

Doncaster Council

Asset Management Strategy 2023-2030

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FOREWORD FROM THE MAYOR OF DONCASTER

Welcome to Doncaster Council's Asset Management Strategy.

Team Doncaster has recently set out their ambitions for Doncaster in the Borough Strategy – Doncaster Delivering Together. This covers a range of themes such as economy, education, health and social care, community safety, and the environment. We identify our 'Great 8' priorities and our commitment to working together in partnership with public and private sector organisations, businesses, residents and the voluntary and community sector.

The Council needs to provide its teams and services with the physical assets required to deliver our strategic objectives and operational priorities; and in doing so, will support residents, partners and businesses to realise our collective ambitions.

This Asset Management Strategy will guide future decisions associated with the use, acquisition and disposal of the Council's property assets over the next decade.

It sets out how we will ensure that our assets are managed efficiently and sustainably, such that they remain fit-for-purpose and thus support front line services to delivery their core functions to our residents and businesses. Our strategy will be mindful of new technologies and ways of working, as well as putting the environment at the forefront of our thinking to ensure that our carbon footprint and any negative impact on the environment is minimised.

Damien Allen, Chief Executive, Doncaster Council

Ros Jones, Elected Mayor of Doncaster

OUR VISION

"To have an effective and efficient estate that enables the provision of high-quality services, provides value for money, and maximised opportunities for income streams; whilst causing minimal environmental harm."

DEVELOPING THE STRATEGY

This is a service-led asset management strategy, which seeks to enable service areas to deliver on their operational and strategic goals, both in the long and short term and is not intended to dictate what or how services are provided.

At the heart of all our strategies and plans is the Borough Strategy – Doncaster Delivering Together. This sets out the Borough's overarching ambitions. In turn, we have a Corporate Plan – which sets out the Council's contributions to our Team Doncaster ambitions; and individual directorate and service plans, which identify the priorities of each distinct service area within the Council.

It is these documents from which our Asset Strategy is derived. Service leads have reviewed their priorities along with our existing assets, and identified the maintenance, acquisition and disposal requirements going forward. This information has been considered collectively to identify what our Asset Management Strategy needs to accomplish.

The strategy will focus on the high-level principles on which our decisions will be made and the high-level work streams we will focus on in the coming years.



STRATEGIC CONTEXT

Doncaster Council is part of the Team Doncaster strategic partnership. Team Doncaster has a series of overarching strategies and plans to which Doncaster stakeholders have co-developed, approved and adopted.



Launched in September 2021, Doncaster Delivering Together (DDT) is our new 10-year Borough Strategy.

<https://www.teamdoncaster.org.uk/doncaster-delivering-together>

Doncaster and the world around us is changing. It is time to rethink what this means

for Doncaster's residents and communities, so we can live well together now and in the future.

Doncaster Delivering Together is about **Thriving People, Places & Planet**. It emphasises the need to improve wellbeing and builds on the success of our previous Borough Strategy '[Doncaster Growing Together 2017-2021](#)'

The Wellbeing Wheel shows our six long-term goals - 'beacons' that we are working towards; and below

are our 'Great 8 Priorities'.



The Borough Strategy and the Wellbeing Goals will be supported by a range of Team Doncaster policies and strategies, with a common purpose in our ambitions for the borough. These include:

- Medium Term Financial Strategy and financial plans
- [Environment & Sustainability Strategy](#)
- [Climate Change & Biodiversity Commission](#)
- [Inclusive Growth Strategy](#)
- Transport & Infrastructure Strategy*
- [Local Plan](#)
- Strategic Growth Area Plans*
- Doncaster delivering together Investment plan
- [Community Safety Strategy](#)
- [Housing Strategy](#)
- [Health & Wellbeing Strategy](#)
- [Place Plan](#)
- [Education and Skills 2030](#)
- Cultural Strategy*

How will we do it?



