

# Cabinet Agenda



**5.00 pm Tuesday, 10 July 2018**  
**Committee Room No. 2, Town Hall,**  
**Darlington. DL1 5QT**

**Members and Members of the Public are welcome to attend this Meeting.**

1. Introductions/Attendance at Meeting.
2. Declarations of Interest.
3. MINUTES - Submitted - The Minutes (previously circulated) of the meetings of this Cabinet held on 5 and 29 June 2018.
  - (a) 5 June 2018. (Pages 1 - 8)
  - (b) 29 June 2018. (Pages 9 - 10)
4. Matters Referred to Cabinet - There were no matters referred back for reconsideration at this meeting.
5. Issues Arising from Scrutiny Committee - There were no issues referred from the Scrutiny Committees to this Meeting, other than where they have been specifically consulted on an issue and their comments are included in the contents of the relevant report on this agenda.
6. Public Spaces Protection Order Darlington Town Centre (Pages 11 - 16)
7. Key Decisions:-
  - (a) School Term Dates 2020/21 (Pages 17 - 28)
  - (b) Eastern Growth Zone Infrastructure Improvements (Pages 29 - 46)
  - (c) Well Managed Highways Infrastructure - A Code of Practice (Pages 47 - 60)
8. Progress Report - Red Hall Regeneration Master Plan and Neighbourhood Renewal Strategy (Pages 61 - 110)

9. Garden Waste Collection Service (Pages 111 - 116)
10. Darlington Town Centre Footfall Strategy Update (Pages 117 - 124)
11. Regulation of Investigatory Powers (Pages 125 - 146)
12. Xentrall Shared Services Annual Report 2017/18 (Pages 147 - 154)
13. Project Position Statement and Capital Programme Monitoring - Quarter One 2018/19 (Pages 155 - 166)
14. Revenue Budget Monitoring 2018/19 - Quarter 1 (Pages 167 - 182)
15. Write-Off of Former Housing Tenant Arrears, Housing Benefit Overpayments, Non-Domestic Rates and Council Tax (Pages 183 - 192)
16. Proposed Write-Off of Irrecoverable Debts (Pages 193 - 196)
17. Membership Changes
18. SUPPLEMENTARY ITEM(S) which in the opinion of the Chair of this Committee are of an urgent nature and can be discussed at this meeting.
19. Questions.

### **EXCLUSION OF THE PUBLIC AND PRESS**

20. Exclusion of the Public –  
RESOLVED - That, pursuant to Sections 100A(4) and (5) of the Local Government Act 1972, the public be excluded from the meeting during the consideration of the ensuing items on the grounds that they involve the likely disclosure of exempt information as defined in exclusion paragraph 3 of Part I of Schedule 12A of the Act.

### **PART III            NOT FOR PUBLICATION**

21. Ingenium Parc - Acquisition and Land Agreement (Pages 197 - 204)
22. Schedule of Transactions (Pages 205 - 206)
23. SUPPLEMENTARY ITEM(S) which in the opinion of the Chair of this Committee are of an urgent nature and can be discussed at this meeting.
24. Questions.



**Luke Swinhoe**  
**Assistant Director Law and Governance**

**Monday, 2 July 2018**

**Town Hall**  
**Darlington.**

**Membership**

Councillors Dixon, Harker, C.L.B. Hughes, McEwan, S Richmond, A J Scott and Wallis

If you need this information in a different language or format or you have any other queries on this agenda please contact Lynne Wood, Elections Manager, Resources Group, during normal office hours 8.30 a.m. to 4.45 p.m. Mondays to Thursdays and 8.30 a.m. to 4.15 p.m. Fridays (e-mail [Lynne.Wood@darlington.gov.uk](mailto:Lynne.Wood@darlington.gov.uk) or telephone 01325 405803).

