



Doncaster Council

Report

Date: 19th January 2022

To The Mayor and Members of Cabinet,

Levelling Up Fund (Round 1) Funding Offer

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Mayor Ros Jones Cllr Glyn Jones Cllr Joe Blackham	Town Ward	Yes

EXECUTIVE SUMMARY

1. This report seeks approval to accept the £18,610,000 Levelling Up Fund (LUF) Round 1 money awarded to Doncaster Council by the Department of Levelling Up, Housing and Communities (DLUHC).

2. On 27th October 2021, Parliamentary Under Secretary of State (Minister for Levelling Up, The Union and Constitution) Neil O'Brien MP wrote to Mayor Ros Jones CBE explaining the outcome of Doncaster Council's application to the first round of the LUF. The letter congratulated the council for a strong application and awarded the council £18,610,000.

3. Doncaster's successful LUF Round 1 package bid consisted of three complimentary projects associated with zones within Doncaster's Urban Centre Masterplan: Enterprise Marketplace; Civic and Cultural Quarter; and Waterfront East. The funding will enable capital interventions and regeneration in these key areas which are vital for the economic resilience, productivity and health and wellbeing of the area.

4. This report also seeks approval to accept the £125,000 Levelling Up Capacity Grant Funding which has been allocated to Doncaster Council by DLUHC to assist with the costs of developing this bid for Round 1 and also other future rounds of the LUF.

5. On the 19th October 2021, Johanna Howarth (Deputy Director – Funding Delivery, Cities & Local Growth Unit) wrote to Chief Executive, Damian Allen
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explaining that Doncaster Council would be awarded a capacity funding grant of £125,000 to assist with the costs of developing bids for LUF as highlighted in the Levelling Up Fund Prospectus.

6. On the 14th December 2021, Doncaster Council officers met with representative from the Levelling Up Fund Delivery Team for an Inception Meeting. The purpose of this meeting was to set out expectations and to discuss the key elements of delivery. This included a discussion around the process for making any potential adjustments to the project plan. It was outlined that a Project Adjustment Request form would need to be completed, this process could take up to 2 months for a streamlined version, or potentially longer for a standard version.

EXEMPT REPORT

7. This report is not exempt.

RECOMMENDATIONS

8. Recommendations:-

- A.** To accept the £18,610,000 Levelling Up Fund Round 1 money which has been awarded to Doncaster Council by DLUHC in respect of Doncaster Central and to add the schemes outlined in this report to the relevant part of the Council's capital programme – Economy and Environment and Corporate Resources.
- B.** To provide delegated authority to the S151 Officer to accept and agree the terms and conditions of the associated Memorandum of Understanding and any further associated Grant Agreements in respect of Doncaster Central, in consultation with the Mayor.
- C.** To provide delegated authority to the Director of Economy and Environment and the Director of Corporate Resources and Chief Financial Officer in consultation with the relevant Portfolio Holders, to accept any additional monies provided by Government for Doncaster Central schemes outlined in this report and to add these amounts to the relevant part of the Council's capital programme.
- D.** To approve the roll out of the schemes as outlined in this report, in accordance with the delegation below.
- E.** To provide delegated authority to the Director of Economy and Environment and the Director of Corporate Resources and Chief Financial Officer in consultation with the relevant Portfolio Holders for initiation and the ongoing delivery of the programme, to include; funding commitment and spending decisions and the amounts awarded to outside bodies in contracts and grants, and to agree any changes necessary to the schemes, to ensure deliverability within the timescales in accordance with the terms and

conditions of the grant. (The type of decisions likely to be delegated are contained within paragraphs 17-20 of this report).

- F. To accept the £125,000 Levelling Up Capacity Grant Funding which has been allocated to Doncaster Council by DLUHC to assist with the costs of developing LUF bids.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

9. The overarching aim of the Levelling Up Fund is to invest in capital projects to help improve local infrastructure. These improvements will have a visible, tangible impact on people and places, and support economic recovery in Doncaster.