- Children and Young People's Plan*
- Community Lettings and Asset Transfer Policy
[Underlined documents are link-enabled to published documents; plain text are currently in development]

KEY ACHIEVEMENTS SO FAR

Our long-term work and investment on major regeneration schemes such as the Civic Quarter and Herten Triangle are coming to fruition and we are supporting and stimulating further investment and development by others such as the new Station Gateway proposals

- Library /Station/ Great York shire Way & FARRRS, Grade II listed Wool Market
- Corporate landlord model implementation
- Acquired 19 new investment sites to support strategic regeneration initiatives.
- Future Strategic acquisition plan to maximise investment in key areas of regeneration and to support approved Masterplans
- Contributed to the development of Your Way of Working – Civic Office / North Bridge Depot
- Delivered transformational change through the Urban Centre Masterplan / Levelling Up Fund – Central Library and Corn Exchange projects
- Delivered fit for purpose assets for future service delivery. We have remodelled the former Museum to create a fit for purpose Archives facility and are continuing to invest in and improve our key heritage assets - Cusworth Hall and the Mansion House
- Working with Strategic Partners to:
 - Improve service delivery for communities through the use of our assets – Bentley GP hub
 - Retrofits to existing assets to deliver improved environmental sustainability – Askern Leisure Centre
- Transfer of assets into the housing delivery programme enabling the provision of more than 400 new council rented homes since 2013-14
- Support for the development / roll out of EV charging capacity
- Increased NNDR income through asset release and development
- Increased green space and reduced dwelling volume on sites we have/are disposing of to support the sustainability agenda
- An initial appraisal has been completed of the scale of investment needed to improve the Council's housing stock to a net zero standard
- The St Leger Homes Doncaster (SLHD) four year Thermal Improvement Programme has been launched to invest £12m in improving the energy efficiency of 1,800 homes with more than 500 completed so far
- More than 3,000 detailed stock condition surveys have been completed on SLHD stock, with 3,000 more in the pipeline, providing accurate and up to date data for a new Asset Management Strategy for the stock in 2023-24

DN17:

- 71 Assets sold
- Receipts £15,162,115
- Site areas total 340.7 acres
- Revenue savings £792,000

- Development of Herten Triangle, CCQ and the Savoy Units
- Strategic Acquisitions – supporting place shaping strategies – Station Gateway / Town deal
- Housing developments with partners
 - Number of houses 98
 - Receipt values £290,000
 - Acres developed 8.33 acres

Doncaster Urban Centre Masterplan:

The masterplan acts as a prospectus for investment and change in Doncaster, enabling all parties to unite and capitalise upon the potential that exists.

Whilst the focus of the masterplan is the town core, the benefits of growth extend much further, supporting all of our local communities. The key to the success is recognition that the centre of Doncaster forms part of a wider network for the borough and beyond, which relies upon connections that benefit all of Doncaster.

Along with the full Doncaster Urban Centre Masterplan, plans for regeneration in other town centres across the borough have been developed

Great Yorkshire Way: The Finningley and Rossington Regeneration Route Scheme (FARRRS) project - now known as Great Yorkshire Way - has provided a new highway from the M18 at junction three to Doncaster Sheffield Airport with links into Rossington and the iPort development

REGIONAL CONTEXT

South Yorkshire Mayoral Combined Authority (SYMCA)

The South Yorkshire, Mayoral Combined Authority (SYMCA) formed in 2014. Its constituent members are represent Doncaster, Barnsley, Rotherham and Sheffield local councils.

Doncaster has stated its commitment to SYMCA to invest in housing, infrastructure, local services and public realm. This involves maximising and utilising public assets to drive regeneration, host digital infrastructure, and enable innovative place shaping. SYMCA's approach to land, housing and built environment is to:

- Improve the quality of existing and new housing stock, whilst maintaining housing growth.
- Ensure the supply of good quality, attractive and sustainably developed employment land that is widely accessible.
- Proactively work on strategic planning opportunities to unlock potential through joined-up investment packages.

One Public Estate (OPE) or future equivalent

The OPE programme supports locally led partnerships of public sector bodies to collaborate around their public service delivery strategies and estate needs. OPE provides an opportunity for more focused and integrated public services, as well as potentially reducing running costs and generating additional capital receipts. One Public Estate funding aims to:

- Create economic growth to enable released land and property to be used to stimulate economic growth and regeneration.
- Deliver more integrated and customer focused services to encourage publicly funded services to co-locate, to demonstrate service efficiencies, and to work towards a more customer-focused service delivery.
- Generate capital receipts to release land and property to generate capital receipts.
- Reduce the running costs of central and local government assets.