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**DECISIONS SHOULD NOT BE IMPLEMENTED BEFORE  
MONDAY 18 JUNE 2018**

**CABINET**  
5 June 2018

**PRESENT** – Councillor Dixon (in the Chair); Councillors Harker, C.L.B. Hughes, McEwan, S Richmond, A.J. Scott and Wallis (7)

**INVITEES** – Councillors Curry and H. Scott (2)

**ALSO IN ATTENDANCE** – Councillors Carson, Coultas, Johnson and Lyonette (4)

**C1. REPRESENTATIONS** – No representations were made by Members or members of the public in attendance at the meeting.

**C2. DECLARATIONS OF INTEREST** – Councillors Dixon and C.L.B. Hughes declared non-pecuniary interests in Minute C9 below. There were no other declarations of interest reported at the meeting.

**C3. DEATH IN SERVICE – DOUG SINCLAIR** - The Cabinet Member with the Efficiency and Resources Portfolio introduced the report of the Director of Economic Growth and Neighbourhood Services (previously circulated) informing Members of the Death in Service of Doug Sinclair, a Street Lighting Operative who was a valued member of the Civil Engineering team within Economic Growth.

It was reported that a letter of sympathy had been sent to Doug's family and that the Human Resource Division were ensuring that the family received the appropriate support and advice.

**RESOLVED** – (a) It is with great sadness that Cabinet notes the recent death in service of Doug Sinclair, a respected employee of the Council.

(b) That the actions of the Council in conveying sympathy to Doug's family and the support offered by the Human Resources Division be noted.

**REASON** - To make Members aware of the recent death in service.

**C4. TIMES OF MEETINGS – RESOLVED** – That meetings of this Cabinet be held at 5.00 p.m. for the remainder of the 2018/19 Municipal Year.

**C5. MINUTES** - Submitted - The Minutes (previously circulated) of the meeting of this Cabinet held on 3 April 2018.

**RESOLVED** - That the Minutes be confirmed as a correct record.

**REASON** – They represent an accurate record of the meeting.

**C6. MATTERS REFERRED TO CABINET** - There were no matters referred back for re-consideration to this meeting.

**C7. ISSUES ARISING FROM SCRUTINY** - There were no issues arising from Scrutiny considered at this meeting.

**C8. UPDATE ON CHILDREN'S SERVICES IMPROVEMENTS AND OUTCOMES OF SINGLE INSPECTION FRAMEWORK RE-INSPECTION** - The Cabinet Member with the Children and Young People Portfolio introduced the report of the Director of Children and Adults Services (previously circulated) updating Cabinet on the outcome of the Single Inspection Framework (SIF) re-inspection conducted during February and March 2018.

The submitted report set out the inspection findings, published on 21 May 2018, which had cited considerable improvements and concluded that, overall, Children's Services in Darlington had improved considerably from a position of inadequate in 2015 to now requiring improvement to be good.

It was reported that the progress was a considerable achievement, pivotal to which was dynamic leadership, effective political and corporate support and significant resourcing of the improvement journey.

**RESOLVED** – (a) That the findings of the SIF re-inspection of Children's Services be noted.

(b) That the revised inspection regulation framework that the Council is now subject to be noted.

(c) That it be noted that an improvement plan will now be developed in response to the recommendations.

**REASON** - Cabinet agreed they should receive regular update reports on improvement progress.

**C9. KEY DECISIONS - DARLINGTON BOROUGH LOCAL PLAN 2016/36 - DRAFT LOCAL PLAN CONSULTATION** - The Cabinet Member with Economy and Regeneration Portfolio introduced the report of the Director of Economic Growth and Neighbourhood Services (previously circulated) seeking Cabinet's approval to undertake a consultation exercise on the draft Local Plan 2016/36 (also previously circulated) and requesting that delegated powers be given to the Director of Economic Growth and Neighbourhood Services, in consultation with the Economy and Regeneration Portfolio holder, to make minor editorial amendments to the draft prior to its publication.

**RESOLVED** – (a) That approval be given to the commencement of a six-week period of consultation on the draft Local Plan 2016/36.

(b) That the Director of Economic Growth and Neighbourhood Services, in consultation with the Economy and Regeneration Portfolio holder, be given delegated power to make any minor changes to the documents before they are finally published.

