
47. GDM and the LDP are committed to sustainability and by that we mean embedding our work within existing systems to ensure physical activity is considered wherever possible. This means working with and developing communities, other departments and organisations so physical activity opportunities are and continue to be provided and considered. Examples of this include collaborative work with Street Scene, PIC, Planning and Enforcement to name a few. This is to ensure continued sustainability following programme and post end. As work continues to develop and

progress we will continue to review requirements and explore opportunities as they arise.

OPTIONS CONSIDERED

48. Option 1

To enable the continued development of the LDP by accepting up to £6.975m in Sport England funding;

- Up to £5.675m (Phase 4 Investment Plan)
- Up to £1.3m (Phase 5 Investment - Capacity & Evaluation Costs)

And authorising delegation to the Director of Public Health, in consultation with the Chief Financial Officer and relevant Portfolio Holder, enabling the continued development of the LDP.

- Cabinet previously approved our status as a Local Delivery Pilot Site on 23/01/18. Three rounds of investment from Sport England have been accepted thus far. This paper describes; the fourth phase of investment, our approach and next steps based on the work completed over the past 12 months; and our Capacity & Evaluation proposal. Choosing Option 1 will enable the continuation and further development of the LDP; Officers will be able to further proceed with the outlined work and realise the benefits and outcomes described.

49. Option 2

To prevent the further development of the LDP by not accepting up to £6.975m of Sport England funding;

- Up to £5.675m (Phase 4 Investment Plan)
- Up to £1.3m (Phase 5 Investment - Capacity & Evaluation Costs)

- The LDP is a high profile, national programme and affords the opportunity of significant funding and investment for Doncaster. By not accepting the funding, delivery of the LDP would be jeopardised; hindering our ability to deliver a crucial piece of work and our ability to shape future national policy; and ultimately leading to significant damage to our reputation. More importantly, by not accepting the funding, the benefits to our residents and the potential the investment has to improve quality of life and wellbeing will not be realised.

50. **Option 1** is the preferred and recommended option.

REASONS FOR RECOMMENDED OPTION

51. Option 1 is recommended as it will ensure that we capitalise on the expertise, support and funding opportunities that the LDP is providing, ultimately benefitting the residents of Doncaster by making physical activity more accessible, improving quality of life and wellbeing and contributing to Doncaster being a nice place to live, care, learn and work.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

	Outcomes	Implications
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	<p>Doncaster Working: Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> • Better access to good fulfilling work • Doncaster businesses are supported to flourish • Inward Investment 	<p>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>Doncaster Living: Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> • The town centres are the beating heart of Doncaster • More people can live in a good quality, affordable home • Healthy and Vibrant Communities through Physical Activity and Sport • Everyone takes responsibility for keeping Doncaster Clean • Building on our cultural, artistic and sporting heritage 	<p>The LDP contributes to the Get Doncaster Moving transformational programme ensuring there is a whole system approach to addressing our physical activity challenges.</p>
	<p>Doncaster Learning: Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> • Every child has life-changing learning experiences within and beyond school • Many more great teachers work in Doncaster Schools that are good or better • Learning in Doncaster prepares young people for the world of work 	<p>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>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> • Children have the best start in life • Vulnerable families and individuals have support from someone they trust • Older people can live well and independently in their own homes 	<p>Physical activity levels reduce in older age. The LDP is focussing on those residents who are the most inactive, helping them to live well and independently.</p>
	<p>Connected Council:</p> <ul style="list-style-type: none"> • A modern, efficient and flexible workforce • Modern, accessible customer interactions • Operating within our resources and delivering value for money • A co-ordinated, whole person, whole life focus on the needs and aspirations of residents • Building community resilience and self-reliance by connecting community assets and strengths • Working with our partners and residents to provide effective leadership and governance 	<p>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

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

Financial & Legal/compliance	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.
Organisational	Without this funding the resource and staff capacity to work on this challenge is significantly affected.
Reputation / Stakeholder Management	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.
Strategic Planning & Service Delivery	The LDP is a core element of Get Doncaster Moving within DGT that offers support and funding from Sport England. Overall progress of GDM / DGT severely hampered if funding plan not agreed.

LEGAL IMPLICATIONS [PC 17.06.20]

53. Section 1 of the Localism Act 2011 gives the Council a general power of competence to do anything that individuals may generally do.
54. 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.
55. 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.
56. 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.
57. 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 sought on the drafting and approval of such agreements.

58. Services should be procured in compliance with the Council's Contract Procedure Rules and the Public Contracts Regulations 2015.
59. Further legal advice and assistance will be required as the project progresses

FINANCIAL IMPLICATIONS [EP 23/06/20]

60. It is proposed to accept Sport England grant funding after the 20/21 budget has been set as per financial procedure rule E.10. A detailed bid has been submitted to Sport England for £6.975m over phases 4 & 5 to deliver key proposals as outlined in the body of the report. 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.
61. Doncaster previously secured £2.64m funding from Sport England to deliver the first 3 phases of the Local Delivery Pilot (LDP). 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.
62. 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 [EL 29/06/2020]

63. The current Public Health staffing establishment already incorporates a post linked to this funding, with an end date of 31st March 2021, however with the successful application of this funding, this post will need to be extended until 31st March 2025. A successful application will also require a further post to be incorporated into the structure, and recruited to, with an end date of 31st March 2025.
64. The recruiting manager should ensure that the job role summaries (JRS) for the current or any new posts fully reflect the requirements of the job. If there are any changes to a JRS, or where a new post is being created, the JRS should be submitted to Human Resources for evaluation through the GPLC system.
65. The new post should be recruited to in line with DMBC's Safer Recruitment Policy and recruitment should follow the Council's Recruitment and Selection Policy. Initially this should be open to Redeployees before being advertised internally / externally and will need to be created on the HR portal prior to any appointment.

66. Given the contract is subject to funding for 4 years the following should be noted: Employees who complete 12 months continuous service accrue redeployment rights. Employees who complete 2 years continuous service accrue employment rights.

TECHNOLOGY IMPLICATIONS [PW 17/06/20]

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

HEALTH IMPLICATIONS [CH 15/06/20]

68. 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.
69. 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). This figure rises to two thirds in our most deprived communities. The Sport England Local Delivery Pilot is driving key elements of Doncaster's Physical Activity and Sport Strategy by creating the right conditions for physical activity to be embedded into the fabric of daily life.
70. 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.

EQUALITY IMPLICATIONS [CH 15/06/20]

71. The vision for Doncaster's Local Delivery Pilot is to address the inequalities that exist in the physical activity participation levels of Doncaster residents. Our LDP approach continues to explore these inequalities, offering insight and testing interventions that address the gaps that currently exist. A Due Regard Statement has previously been developed for the Physical Activity and Sport and LDP paper and we will be ensuring we continue to take due regard where inequalities exist.

CONSULTATION

72. The investment plan has been developed using information and insight gathered from a number of sources. This has included the research with our communities and our various engagement activities with colleagues, stakeholders and strategic leads across a number of organisations.
73. The plan was written in conjunction with Sport England and was endorsed by the Get Doncaster Moving Board.

BACKGROUND PAPERS

74. -Investment Summary (Phase 4)
-Summary of Core Costs and Evaluation (Phase 5)
-Doncaster Stage 4 Investment Plan (Phase 4)
-Capacity & Evaluation Investment Plan (Phase 5)

GLOSSARY OF ACRONYMS AND ABBREVIATIONS

LDP – Local Delivery Pilot
GDM – Get Doncaster Moving

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