



Doncaster Council

Report

Date: 22.06.22

To the Chair and Members of Cabinet

Locality Investment 2022-24

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

EXECUTIVE SUMMARY

1. Doncaster Council is working with Doncaster Clinical Commissioning group to develop a new way of working with the Voluntary, Community and Faith Sector to coproduce, collaborative locality investment plans to respond to local community insights and the four approved locality plans. This approach builds on the community centred approaches of Well Doncaster and the investment approaches used during the COVID pandemic to address community needs and ultimately improve health and wellbeing across all localities.

Voluntary Community and Faith Sector groups have developed outline business cases that address and deliver community priorities in-line with the four locality plans

The Council and Clinical Commissioning Group hold a joint non-recurrent resource through the Better Care Fund, and it is proposed to use this funding to progress this approach and utilise learning to inform wider recurrent investment plans. The funding will be allocated to each locality based on population size and deprivation to maximise the impact on addressing health inequalities.

Further due diligence is outlined to ensure the resource goes to address neighbourhoods with the greatest need and can demonstrate impact.

EXEMPT REPORT

2. No

RECOMMENDATIONS

3. Cabinet is asked to approve the allocation of £2.039m from the Better Care Fund (BCF) non-recurrent reserves for locality investment across Doncaster and to delegate final decisions to the Council's Director of Public Health and Director of Corporate Resources in consultation with the Chair of the Health and Wellbeing Board and Portfolio Holder for Children's Social Care, Communities & Equalities, subject to completed due diligence.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

4. Approving the approach and delegation will aid the work already in progress with the Voluntary Community and Faith Sector (VCFS) in investing in solutions that address community priorities based on community insight. It will improve economic prosperity within our localities, creating an opportunity to lever investment in the VCFS to directly support the health and wellbeing of individuals and families at hyper local levels. This will improve opportunities and life chances for residents and communities, showcase local achievements within each locality and highlight and build upon strength-based community centred approaches. This approach promotes local decision making, leaving no one behind and creating opportunities to celebrate our community spirit.

BACKGROUND

5. The Better Care Fund (BCF) supports local systems to successfully deliver the integration of health and social care in a way that supports person-centred care, sustainability and better outcomes for people and carers. The BCF encourages integration by requiring Clinical Commissioning Groups (CCGs) and local authorities to enter into pooled budget arrangements and agree an integrated spending plan. The BCF includes a set of outcome measures including reducing use of secondary care and independent living at home.
6. Since 2015 Well Doncaster has demonstrated and added to the existing evidence base that investing in, supporting, working with, and empowering communities facilitates healthy communities. Some of the defining characteristics of Well Doncaster include a continued commitment to using community centred approaches in creating a community led health and wealth approach, encouraging, and facilitating asset-based discussions with residents and ensuring communities are involved in decision-making about where they live, work and play.
7. In 2021 the Local Solution Community Investment Fund (LSCIF) was launched and supported by Well Doncaster as a test and learn project using community centred approaches. The LSCIF offered funding to community organisations of all sizes to support community activity that met community priorities identified through community insight, local intelligence, and data to support local VCFS organisations recover from the impact of COVID-19 and reduce use of primary and secondary care.

8. The outcomes from the LSCIF demonstrated that embedding community centred approaches such as community insight through Appreciative Inquiry, World Cafés, participatory budgeting, and participatory appraisals leads to innovative, hyper-local support that is tailored to each community. Using these approaches provides confidence to all stakeholders, including communities and commissioners that the investment will meet community priorities at a hyper local level, moving residents away from primary and secondary care and will be delivered in ways that meet community needs and aspirations.
9. Local partners were keen to build on this work and establish a new form of community investment. The council has worked with Doncaster's CCG and VCFS organisations to establish a process to invest locally which aligns with two of the four quadrants of the locality approach; Locality Commissioning/Investment and Asset Based Community Development and will be a means to co-deliver with the VCFS against some of the actions and priorities in the recently approved Locality Plans.
10. An indicative community investment pot of £2.039 million was proposed and approved by the Joint Commissioning Management Board (JCMB), which would be allocated to each locality based on population size and deprivation to maximise the impact on addressing health inequalities. An initial event was held in February 2022 with local VCFS organisations to explain the ambition and ask for the Sector to work together and design a collaborative approach for investment in each of the four localities.
11. VCFS organisations were invited and supported by the Well Doncaster Team to work collaboratively to develop outline business cases for each locality addressing community priorities as identified through community insight and the Locality Plans. Investment for 2020-22 was mapped against the identified priorities and the priorities which have received the least amount of investment were highlighted as the focus for co-designing solutions. Below is a list of the previous investment sources included in the mapping:
 - Community Investment Fund- Round One and Two
 - Local Solutions Community Hub
 - Community Booster Fund
 - Barrier Buster
 - Active Community Grant
 - Families Fund
 - Dragons Den
 - Fighting Back Fund
 - VCFS Fund