**REASON** - Local Planning Authorities must prepare a Local Plan that sets out the local planning policies for their local planning authority area. Government guidance requires that Local Plans must be positively prepared, justified, effective and be consistent with national policy, in accordance with Section 20 of the Planning and Compulsory Purchase Act 2004 (as amended) and the National Planning Policy Framework (NPPF).

**C10. FUTURES FUND: NEIGHBOURHOOD RENEWAL** - The Leader introduced the report of the Managing Director (previously circulated) seeking approval to allocate resources from the Futures Fund to further assist the Darlington Credit Union in its work to improve the financial wellbeing of the community.

**RESOLVED** – (a) That a one-off payment of £50,000 be made to the Darlington Credit Union in return for a deferred shareholding to strengthen capital balances.

(b) That the Managing Director, in consultation with the Cabinet Member for Housing, Health and Partnerships, be given delegated power to draw up a funding agreement to secure the objectives and protect the interests of the Council.

**REASONS** – (a) Cabinet is a signatory to the goals of One Darlington, Perfectly Placed, as a statement of intent to narrow inequalities and protect the most vulnerable in our community.

(b) The financial hardship faced by many people in Darlington is rising and there was public support for the Council in taking steps to alleviate the problems households face.

**C11. TOWN CENTRE CAR PARKING** - The Cabinet Member with Leisure and Local Environment Portfolio introduced the report of the Managing Director and the Director of Economic Growth and Neighbourhood Services (previously circulated) requesting that consideration be given to reviewing car parking charges in the Town Centre in response to feedback and views from the public and traders.

It was reported that, to assist Town Centre trading, it was proposed to offer two hours free car parking in a number of car parks on the outside of the ring road, with East Street car park having an offer of all day parking for £2.00.

**RESOLVED** - That the charges for car parking as set out in paragraph 16 of the submitted report be approved.

**REASONS** – (a) To approve new charges in response to requests by traders and the public.

(b) To enhance the attractiveness of the Town Centre to visitors and residents.

**C12. REVENUE OUTTURN 2017-18** - The Cabinet Member with the Efficiency and Resources Portfolio introduced the report of the Managing Director (previously circulated) presenting the revenue outturn 2017/18 (subject to Audit), to allow Members

to consider the results in light of the Council's Medium Term Financial Plan (MTFP) and also to consider the Collection Fund and Housing Revenue Account outturn.

The submitted report stated that the draft year-end position showed an improvement of £0.530 million from the opening balance projections reported in the 2018/19 to 2021/22 MTFP.

**RESOLVED** - (a) That the revenue outturn for 2017/18, as detailed in the submitted report, be noted.

(b) That the additional carry forward requests of £1.189M, referred to in paragraphs 14 to 18 of the submitted report, be approved and carried forward into 2018/19.

(c) That the Earmarked Reserves, requested in paragraphs 25 and 26 of the submitted report, be approved.

**REASON** - In order to maintain appropriate management arrangements for the Council's finances and make effective use of the Council's resources.

**C13. PROJECT POSITION STATEMENT AND CAPITAL PROGRAMME MONITORING OUTTURN 2017/18** - The Cabinet Member with the Efficiency and Resources Portfolio introduced the report of the Managing Director and the Director of Economic Growth and Neighbourhood Services (previously circulated) updating Members on the delivery of the Council's Capital Programme, the financial outturn position as at 31st March 2018; the proposed financing of the 2017/18 Capital expenditure; providing an update on the current status of all construction projects currently being undertaken by the Council; and seeking approval for a number of changes to the programme.

**RESOLVED** – (a) That the delivery and financial outturn of the 2017/18 Capital Programme, as detailed in the submitted report be noted.

(b) That the status position on construction projects, as detailed in the appendix to the submitted report, be noted.

(c) That the adjustments to resources, as detailed in paragraph 21 of the submitted report, be approved.

**REASONS** – (a) To enable Members to note the progress of the 2017/18 Capital Programme and to allow the capital spend to be fully financed.