INTRODUCTION

The Council has a wide-ranging property portfolio; assets made up of buildings and land, either acquired or inherited over many years. This portfolio requires careful and constant management in order to not only retain its material value, but for it to be of value to residents, businesses, community organisations or council services.

The key metrics are summarised below:

75 operational buildings With a total floor area of 53,228sq m	933.5 acres of woodland supporting the reduction of our carbon footprint	938.5 acres of Parks and Playing Fields supporting healthy lifestyles and leisure for the community.	132 Land and property assets leased to local and national businesses
60 community facilities	50 allotment locations around the borough	26 Identified disposal sites	19 new investment sites since 2017 to support strategic regeneration initiatives
126 assets disposed of in the last 5 years, generating £16.5m in capital receipts. (not including disposals benefiting HRA)	£15m worth acquisitions to support infrastructure and public realm improvements in the last 5 years	£7.5m acquisitions – Housing in the last 5 years	£1,165,000 annual income from investment properties
Total value of investment assets £20,000,000	48% of Minimum Energy Efficiency Standard compliance	28 Assets with agile working capabilities	£1,055,000 Operational property maintenance budget

Doncaster Council has utilised elements of its property portfolio in recent years to support important projects, either through property sales to raise capital and reduce revenue costs, or by unlocking development opportunities to support regeneration and inward investment. But as the property portfolio reduces this will become more challenging to achieve. In order for our property portfolio to stay relevant, and to retain its financial and organisational value, we need to be clear about how it will be used, maintained and, where appropriate, disposed of. This new Asset Management Strategy is a key component of that work

WHAT ARE OUR GUIDING PRINCIPLES?

Our Asset Management decisions will be governed by a set of four principles. These will guide decisions we take with respect to asset acquisition, use, maintenance and disposal.

- Evidence-led decision making

Our decisions about the city's estate will be based on robust information, evidence and insight and a clear vision for the future, with a strong focus on our borough strategy and our well-being goals.

- Whole council, whole partnership approach

A commitment to sharing assets with Team Doncaster partners and other stakeholders from across the public, private and community sectors to not only offer potential efficiencies but also improved customer access through more integrated and locality based service provision to ensure the best outcomes for our local communities, capitalising on the localities working model and the development of delivery 'hubs' that consolidate a local offer.

- Maximise Value

Decisions we make about how we use our land and property assets are driven by our vision for the things that we want to achieve for the city, balanced against the financial constraints within which the Council operates

- Environment-focused

Embedding sustainability into our current and future estate is essential for a cleaner and greener borough. By supporting interventions and developments that improve the energy-efficiency of our buildings, by increasing the proportion of land given over protect and enhance biodiversity and supporting asset based renewable energy projects, we can support our ambition for Doncaster to become carbon neutral by 2040.

WHAT ARE OUR KEY OBJECTIVES?

Guided by our 4 principles, we have identified 4 key Objectives that will underpin our activity

Developing a modern, fit for purpose estate



In order to support the delivery of good services for residents & businesses, our services will need be delivered from land and buildings which are fit for purpose, fully used, well maintained, and which move the stock towards much higher environmental standards and lower carbon emissions and meet the needs of services both now and in the future. Our activities and decisions will have a strong focus on Team Doncaster's strategic priorities such as Doncaster Councils Corporate Plan.

Reduce our costs and maximise our income



Unlock money to support new investment and free up revenue funding streams to improve and support services and the delivery of wider city priorities and maximise 'added-value' that can be generated by innovative use of our assets for the community and wider economy.

Support Skills Development & Economic growth



Support long-term regeneration and growth of the borough through Investment in the development of strategic sites, premises and vital infrastructure that are essential for inclusive growth. Providing opportunities and support for business start-ups, growth and expansion of small, medium and large enterprise businesses and wider economic developments in the borough, which have the potential to grow and attract higher skilled businesses whilst also providing the infrastructure to support human capital.