10. Doncaster town centre is critical to the economic future of the borough and central to our levelling up programme. It is a key location in the regional strategic economic plan, which aims to increase productivity, skills, economic resilience, and the health and wellbeing of residents. The projects without Doncaster's successful application will help meet the strategic objectives of plans, and provide a more diverse town centre offer for residents.

BACKGROUND

Levelling Up Fund

11. In the March 2021 budget, Chancellor of the Exchequer Rishi Sunak MP announced a new £4.8 billion 'Levelling Up' fund aimed at improving the built environment, including cultural and heritage assets and achieving town centre regeneration.

12. Local Authorities were placed into different categories to reflect 'priority areas' for Levelling Up. Doncaster is a category 1 priority area.

13. One scheme may be accepted per local constituency, meaning Doncaster could achieve three successful submissions. Submissions may be a single bid (one project) or a package bid (up to 3 multiple complimentary projects). Submissions may total a maximum sum of £20 million. Larger high value transport schemes may submit a bid between £20-50 million.

14. Summary of LUF (Round 1) criteria:

- Meet at least one of the Round 1 themes: transport investments, regeneration and town centre investment, cultural investment
- Have a visible impact in local areas
- Include at least 10% match funding (preferably private match)
- Be deliverable by 2023/24, including demonstrating that some delivery on the ground can be started in 2021/22
- Represent value for money (benefit cost ratio, social value)
- Expectation that local MPs will be consulted, including evidence of support

from at least one MP. Public engagement/consultation is also recommended to ensure bids include local priorities.

Round 1 Application - Doncaster Central

15. Doncaster Council submitted one application for Round 1 for the Doncaster Central Constituency. The application was supported by Dame Rosie Winterton MP.

16. In the 2021 Autumn Budget, Chancellor of the Exchequer Rishi Sunak MP confirmed Doncaster had been successful with its Round 1 application and is to be awarded a total of £18,610,000.

17. The Round 1 application was a package bid consisting of three complimentary projects associated with zones within Doncaster's Urban Centre Masterplan.

18. Project 1: Enterprise Marketplace (£4.95m LUF)

- Corn Exchange – regeneration of a historic building, redeveloping with an increased arts and culture offer, as well as improvements to the building itself.
- Shop Fronts – renovate 70 shop fronts through a Grant scheme on Scot Lane and Goose Hill to create a coherent and attractive landscape in the market area. (Decision will require legal agreements between the Authority and the private businesses on the expected return for investment)

19. Project 2: Civic and Cultural Quarter (£4.70m LUF)

- St. James' Baths – redevelopment of the abandoned 1930's building alongside a commercial party to open up the iconic building again, potentially as a luxury spa and leisure facility. (Depending on the final model, will require a legal agreement between the Council and the Private occupier to stipulate the expectations and deliverables, including timeframe)
- Central Library & Copley House – demolition of derelict buildings that are no longer viable for modern use to make way for a high quality extended public realm, or potentially attract high quality private sector developments with complimentary public realm. Potential acquisitions to improve flexibility for future use and aesthetics of surrounding area. (Depending on the final model, will require a legal agreement between the Council and the Private occupier to stipulate the expectations and deliverables)

20. Project 3: Waterfront East (£8.96m LUF)

- Remediation of the site to decontaminate the area, ensure the site is in a developmental state and create a temporary public green space.
- Acquisition of key sections of land to improve access and viability of overall site.
- The site will have potential to attract a number of transformational developments which could include: the destination for a new hospital, and

supporting multiple health related infrastructure, residential, and teaching facilities; and additional opportunities to develop around the Marina.

- The Transforming Cities Fund route between the Train Station/Bus Interchange and Doncaster College on the Waterfront was included in the submission to demonstrate match funding to the overall scheme due to its connectivity enhancements for the Waterfront project. This element of the project is being delivered as per the Transforming Cities approvals.