(b) To inform Cabinet of the current status of construction projects.

(c) To maintain effective management of resources.

**C14. DISABLED FACILITIES GRANT 2018/19** - The Cabinet Member with Adult Social Care Portfolio introduced the report of the Director of Children and Adults Services (previously circulated) requesting the release of capital funding allocated for Disabled Facilities Grants (DFG's) and to utilise that funding in accordance with the Council's DFG policy.

**RESOLVED** - That the Disabled Facilities Grant for 2018/19 be noted and the capital funding be released.

**REASON** - To enable the adaptations for those individuals who are eligible to receive a Disabled Facilities Grant for 2018/19 to proceed.

**C15. (URGENT DECISION) TEES VALLEY COMBINED AUTHORITY DEVOLUTION OF ADULT EDUCATION BUDGET** - The Leader introduced the report of the Managing Director (previously circulated) seeking Cabinet's approval to enable legislation to be made to transfer responsibility for the Adult Education Budget to the Tees Valley Combined Authority.

**RESOLVED** – (a) That agreement be given to the making, by Parliament, of a statutory instrument to enable responsibility for the Adult Education Budget to transfer to the Tees Valley Combined Authority.

(b) That, subject to this being agreed, authority be delegated to the Managing Director, in consultation with the Leader of the Council, to give the Council's consent to the final Order being made when requested by the Secretary of State.

**REASONS** – (a) To enable the Tees Valley Combined Authority to have responsibility for the Adult Education Budget.

(b) Consent from the constituent councils of the Tees Valley Combined Authority is required by Government before legislation to enable this can be laid before Parliament.

**C16. REPRESENTATION ON OTHER BODIES 2018/19** - The Leader introduced the report of the Managing Director (previously circulated) requesting that consideration be given to this Council's representation on other bodies for the 2018/19 Municipal Year, to which Cabinet appoints.

**RESOLVED** - That the appointments to the other bodies, as detailed below, for the 2018/19 Municipal Year, be approved.

**Name of Body or Organisation      Nomination(s)**

Association of Rail North  
Partnership Authorities

Rail North Ltd.                      Leader of the Council (Councillor Dixon)

Transport for the North              Leader of the Council (Councillor Dixon)

North East Rail  
Management Unit                      Leader of the Council (Councillor Dixon)

Charitable Organisations for the  
Blind (COB)                      Councillor Newall

Community Library (Cockerton)  
Limited                      Councillor Baldwin (Cockerton Ward Member)

<b>Name of Body or Organisation</b>	<b>Nomination(s)</b>
County Durham and Darlington Foundation Trust – Board of Governors	Councillor A J Scott (Councillor S Richmond as named substitute)
Creative Darlington	Councillor Wallis (Cabinet Member with Leisure and Local Environment Portfolio) and Councillor Carson (Chair of Place Scrutiny Committee) as named substitute
Darlington and District Youth and Community Association (2002)	Councillor Baldwin and Councillor Curry
Darlington Cares	Councillor McEwan (Cabinet Member with Economy and Regeneration Portfolio)
Darlington Partnership Board	Leader of the Council (Councillor Dixon); Cabinet Member with Housing, Health and Partnerships Portfolio (Councillor A J Scott); and Cabinet Member with Children and Young People Portfolio (Councillor C L B Hughes) and Councillor Mrs Scott (Leader of the Opposition)
Darlington Railway Museum Trust	Cabinet Member with Leisure and Local Environment Portfolio (Councillor Wallis)
Durham County Pension Fund Committee	Cabinet Member with Efficiency and Resources Portfolio (Councillor Harker) and Chair of Efficiency and Resources Scrutiny Committee (Councillor Haszeldine)
Durham Tees Valley Airport Limited - Board	Councillor McEwan (Director) (Councillor Carson as substitute Council Director)
Durham Tees Valley Airport Limited - Consultative Committee	Cabinet Member with Leisure and Local Environment Portfolio (Councillor Wallis)
Family Help Organisation	Councillors J Taylor, Newall and Curry
Family Placement Panel	Councillor Crumbie
Maidendale Nature and Fishing Reserve (Associate Member)	Councillor Dixon (Ward Member)
North East Ambulance Service	Chair of Health and Well Being Board (Councillor A J Scott)
North East Child Poverty Commission	Cabinet Member with Children and Young People Portfolio (Councillor C L B Hughes)