Support Our Communities



Improve the quality of life for all communities in Doncaster by shaping the city, the places and communities within it. By Joining up key services for communities & ensuring that we have a tailored approach across all the council's property portfolio and with partners in the city we can maximise opportunities for leisure, culture and wellbeing improvements and focus on the best outcomes for the city and its localities.

WHAT ARE OUR CORE WORK STREAMS?

In order to achieve our key objectives, we have identified seven core work streams around which most of our activities will be focused over the next 8 years in addition to usual estate management duties and obligatory statutory functions – e.g. Annual Asset Valuation process for end of year accounting.

Review & Rationalise our assets

The needs of services and the requirements for their effective provision need to be considered to determine the right location, type and use of our buildings and land, focusing on the most effective ways of providing high quality services to customers, around which estate solutions can be wrapped. The sharing of buildings by a range of partners as we move away from single service properties, will not only offer potential efficiencies but also improved customer access through more integrated service provision.

We will ensure our assets:

- Adapt to meet changing customer requirements.
- Support changing service delivery models. E.g. Hybrid working (YWOW)
- Support service provision & customer access.
- Support agile working across all of our buildings and provide the right accommodation for services to be delivered effectively and efficiently.
- Are rightsized, ensuring they are affordable now and in the future.
- Are well maintained & meet Minimum Energy Efficiency Standards
- Are cost effective & used to their full potential
- Promote Partnership working & asset sharing
- Benefit from Increased rollout of gigabit capable connectivity
- Are able to support community delivery at a local level

✓ Developing a modern, fit for purpose Estate

✓ Reduce Our Costs & Maximise income

✓ Support Skills Development & Economic Growth

✓ Support our communities

Strategic Acquisitions and Disposals

The Asset management Team are play a key role in contributing to the ambitions of the borough through a programme of strategic acquisitions and disposals to ensure that services can be maintained and supported and that we are able to deliver the wider city priorities as set out in our corporate plan

Over the next four years, it is estimated £13.8m will be received into the general fund from sales of land and buildings via the disposal programme.

We Will

- Continue to dispose of surplus properties to secure capital receipts and reduce running costs.
- Ensure the timing of the receipts takes into account, where possible, other Council led disposals such as strategic housing and known local private sector supply
- review public and privately owned land assets, to identify key sites for economic growth and job creation.

✓ Developing a modern, fit for purpose Estate

✓ Reduce Our Costs & Maximise income

- Continue to review smaller scale disposals bring these sites forward on a continuing basis for approval. ✓ Support Skills Development & Economic Growth
- Seek opportunities to acquire strategic assets or land to accelerate regeneration and unlock growth potential.
- Ensure capital investments are sustainable in the long term, both in terms of servicing the finance and running costs of the new asset. ✓ Support our communities

Investment Properties and commercialising our estate

Our let portfolio of properties must continue to be well managed to support business development, economic growth, and community enterprise and generate income to support service delivery for the people of Doncaster.

We Will:

- Work with partners with space requirements to lease space within our operational portfolio ✓ Reduce Our Costs & Maximise income
- Seek opportunities to grow income from our Investment Portfolio through targeted investment into existing properties and the development of new properties. ✓ Support Skills Development & Economic Growth
- Propose a programme of improvements to rejuvenate our leased estate that have become tired in order to maximise income and increase revenue opportunities
- actively seek new investment opportunities where these meet both funding requirements and our investment strategy ✓ Support our communities

Partnership & Joint Venture working

Doncaster Council prides itself on the strength of partnership working across a wide range of areas of work, with its estate being no exception.