The investment is mapped out against the priorities by locality and RAG rated in the table below:

Locality	Insight Source	Priorities	Previous Investment
South	Community Profiles	Enable Positive Lifestyle Choices	£94,899.18
	Community Profiles	Prevention and Long Term Condition Self-Management	£494.66
	Locality Plans	Neighbourhood safety	£4947

	Locality Plans/Appreciative Inquiry	Mental Health Support	£123,803.95
	Locality Plans/Appreciative Inquiry	Financial Security- Inc. Fuel Poverty, Education, Employment	£162,800
	Appreciative Inquiry	Community Assets	£85,575
	Appreciative Inquiry	Community Spirit	£1716.50
	Appreciative Inquiry	Children and Young People	£83,702
Central	Community Profiles	Enable positive lifestyle choices	£92,691.30
	Locality Plans/Appreciative Inquiry	Support financial security- Inc. Fuel Poverty, Education, Employment	£97,149
	Locality Plans/Appreciative Inquiry	Mental health support and awareness	£92,691.30
	Appreciative Inquiry/Get Doncaster Moving	Support physical activity	£499.39
	Appreciative Inquiry	Increase community groups and activities	£292,959
	Appreciative Inquiry	Increased use of community assets -buildings	£60,000
	Appreciative Inquiry	Develop green space	£0
	Appreciative Inquiry	Amenities and High Streets	£0
	Appreciative Inquiry	Strengthen Community spirit	£750
North	Community Profiles	Enable Positive Lifestyle Choices	£33,365.79
	Community Profiles	Prevention and Long Term Condition Self-Management	£5,720.00
	Locality Plans/Appreciative Inquiry	Support financial security- Inc. Fuel Poverty, Education, Employment	£125,922.39
	Appreciative Inquiry/Get Doncaster Moving	Increase physical activity	£31,742.00
	Appreciative Inquiry	Children and Young People	£148,285.80
	Appreciative Inquiry	Strengthen community leadership	£0
	Appreciative Inquiry	Community spirit	£1,250.00
	Appreciative Inquiry	Develop green spaces	£2,595.27

	Appreciative Inquiry	Increase use of building assets	£9,911.00
East	Community Profiles	Prevention and Long Term Condition Self-Management	£29,486
	Locality Plans/Appreciative Inquiry	Support financial security- Inc. Fuel Poverty, Education, Employment	£28,958
	Appreciative Inquiry/Get Doncaster Moving	Increase physical activity	£14,033.46
	Appreciative Inquiry	Children and Young People	£89,468
	Appreciative Inquiry	Develop an accessible community culture	£136,554
	Appreciative Inquiry	Increased use of community assets -buildings	£5313
	Appreciative Inquiry	Increase use of community building	£1,956
	Appreciative Inquiry	Amenities and High Streets	£60,000
	Appreciative Inquiry	Revitalise underused building and land	£0

12. The Locality Investment is to support and maximise the energy and innovation community groups bring to Doncaster. The funding is to support organisations in growing, adapting and sustaining services and activities that seek to build on the strengths of a community, tackle community challenges, increase accessibility and address the most prevalent health and wealth inequalities.

Criteria for funding and due diligence

Organisations must be either a UK registered charity, community interest company, social enterprise organisation, credit union or a not-for-profit company limited by guarantee and constituted groups.

Business cases need to evidence how the proposed service/activity would address at least one priority area, why that is a challenge in relation to people and/or place they target and the impact of the service/activity in creating and contributing to sustained positive change.

Depending on the scope of the business cases legal and procurement advice will be sought to ensure services are secured in line with financial and procurement guidance. Each successful organisation will have a grant/contract manager to work with the applicant to agree outputs/KPIs. All successful applicants will provide a series of case studies and evidence of community impact and provide financial governance.