<b>Name of Body or Organisation</b>	<b>Nomination(s)</b>
North East Regional Employers Organisation	Cabinet Member with Efficiency and Resources Portfolio (Councillor Harker), Chair of Efficiency and Resources Scrutiny Committee (Councillor Haszeldine) and Vice Chair of Efficiency and Resources Scrutiny Committee (Councillor Crumbie)
Executive Committee	Cabinet Member with Efficiency and Resources Portfolio (Councillor Harker)
North East Strategic Migration Partnership	Cabinet Member with the Children and Young People Portfolio (Councillor C L B Hughes) (Leader of the Council (Councillor Dixon) as named substitute)
Northern Housing Consortium	Cabinet Member with Housing, Health and Partnerships Portfolio (Councillor A J Scott)
Northumbrian Regional Flood and Coastal Committee	Councillor Carson (Councillor McEwan as named substitute)
Poor Moor Fund	Cabinet Member with Economy and Regeneration Portfolio (Councillor McEwan)
RELATE North East	Councillor Cartwright and one vacancy
Tees Valley Local Access Forum	Councillor Carson (Chair of Place Scrutiny Committee)
Tidy North Regional Consultative Committee	Cabinet Member with Leisure and Local Environment Portfolio (Councillor Wallis)

**REASON** - To comply with the nominations received from the Political Groups.

**C17. PROPOSED RESIDENT'S PARKING - (1) Cleveland Avenue – Objection -**

The Cabinet Member with the Leisure and Local Environment Portfolio introduced the report of the Director of Economic Growth and Neighbourhood Services (previously circulated) advising Members of an objection received to a resident parking proposal in Cleveland Avenue and seeking a decision on whether to proceed with the proposal.

**RESOLVED** – That, having considered the objection, it be set aside and Officers be authorised to proceed with the proposal to introduce residents' parking as advertised.

**REASON** - To improve the amenities of the area through which the road runs.

**(2) Proposed Resident's Parking Mowden Terrace, Westbrook Terrace and Mowden Street – Objections** - The Cabinet Member with the Leisure and Local Environment Portfolio introduced the report of Director of Economic Growth and Neighbourhood Services (previously circulated) advising Members of two objections received to a resident's parking proposal in Mowden Terrace, Mowden Street and

Westbrook Terrace and seeking a decision on whether to proceed with the proposal.

**RESOLVED** – That, having considered the objections, they be set aside and Officers be authorised to proceed with the proposal to introduce resident’s parking and no waiting at any time as advertised.

**REASON** - To improve the amenities of the area through which the road runs.

**C18. MEMBERSHIP CHANGES** – There were no membership changes reported at the meeting.

**C19. EXCLUSION OF THE PUBLIC - RESOLVED** - That, pursuant to Sections 100A(4) and (5) of the Local Government Act 1972, the public be excluded from the meeting during the consideration of the ensuing item on the grounds that it involves the likely disclosure of exempt information as defined in exclusion paragraph 3 of Part I of Schedule 12A to the Act.

**C20. SCHEDULE OF TRANSACTIONS (EXCLUSION PARAGRAPH NO 3)** - The Cabinet Member with the Efficiency and Resources Portfolio introduced the report of the Director of Economic Growth and Neighbourhood Services (previously circulated) to consider the Schedule of Transactions and to seek approval of the terms negotiated.

**RESOLVED** - It is recommended that the schedule be approved and the transactions completed on the terms and conditions detailed therein.