We will:

- Continue to engage positively with the One Public Estate Partnership to share knowledge, intelligence and expertise. ✓ Developing a modern, fit for purpose Estate
- Seek to further strengthen the level of partnership working with communities, across the public sector, third sector and private sector to achieve the aspirations and outcomes of Doncaster Delivering Together. ✓ Reduce Our Costs & Maximise income
- Identify co-location options which benefit all partners in terms of customer service as well as rationalisation
- Explore opportunities to share our estate with partner organisation and utilise others' buildings where this improves service delivery. ✓ Support our communities
- Use our land and buildings to support local communities to feel a greater connection with their neighbourhood, through the provision of places and spaces for our communities to meet up, and to provide spaces for local charities, voluntary groups and community groups to operate
- Encourage the innovative use of assets, in partnership with others, to develop and support community service delivery using Council property assets.
- Work with community organisations to progress Community Asset Transfers where there is a viable business case to do so.
- Support transparency though maintaining publicly available records of the Councils assets

- Proactively explore opportunities to bring forward projects under future rounds of the One Public Estate Programme where this can support our wider ambitions.
- Work with private sector partners to bring forward regeneration and redevelopment schemes facilitated through either the disposal of Council owned land and buildings or entering into development agreements to facilitate investment and growth

Place shaping

Investment in place is about coordination, collaboration and strengthening of relationships and solidifying the role between local authorities, sub-regional institutions and local stakeholders. Doncaster has a pipeline of economic development opportunities that could be transformational for the local economy and the Council has the ability to play a unique role in promoting economic growth, regeneration, inward investment, and job creation.

We Will:

- | | |
|--|--|
| • Work with development partners as we use our estate influence to support regeneration and economic growth. | ✓ Developing a modern, fit for purpose Estate |
| • Leverage our assets to support the regeneration and growth of the city, town and district centres. | |
| • Ensure that wider regeneration and community benefits are derived from acquiring, developing and divesting assets | ✓ Support Skills Development & Economic Growth |
| • Invest in Wider economic development opportunities in the borough that have the potential to grow and attract higher skilled businesses whilst also providing the infrastructure to support human capital. | |
| • Support investment in key locations including; the Town Centre, the Waterfront, Unity and Gateway East, which are also recognised in the regional Strategic Economic Plan. | ✓ Support our communities |

Improving the quality of the Council’s existing housing stock and supporting new Housing Delivery

St Leger Homes Doncaster manages just under 20,000 social rented homes on behalf of the Council. It is tasked with maintaining those homes at 100% decency, complying with all statutory health and building safety legislation and reaching an Energy Performance Certificate (EPC) level of C for all the stock by 2030. During 2023-4 SLHD will be completing a new Asset Management Strategy, informed by carrying out more than 6,000 new detailed stock condition surveys.

We will:

- Work with SLHD to ensure that the new Asset Management Strategy is fit for purpose and reflects and complements the principles and priorities in this new Council Asset Management Strategy

New affordable homes need to drive greater density in urban areas, benefit from transport connectivity and enhance the built environment, helping to create places that are more attractive in order to encourage demand. Equally, the Council’s existing housing stock will require significant investment over the coming years to ensure it meets the quality and energy efficiency standards we expect.

We Will:

- | | |
|--|---|
| • Identify surplus properties and land to support the Council’s priority programmes including Housing Growth | ✓ Developing a modern, fit for purpose Estate |
| • Contribute to the delivery sustainable housing growth by using Council’s assets to control or shape developments with other sectors | |
| • seek to use our estate to promote new investment through the targeted release of development sites and surplus buildings for housing and other | ✓ Support Skills Development & |

- commercial uses, providing not only economic but social and physical benefits to local communities.
 - Support the development of new homes on brownfield sites alongside investment into greenspace and infrastructure.
- ✓ Economic Growth
Support our communities

Reducing our carbon footprint & supporting biodiversity

Doncaster’s environmental strategy sets out our ambition is for Doncaster to become carbon neutral by 2040, initiatives to achieve this have competing and complementary land requirements and which we must manage to ensure our assets are used effectively to balance these needs.

We Will:

- Proactively explore and plan how our land can be used to meet the Climate Emergency
 - ensure that land is developed sensitively and sustainably, protecting and enhancing key environmental assets whilst unlocking new sites, improving access to and the resilience of natural space to climate change and other related threats.
 - Consider re-purposing existing buildings, where it is more sustainable than replacing with new builds, especially those with listed status or historical significance.
 - Identify land to support energy generation and storage, carbon capture, and new infrastructure is required.
- ✓ Developing a modern, fit for purpose Estate
✓ Reduce Our Costs & Maximise income
✓ Support Development & Economic Growth
✓ Support our communities

GOVERNANACE

Progress needs to be measurable so we can continuously determine and communicate the success or otherwise of the activity we undertake. Monitoring and reporting on progress, outcomes, risks and resourcing will be delivered via Portfolio Holder meetings. Annual reviews will be presented to Exec Board.