OPTIONS CONSIDERED

21. Two options have been considered:

- a) Not to accept the Levelling Up Fund Round 1 and Capacity Grant Funding
- b) To accept the Levelling Up Fund Round 1 and Capacity Grant Funding. To approve the roll out of the approved schemes as outlined in this report. To provide delegated authority to the relevant directors for initiation and the ongoing delivery of the programme as approved, subject to deliverability within the timescales and terms and conditions of the grant.

REASONS FOR RECOMMENDED OPTION

22. Option B is recommended. We are confident Option B would be the best result for Doncaster, as it will enable capital interventions and regeneration that may not be achievable without the additional capital funding LUF provides.

23. If Doncaster did not accept the Levelling Up Round 1 Funding this would end the LUF process for the Doncaster Central constituency. It would deny Doncaster Town ward the opportunity to develop in key areas which are critical to the economic future of the overall borough as a key strategic growth area. It may also provide a negative impact for any future funding applications submitted to Government. Whereas, if Doncaster did accept the funding, there would be a vital opportunity to improve the economic resilience, productivity and health and wellbeing of the area.

24. It is also recommended that Doncaster accept the Capacity Grant Funding to cover expenditure incurred on round 1 LUF bid development and future bids. Feedback from DLUHC was that Doncaster submitted a strong application which scored well against assessment criteria. The balance of these funds will be used to develop bids for future rounds of the Levelling Up Fund which, if successful, would positively impact other areas of the borough in our other constituencies (Don Valley and Doncaster North) in similar ways.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

25.

	Outcomes	Implications
	<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 Levelling Up Fund projects present a number of vital opportunities to create a stronger economy for Doncaster Central.</p> <p>This includes:</p> <ul style="list-style-type: none"> • The renovation of 70 shop fronts through a grant scheme on Scot Lane and Goose Hill which will create a coherent and attractive landscape in the market area for retailers and shoppers. • The regeneration of the historic Corn Exchange building and the redevelopment with an increased arts and culture offer, which will support market businesses to flourish. • The revitalisation of St James Baths into a commercial entity, supporting business growth and development. <p>The remediation of the Waterfront East site will create a temporary green space and will have the potential to attract a number of investors.</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 Levelling Up Fund projects present a number of vital opportunities to increase the creative and cultural offer in Doncaster, which will support wellbeing and business success.</p> <p>This includes:</p> <ul style="list-style-type: none"> • The redevelopment of the abandoned 1930’s St James’ baths building alongside a commercial party to open up the iconic building again, potentially as a luxury spa and leisure facility.

		<p>This will create a new cultural offer for the town centre with a focus on health and wellbeing.</p> <ul style="list-style-type: none"> • The redevelopment of the Corn Exchange which will bring new opportunities for citizens in Doncaster to engage with the increased arts and culture offer. <p>The Levelling Up Fund projects present a number of vital opportunities to enhance the local environment and improve wellbeing.</p> <p>This includes:</p> <ul style="list-style-type: none"> • Remediation of the Waterfront East site to decontaminate the area, ensure the site is in a developmental state and create a new temporary public green space. This will include planting 30 new trees. This new green space will have multiple positive wellbeing impacts for people of all ages in Doncaster. • The demolition of the Central Library and Copley House buildings that are no longer viable for modern use which will make way for a high quality extended public realm. This will include the planting of 16 new trees.
	<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 	<p>The Levelling Up Fund Projects whilst will not directly improve education and learning, will increase heritage and cultural opportunities allowing for an increased understanding and appreciation.</p>