**REASON** - Terms negotiated require approval by Cabinet before binding itself contractually to a transaction.

**DECISIONS DATED –  
FRIDAY 8 JUNE 2018**



### CABINET

29 June 2018

**PRESENT** – Councillor Dixon (in the Chair); Councillors Harker, CLB Hughes, McEwan, S Richmond and AJ Scott. (6)

**ABSENT** – Councillor Wallis. (1)

**INVITEES** – Councillors Curry, Haszeldine and Mrs. H. Scott. (3)

**C21. REPRESENTATIONS** – No representations were made by Members or members of the public in attendance at the meeting.

**C22. DECLARATIONS OF INTEREST** – There were no declarations of interest reported at the meeting.

**C23. (URGENT ITEM) DELIVERY OF NEW HOMES AT HEIGHINGTON JOINT VENTURE PROPOSAL** – The Cabinet Member with the Efficiency and Resources Portfolio introduced the report of the Managing Director (previously circulated) requesting that consideration be given to the establishment of a Joint Venture Company to provide the infrastructure build and sale of homes in Heighington, under the company name Heighington Joint Venture Limited and to the acquisition of the land at Heighington, as shown on the plan appended to the submitted report, for residential development, through the Council's Joint Venture arrangements.

The submitted report stated that Esh Homes Limited had been appointed as a joint venture partner with the Council for residential development; subject to approval of the terms the Joint Venture Company would purchase the site and procure infrastructure including roads, sewers, drainage and services to open up the site to deliver housing; and that the site had the benefit of detailed planning permission for the delivery of 43 houses.

Particular references were made to the Joint Venture agreement heads of terms; principal elements of the loan agreement and building contracts; cost of build; achievement of sales value; financial implications; the risks associated with the proposal and the mitigation of those risks; and the legal advice received.

Discussion ensued on the variability of the rate of interest, the provision of affordable housing within the development, the size of the properties proposed in the scheme, adherence by the Council's partner to the conditions attached to the planning permission, and the potential apprenticeship opportunities for Looked After Children and young people in Darlington.

**RESOLVED** – (a) That the establishment of the Joint Venture Company to acquire the site, deliver, build and sell new homes at Heighington, as shown on the plan appended to the submitted report, be approved.

(b) That £6.1m from the Investment Fund, be approved, to fund the Joint Venture Company financed by prudential borrowing subject to a first Legal Charge in favour of the Council over the land acquired by the Joint Venture Company together with a Guarantee from the Joint Venture Partner in respect of 50 per cent of the loan sum.

(c) That the Joint Venture Agreement be approved and delegated authority be granted to the Managing Director to finalise the establishment of the Joint Venture Company in line with the terms and supporting Development Appraisal and Cashflows annexed at Appendix 2 (Part III) and Appendix 3 (Part III) of the submitted report.

(d) That conditional upon completion of the Joint Venture agreement, a secured loan facility be entered into with the Joint Venture Company as a secured loan simultaneous with the land acquisition.

(e) That the Managing Director, the Assistant Director Housing and Building Services and the Assistant Director Law and Governance be appointed to act as Directors in the Joint Venture Company as part of its Executive Board.

(f) That the Joint Venture be funded from prudential borrowing from the Capital Investment Fund established by the report to Council dated July 2017.

**REASONS –** (a) To assist in the delivery of the Economic Strategy by speeding up the building of new homes.

(b) To assist in the delivery of the Housing Strategy by enabling the building of nine affordable housing units.

(c) To deliver income for the Council.

#### **DECISIONS DATED – FRIDAY 29 JUNE 2018**

**CABINET**  
**10 JULY 2018**

ITEM NO. ....

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## **PUBLIC SPACES PROTECTION ORDER DARLINGTON TOWN CENTRE**

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**Responsible Cabinet Member(s) – Councillor Bill Dixon, Leader  
Councillor Chris McEwan, Economy and Regeneration Portfolio Councillor**

**Responsible Director - Ian Williams  
Director of Economic Growth and Neighbourhood Services**

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### **SUMMARY REPORT**

#### **Purpose of the Report**

1. This report is an initial report to Cabinet to highlight the potential benefits from introducing a Public Space Protection Order (PSPO) in Darlington Town Centre.
2. This report seeks authority from Cabinet to proceed with wider public consultation on the implementation of a Public Space Protection Order.