A key element of Community Centred Approaches is increasing opportunities for residents and communities to be involved in local decision making. A participatory appraisal approach will be used through a community panel. Each application will be scored by a community panel tailored to a community, ward, or locality. The panels could consist of Ward Members, residents, and sector representatives. Creating community specific panels is an evidenced based way of working and ensures equity, as local knowledge and experience is at the heart of decision making.

13. This approach to commissioning fosters collaboration and innovation, within both the Third and statutory sector. Locality workshops and collaborative conversations took place from February to develop a blended, collaborative business case for each locality. The business cases will be reviewed by the Joint Commissioning Operational Group and put forward to Joint Commissioning Management Board (JCMB) for approval.

14. The outline business case to date have clearly responded to the community priorities as described in the Locality Plans and the proposed delivery is spread across each locality, with resources reaching residents throughout the borough. Each locality would like to progress the option of a community participatory budget with a community panel. The themes for each business case are as follows:

Central total investment £793,456

Theme 1: Children and young people's mental and physical health
Theme 2: Community spirit and assets
Theme 3: Financial security: employment, skills and training

North total investment £475,206.21

Theme 1: Improve Young people's mental and physical health and wellbeing
Theme 2: Employment, skills training, and positive lifestyle choices
Theme 3: Upskill community champions, group leaders, private business leaders to continue to address trauma.

South total investment £442,070

8 key priorities for the south

- Employment and training
- Mental health support and awareness
- Enabling positive lifestyle choices including weight management,
- Increasing use of community assets
- Children and young people's provision
- Neighbourhood safety
- Increasing sense of Community Spirit
- Prevention or self-management of prevalent health

East total investment £324,329

Theme 1: Assets/green spaces

Theme 2: Fuel poverty

Theme 3: Community spirit

All the draft business cases address community needs through a wider determinants approach, and give insight into areas where community capacity is required, including:

- Improve levels of physical activity
- Reduce alcohol dependency and alcohol related crisis
- Improve financial independence
- Reduce fuel poverty
- Improve community cohesion and community spirit
- Improve skills, resilience, and aspiration
- Improve mental health outcomes including reduction of suicidal thinking, self-harm, and aggression
- Improve happiness, life satisfaction and wellbeing and result in better coping strategies to face day to day challenges
- Improved relationships with family members and the wider community
- Reduce anxiety, loneliness, and social isolation
- Improve long term management of respiratory conditions including COPD and Long Covid
- To enable positive sustainable outcomes

15. The draft business proposals were reviewed in May 2022 by Rupert Suckling-Director of Public Health, Cllr Rachael Blake – Portfolio Holder for Children’s Social Care, Communities and Equalities, Cllr Nigel Ball – Portfolio Holder for Public Health, Leisure, Culture and Planning, Charlene Welsby-Commissioning Manager and Vanessa Powell-Hoyland-Public Health Lead and Anthony Fitzgerald-Chief of Strategy and Delivery from the CCG. It was recognised that further work was needed to ensure smaller organisations are written into the process to have equity and so work is underway to look at how a participatory budget would work in each locality, a methodology of a local panel leading to local decision making.
16. The revised locality investment full business cases will be taken to JCOG and JCMB for approval to ensure an open and transparent process. Working closely with Rupert Suckling, Anthony Fitzgerald and Cllr Blake and Holly Wilson-Head of Procurement to undertake a comprehensive appraisal of the business cases and the approach. Following JCMB, approval Officer Decision Records will be completed to set out a more detailed spending plan and approved in line with delegation of decisions as recommended.
17. The business cases will propose delivery over two years and sustainability moving forward will be factored into decision making. This approach to locality investment utilises non-recurrent funds to test and learn innovative commissioning approaches, building collaboration and encouraging local decision making. The learning from this process will be utilised to inform the wider Council’s investment plans of recurrent spend.

OPTIONS CONSIDERED

18. Option 1: To approve the allocation of £2.039m from the BCF non-recurrent reserves for locality investment across Doncaster and to delegate final decisions to the Director of Public Health and Director of Corporate Resources in consultation with the Cabinet member for Children's Social Care, Communities & Equalities, subject to completed due diligence. Recommended option.