	<p>Doncaster Schools that are good or better</p> <ul style="list-style-type: none"> • Learning in Doncaster prepares young people for the world of work 	
	<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>The Levelling Up Fund Projects present the opportunity to improve physical activity and overall wellbeing.</p> <p>This includes:</p> <ul style="list-style-type: none"> • A new public realm space with accessible play equipment in the CCQ, providing a much needed space in the urban centre for play. • A new green space on the Waterfront, providing space for physical activity and open space to improve mental wellbeing. <p>The overall schemes will enhance wider wellbeing by creating a more attracting Urban Centre environment and more opportunities for residents to engage with the town centre, both of which can improve physical and mental wellbeing.</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 Levelling Up Fund Projects will enhance spaces within the urban centre, including providing investment into Council owned properties, or provide a catalyst to either sell or transform Council owned spaces that are no longer fit for purpose or economically viable. The funds will allow the Council to provide more strategically appropriate and fit for purpose assets and offers in the Urban Centre. Alongside the LUF monies, the Council investment proposed in this report will provide value for money for Doncaster and residents.</p>

RISKS AND ASSUMPTIONS

26. There are assumed risks with the delivery of the projects identified within this report. These have been detailed within the associated risk register, with mitigations and continuous assessments will be undertaken as part of the project delivery team.

27. At the time of writing, there were 14 identified risks associated with the overall project. Some of these stretched all of the identified schemes within the report, whilst other risks pertained to one of two of the identified schemes.

28. Risks can be summarised as below:

- Rising costs of the scheme due to issues relating to land, materials and supply chains;
- Match funding outlined within the application to deliver the schemes does not materialise;
- Delivery is not completed by the deadline outlined by DLUHC of March 2024;
- Ongoing impact of Covid-19.

29. The Council has vast experience of managing risks associated with major capital projects, including risks associated with the above.

LEGAL IMPLICATIONS [Officer Initials: NJD | Date: 16/12/21]

30. Section 1 of the localism act 2011 gives the council the power to do anything that individuals may generally do and section 111 of the local government act 1972 gives a local authority power to do anything which is calculated to facilitate, or is conducive or incidental to, the discharge of any of its functions.

31. The council has been provided with a template memorandum of understanding (MOU), which will be later populated and the council will be expected to sign. The MOU is not legally enforceable. It describes the understanding between the council and DLUHC for the use of the funding.

32. The funding will be paid to the council at 6 monthly intervals (usually January and July) and is provided to form part of the necessary capital investment required to deliver the levelling up proposal submitted by the council. The council must therefore use the funding in line with its proposal.

33. The council will be expected to provide evidence to demonstrate how the funding has been spent along with complying with the monitoring and assurances process set out in the MOU.

34. Legal services should be consulted at the earliest opportunity to review any

funding agreement relating to the levelling up fund round 1 for Doncaster Central and the levelling up capacity grant fund to ensure that any obligations and in particular clawback provisions are passed down to third party recipients when administering grant funding.

35. Works, goods and services must be procured in accordance with the Councils contract procedure rules and public contracts regulation 2015 and the Councils contract procedure rules.

36. Where the council provides grants, specific legal advice should be sought on complying with the department for business, energy and industrial strategy's technical guidance on the UK's international subsidy control commitments and summary guide to awarding subsidies and amended or replaced from time to time.

37. Further legal advice will be required as the project progresses.

FINANCIAL IMPLICATIONS [Officer Initials: CA | Date: 21/12/21]

Levelling Up Fund Round 1

38. The Council was successful in its Levelling Up Fund application and will be awarded £18,610,000 for Doncaster Central. The projected spend profile for LUF grant and Council match funding is shown below:

Scheme	21/22 £'000	22/23 £'000	23/24 £'000	Total £'000
CCQ Copley / Library	50	1,353	1,916	3,319
CCQ St James	0	612	773	1,385
Market Corn Exchange	107	688	3,523	4,319
Market Shop Fronts	70	652	410	1,132
Waterfront East	0	2,543	6,417	8,960
Waterfront TCF	147	272	0	419
Total	374	6,120	13,041	19,534
LUF element	227	5,848	12,535	18,610

39. The above schemes will be added to the relevant parts of the Council's capital programme. The programme costs shown above will be funded by LUF and local contributions, including £0.5m Council funding for the Corn Exchange which is already approved within the capital programme and will need to be transferred to the LUF scheme and £0.4m TCF grant funding which has been approved by the SYMCA Transport and Environment Board.