#### **Summary**

3. Anti-social behaviour nationally appears to be on the increase and like many other towns this does have an impact on businesses in the town centre and visitors. The Council have worked closely with partners, particularly the Police in recent months and a number of actions have taken place that have had a positive impact, however there are still ongoing issues that can be addressed through a PSPO. A PSPO can place restrictions on behaviour and if individuals breach these conditions they could be liable to punishment by a fine of up to £1,000 (or £500 in the case of consumption of alcohol) or a Fixed Penalty Notice of up to £100.

#### **Recommendation**

4. It is recommended that Members endorse the consultation period of 12 weeks prior to a further report coming back to Cabinet to consider implementation of a PSPO for Darlington Town Centre.

#### **Reasons**

5. To enable consultation to take place prior to Cabinet making the final decision on whether or not to introduce a PSPO for Darlington Town Centre.

**Ian Williams**  
**Director of Economic Growth and Neighbourhood Services**

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## Background Papers

No background papers were used in the preparation of this report.

Ian Thompson/Anna Willey : Extension 6628/6756  
IT/AW/CD

S17 Crime and Disorder	A PSPO will have a positive effect on crime and disorder in the town centre.
Health and Well Being	Anti-social behaviour within the town centre can impact negatively on the health and well being of individuals.
Carbon Impact	There is no impact on carbon as a result of this report.
Diversity	No particular group is impacted differently as a result of this report.
Wards Affected	Park East
Groups Affected	No particular group will be impacted differently as a result of this report.
Budget and Policy Framework	No impact on the Budget or Policy Framework.
Key Decision	No
Urgent Decision	No
One Darlington: Perfectly Placed	An attractive, vibrant, safe town centre is an important part of the Perfectly Placed agenda in the Sustainable Community Strategy.
Efficiency	There is no impact on the Council's Efficiency agenda as a result of this report.
Impact on Looked After Children and Care Leavers	There is no impact on Looked After Children and Care Leavers as a result of this report.

## MAIN REPORT

### Information and Analysis

6. PSPOs are a key element of the Anti-Social Behaviour, Crime and Policing Act 2014 which came into force in October 2014.
7. PSPOs are intended to limit and restrict activities which cause nuisance or lead to problems for a community, and as such allow Councils to make restrictions on activities which are judged to have a detrimental effect on the quality of life in an area. They are to replace current controls on the drinking of alcohol in public places and matters such as dog fouling and the keeping of dogs on leads as a result of the phasing out of existing Designated Public Places Orders (DPPOs) and Dog Control Orders (DCOs) but a range of other activities can also be addressed, depending upon particular local issues. By design the orders are planned to allow people to enjoy open public spaces free from nuisance and anti-social behaviour.
8. The responsibility for making a new PSPO rests with the Council. The Council must, prior to making an order, be satisfied, on reasonable grounds, that activities carried out in a public space have had or are likely to have a detrimental effect on the quality of life of those in the locality and that the effect or likely effect of the activities:
  - (a) Is or is likely to be persistent or continuing;
  - (b) Is or is likely to be such as to make the activities unreasonable; and
  - (c) Justifies the restrictions imposed.
9. Before making a PSPO, the Council must carry out consultation with the local Police, the Police and Crime Commissioner, the owners and occupiers of any land included in the PSPO which is not in Council ownership and wider consultation with representatives from the local community. It must also publish the draft PSPO in accordance with Statutory Regulations.
10. Where a PSPO is in force, a Police Officer, Police Community Support Officer or Council Officer witnessing behaviour that breaches its conditions may challenge the individual(s) concerned and ask them to comply. If the individual does not comply with the request, an offence is committed.
11. An offence involving failure to comply with a PSPO is punishable by a fine of up to £1,000 (or £500 in the case of consumption of alcohol) or by a fixed penalty of up to £100.
12. In practice an offence is only committed if a person refuses to stop carrying out a prohibited activity when asked to do so by an authorised Council officer or police officer. If the person follows the instruction then no further action would be required. Any failure to comply with the instruction to desist from the prohibited activity would generally in the first instance lead to a fixed penalty notice being issued rather than arrest or court appearance.