Delivery and implementation of Corporate Plan objectives relating to asset management are via the Doncaster Strategic Estates Group as a coordinated approach across public sector partners

Asset Board and Decision Board:

Decision making is based on the guide beneath in line with the Council's Financial Procedure Rules and Standing Orders

Activity	Decision Making Route	Approval to proceed	Note
Acquisition - Capital			
Up to £25k	Property Manager	File Note	
Over £25k - up to £1m	Asset Board	File Note or ODR1 / 2	May proceed via Investment Board - with Director approval
Over £1m	Cabinet	Cabinet minute	
Disposal - Capital			
Declaring a Surplus asset	Asset Board	DMG Approval moves an asset from 'other land and buildings' to 'Assets held for sale'	
Disposal Under £1m	Asset Board	File Note or ODR1 / 2	
Disposal over £1m	Cabinet	Cabinet minute	
Disposal (at less than Best Consideration) where the estimated disposal value would otherwise have been at less than £250,000	Asset Board	File Note or ODR1 / 2	
Disposal (at less than the Best Consideration) where the estimated disposal value would otherwise	Cabinet	Cabinet minute	

have been at or above £250,000			
Portfolio Management			
New Lease up to £25k - Market Value	Property Manager	File Note	
New Lease up to £25k - Below Market Value	Asset Board	File Note	Use for Community Leases
New Lease over £25k	Property Manager	ODR1 / 2 dependant on value	
Lease renewal / rent review / Surrender / Assignment	Property Manager	File Note or ODR1 / 2	
Easements & Wayleaves	Property Manager	File Note or ODR1 / 2	
Strategic Asset Management			
Changes within Corporate Landlord – building reconfiguration / repurposing	Property Manager	File Note or ODR1 / 2	Liaison with Corporate Landlord as required.
Other			
Premiums	Property Manager	File Note or ODR1 / 2	Update at Decision Board for information

The importance of member consultation in decision making is recognised and is critical to the transparency of the Councils activities. Existing provisions for member consultation on property matters at a ward level will continue with decisions requiring Asset Board approval only being made following consultation. The outcomes of that consultation will be reported in advance of decision making, with particular reference to Community leases and their impact on local communities.

MEASURES OF SUCCESS

The Council's real estate will remain vital to the provision of high quality services, but must also be managed to support the wider economic growth of the city and partnership working. Close working between Property Services and the Council's Directorates will help to ensure this is achieved, but also that our estate is rightsized and efficiently utilised.

It is crucial that we monitor and review our progress against the above areas of focus. We're clear what success will look like; by implementing this plan we will have:

- *A clear decision making process that aligns with the council's wider strategies and ambitions for the city*
- *A 'whole' council approach to asset management through our Corporate Landlord function and responsibilities*
- *A comprehensive evidence base of our assets built on depth insight and intelligence from a range of sources, which can shape and inform future decision-making*

Overall Success will mean that:

- *Our assets are well utilised, and support service provision to residents and communities across the city and the ongoing development of social capital*
- *We have a clear vision for each of our buildings*
- *Our Land is being actively used to and tackle flooding, climate change and resilience*
- *Our estate is MEES compliant.*
- *The carbon footprint of our estate is reduced and we can demonstrate how we're supporting biodiversity.*
- *We have a strong investment portfolio, which is well managed and delivering a sustainable income stream*
- *We continue to dispose of surplus properties using the most appropriate method based on the property and market conditions*
- *We maximise joint working with partners to ensure that our estates across the public sector are complementary and where appropriate shared.*
- *We make strategic acquisitions to support future regeneration and change within the city*
- *We use our assets to influence and support regeneration within our communities and the city centre, and support the city in its goal to become carbon neutral.*

Ultimately, there are many factors which will shape our estate, some of which compete with one another. The principles set out within this document will help us to bring forward proposals and make decisions to ensure that our estate contributes to meeting both the Councils and City's ambitions