40. In addition to the above scheme costs, the Waterfront East project may include some acquisitions which will be funded by the Strategic Acquisitions budget, already approved within the Council's capital programme. Any decisions in respect of land and property will need to be taken according to the Council's Financial Procedure Rules (FPR C20 covers disposals and acquisitions) and the budget transferred to the relevant scheme. In line with the capital key decision threshold, where the estimated disposal value is less than £1,000,000 the Property Officer,

having taken financial and legal advice, may arrange for the disposal of land or property. In respect of the acquisition of land and property, where budget provision for an acquisition exists within the total Council budget, the Property Officer may approve a purchase of land or property.

41. The LUF application also included estimates for private sector match, including a significant amount in respect of St James' Baths. As the business cases are developed and private sector contributions are confirmed, the amounts will be added to the relevant scheme in the capital programme where appropriate.

42. Key points regarding the funding from the policy prospectus, draft MOU and FAQs are as follows:

- LUF is a capital grant issued under Section 50 of the United Kingdom Internal Markets Act 2020 ('UKIM'),
- All funding to be spent by 31st March 2024 – this risk will need to be carefully managed given a large proportion of the spend is profiled to take place in 2023/24
- Some funding should be spent in 2021/22 – the amount is not specified but the Council needs to demonstrate investment or begin delivery on the ground this financial year. Eligible expenditure in 2021-22 can include capital development costs.
- Local financial contribution expected (match funding) of at least 10% - this requirement is met when taking into account the overall programme value, which includes council funding (existing approved budgets – earmarked reserves and capital programme) and TCF grant funding and in addition, there is an assumed amount of private sector investment match.
- The first payment of grant will be made in February 2022 and then 6 monthly in July/January following submission of a s151 officer signed Statement of Grant Usage and corresponding quarterly monitoring return.
- DLUHC may make appropriate adjustments to payments or withhold payments where there are significant concerns over delivery.
- The Council will be responsible for meeting any cost overruns and the underwriting of funding contributions expected from third parties.
- The Council will need to comply with DLUHC's Monitoring and Evaluation requirements as failure to do so may result in funding being withheld.

43. Grant acceptance and/or commitment is subject to key decision rules. The recommendation in this report is to delegate commitment and spending decisions in preparation for timely decisions once the business cases for individual projects have been further developed, at which point the financial implications and risks can be fully considered, taking into account any further guidance from DLUHC in respect of funding terms and conditions.

44. There may be some one-off initial costs that cannot be charged to the capital programme or covered by the LUF grant funding. These costs will need to be identified and funding sought from the earmarked reserve that was set up to meet the one-off revenue costs associated with major capital projects.

45. There are likely to be ongoing revenue implications as a result of the capital projects e.g. maintenance of new public realm, which will need to be quantified as projects are further developed. Funding will need to be sought where ongoing revenue requirements cannot be transferred from the Council.

46. The Shop Fronts scheme may involve grants to outside bodies. The Council's

Financial Procedure Rules E.16 – E.18 cover Grants to Outside Bodies and these procedure rules will need to be complied with, including record keeping, monitoring requirements and legally binding agreements being in place between the Council and the recipient(s).

LUF Capacity Funding

47. In October 2021 the council received a grant determination letter in respect of £125k capacity grant funding which was transferred to the council at the end of August 2021. The grant is revenue funding awarded under a section 50 non-ringfenced transfer, to assist with the costs of developing bids for future rounds of the levelling up fund with the expectation that local authorities would not be able to use the capacity funding in time to support bids for the first round. The council will use this grant to cover some of the costs incurred in submitting the first round LUF bid (c£100k) and bids for future rounds but there is likely to be a cost pressure in developing future bids beyond the level of funding that has been made available to date.