Option 2: To continue with traditional grant processes

Option 3: To do nothing

REASONS FOR RECOMMENDED OPTION

19. **Option 1:** The locality investment proposal provides an exciting opportunity to use non-recurrent funds to test and learn new approaches to commissioning and be recognised as an ambitious and aspirational borough, leading the way in creative bold community placed based commissioning.
20. The option proposed fosters collaboration for impact and the development and delivery of hyper local solutions in line with community priorities. The approach builds capacity within the VCFS and wider communities and invests and enriches community assets of both people and place.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

21.

	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>Approving the delegation will support the locality investment to be cascaded to grass roots organisations, therefore creating investment to the borough, creating jobs and opportunities</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 	<p>Investment to the VCFS and provide future generations with better opportunities, encouraging them to stay in the area and continue to shape Doncaster for many years to come.</p>

	<p>quality, affordable home</p> <ul style="list-style-type: none"> • 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>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>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>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>Investment in the VCFS will support the existing locality investment and will aid achieving the priorities set out in the Borough Strategy.</p>

RISKS AND ASSUMPTIONS

22. The main risk is the maturity of the local commissioning and delivery systems to work in this collaborative way to coproduce robust business cases. Smaller Voluntary Community and Faith Sector organisations may not have the time to devote to developing proposals. Establishing a participatory budget as part of each locality business case will enable smaller organisations access to funding but may result in less impactful and coordinated business cases.

LEGAL IMPLICATIONS [Officer Initials.....SRF... Date.....20/05/2022.....]

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

Any spending decisions should be compliant with Contract procedure Rules and Financial Procedure Rules and recipients and contractors should complete formal legal agreements setting out their obligations in relation to the funding.

It would be prudent to develop assessment criteria to evaluate competing proposals and funding bids against.

FINANCIAL IMPLICATIONS [Officer Initials...HR..... Date.....20/05/2022.....]

24. The Health and Social Care Transformation Fund earmarked reserve (ref no. 2014-24) was established from joint health and social care grants including the BCF to support the transformation of health and social care and delivering the Place Plan. The reserve currently has an uncommitted balance of £3.061m on approval of this report the uncommitted balance will reduce to £1.022m.
25. There are clearly defined governance arrangements in place for agreeing schemes to be funded from this reserve between the Council and Doncaster CCG. This is through business cases being presented to the Health & Social Care JCMB and JCOG for approval and subsequently monitored. The principle of using the £2.039m has been discussed but formal agreement and presentation of the business cases is yet to take place, approval from both JCMB and JCOG is therefore required before any schemes commence.
26. This report seeks approval to delegate final decisions to the Director of Public Health and Director of Corporate Resources in consultation with the Chair of the Health and Wellbeing Board and Portfolio Holder for Children's Social Care, Communities & Equalities. Therefore following approval of this report and formal approval from JCMB and JCOG, further reports via Officer Decision Records should be completed to set out a more detailed spending plan across the areas identified in paragraph 14 of this report.

HUMAN RESOURCES IMPLICATIONS [Officer Initials...EL... Date...19/05/2022.....]

27. There are no direct HR implications within this report.

TECHNOLOGY IMPLICATIONS [Officer Initials...PW..... Date.....19/05/2022.....]

28. There are no anticipated technology implications. However, early engagement with Digital and ICT will be needed in relation to any arising technology requirements.

HEALTH IMPLICATIONS [Officer Initials.....ENH.....Date19/05/2022.....]

29. The approach targets community solutions to better health and wellbeing by addressing wider determinates of health and priorities identified by the community to supports all resident. Steps have been taken in the approach to mitigate risk of widening inequalities. Sustainability of interventions and how they work with existing services across partners need to be considered.

EQUALITY IMPLICATIONS [Officer Initials...ENH..... Date.....19/05/2022.....]

30. It is important commissioners and service providers tailor services to meet the needs of the population and take on board comments and suggestions to ensure services are accessible, responsive and appropriate for the population they serve. This approach aims to provide locally based access to support and will be delivered across the borough.

CONSULTATION

31. There has been a series of community locality investment workshops over the best 3 months, building on the community action and locality plans themes. There are workshops planned for May and June to progress the draft proposals

BACKGROUND PAPERS

32. NA

GLOSSARY OF ACRONYMS AND ABBREVIATIONS

CCG - Clinical Commissioning Group
VCFS - Voluntary Community and Faith Sector
BCF - Better Care Fund
LSCIF - Local Solution Community Investment Fund
JCOG - Joint Commissioning Operational Group
JCMB - Joint Commissioning Management Board

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