HUMAN RESOURCES IMPLICATIONS [Officer Initials: SH | Date: 01/12/21]

48. There are no specific human resources implications associated with this report.

TECHNOLOGY IMPLICATIONS [OFFICER INITIALS: PW | DATE: 07/12/21]

49. There are no specific technology implications relating to recommendations outlined in this report. Digital & ICT should be consulted as part of the development of the schemes to provide any necessary technical expertise and input, where applicable.

HEALTH IMPLICATIONS [Officer Initials: KT | Date: 08/12/21]

50. This presents a vital opportunity to bring about positive change that considers health and wellbeing of residents and visitors to Doncaster town ward. The redevelopment and regeneration of the Corn Exchange and St James's baths will provide an attractive environment, enhancing cultural wellbeing and civic pride. The creation of an extended high quality public realm including trees and family play zone, will promote and increase health and wellbeing in terms of access to green space, community cohesion, resident safety and social interaction. Accessibility of all parts of the development should be considered at each stage of the proposed projects, to ensure inclusive and fair access for all. The findings identified in the community online engagement exercise should feature throughout the proposed developments as continued engagement with the community is important in ensuring that these developments reflect the needs of the community they will serve. The projects identified in the round 1 application offer opportunity for a growth in employment prospects and the creation of high quality jobs. This opportunity should be maximised, where possible, as the links between high quality employment opportunities and an increase in health and wellbeing, as well as a reduction in health inequalities, are well established. Public health supports option

b to accept the levelling up fund round 1 and capacity grant funding.

EQUALITY IMPLICATIONS [Officer Initials: EA | Date: 24/11/21]

51. All capital works are scrutinised in terms of inclusion and access and are subject to due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it, in particular, to the need to:

- remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
- take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of the persons who do not share it; and
- encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

52. This applies to the council and in relation to any ongoing partnership work and compliance to these standards will form part of our appraisal process for any procured or commissioned activity within this project.

53. The proposals within our project are designed to improve the quality and accessibility of historic cultural buildings and new public realm and green space. Within the schemes physical accessibility has been accounted for to ensure those with wheelchair or similar requirements can enjoy and access the improved facilities. The public realm and green space will be designed to the highest quality with an appropriate number of benches and facilities for all ages to enjoy. Both the Corn Exchange and St. James' baths will have appropriate life requirements at building regulation standards to ensure full floor access to all. Equalities in the widest sense are at the forefront of our work, and the principles of inclusion and access are a prime consideration in all our public works.

54. Where required, additional equalities consultation will be undertaken.

CONSULTATION

55. Consultation was conducted during the application process in order to understand local problems and issues from the community point of view. This consultation was conducted by a third-party partnership (Locality and Commonplace) using digital tools and telephone interviews to support easy and wide access to ensure a good response and sample size to determine sentiment across the proposed projects. More than 300 responses were received.

56. Each project received an overall positive rating (respondents indicated that they felt positively or mostly positively) of 71% to 77%. Negative comments were often linked to a desire of some residents for investment in areas other than Doncaster town centre (outlying residential communities and townships). Those

comments will be reflected with further LUF applications in our other constituencies (Don Valley and Doncaster North), where specific consultation will be taken at the time.

57. Further consultations will be conducted at key stages throughout the project timeline.

BACKGROUND PAPERS

58.

- Doncaster LUF Round 1 Outcome Letter
- Doncaster LUF Capacity Fund Letter
- Doncaster Council's final Levelling Up Fund Round 1 application is available upon request in full.

Annexes

59.

- Annex A: Levelling Up Fund (Round 1) Artists Impression Images

GLOSSARY OF ACRONYMS AND ABBREVIATIONS

60.

- DLUHC – Department for Levelling Up, Housing and Communities
- LUF – Levelling Up Fund

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