13. Any PSPO introduced would be for a 3 year period at which time it must be renewed or it would cease. The Council would have the power to remove specific prohibitions or end a PSPO early, for example if an activity no longer existed. If significant new issues arose during the PSPO then the Council can modify prohibitions.
14. It is a requirement that the introduction of a PSPO is a Cabinet decision.

### **Local Intelligence**

15. Anti-Social Behaviour in Darlington Town Centre is increasing. In the last three months, Police have received 142 complaints relating to anti-social behaviour in Darlington Town Centre. Examples of this anti-social behaviour are begging, youth related nuisance, alcohol related nuisance, particularly associated with the seating area adjacent to the Boot & Shoe/St Cuthbert's Churchyard. These are a particular concern as the area is highly visible with individuals collecting around the seating, drinking alcohol, being loud, disruptive and abusive towards other individuals using the town. The Police and Council have taken action to address the particular problem with some success, however it is area where anti-social behaviour continues.
16. Begging within the town centre has increased within the last 12 months. Whilst we recognise that some beggars often need long term help and support and referrals are made, they can be intimidating to the public and detrimental to businesses by putting shoppers off entering shops where they congregate. It has been found that some beggars within the town centre are from out of the area and seem to have been displaced from other Local Authority areas where action has been taken against them. Police have taken action against a few individuals who have been persistent and aggressive to visitors within the town centre after numerous warnings.
17. Begging is an offence under the Vagrancy Act 1824 and can be enforced by the Police by way of arrest. The inclusion of controls on aggressive/pestering behaviour by beggars within the Order would provide the Police and other staff with an additional tool to regulate this behaviour and would provide an updated legal remedy, including the use of fixed penalty notices. This is likely to prove a more cost effective and proportionate approach to controlling this activity but will also allow the partnership to ensure action is taken against those persistent offenders but also support necessary referrals to be made for any genuine vulnerable individuals identified.
18. Youth nuisance may also be considered as part of a PSPO, however this will be scoped out further, taking into account the types of 'youth nuisance' reported in Darlington Town Centre. One of the main concerns is the loud and abusive behaviour from groups of young people in the town centre who have lack of respect for members of the public, officers and business owners.

## **Benefits**

19. A Public Space Protection Order is a positive 'tool' enabling the Police to deal with anti-social behaviour within a designated area. This will contribute to making Darlington a more attractive and safer place to live, work and visit. Darlington is a family friendly market town to which the PSPO will help preserve and encourage development. PSPO publicity will stress the positive approach enabling the Police and other designated Officers to deal more effectively with disorder, for example confiscating alcohol from adults. It must be noted however that once a PSPO is in place it still requires policing which requires resources to which the Police have given full support. The Order can only be effective if breaches are acted upon.

## **Financial Implications**

20. No financial implications as a result of introducing a PSPO in the town centre, other than diverting existing resources to the policing and monitoring of the Order.

## **Legal Implications**

21. Under section 66 of the Anti-Social Behaviour, Crime and Policing Act 2014 an individual who lives in the restricted area or who regularly works in or visits that area may apply to the High Court to question the validity of a PSPO. The grounds on which an application under this section may be made are either that the local authority did not have the power to make the order, or to include particular prohibitions or requirements imposed by the order; or that a requirement under the 2014 Act was not complied with.
22. If an application under this section the High Court is satisfied that - (a) the local authority did not have power to make the PSPO, or to include particular prohibitions or requirements imposed by it, or (b) the interests of the applicant have been substantially prejudiced by a failure to comply with a requirement under the 2014 Act, the Court may quash the PSPO or any of the prohibitions or requirements imposed by it. It is therefore important that a thorough consultation exercise is carried out in order to mitigate the risk of such a challenge should a decision ultimately be made to introduce a town centre PSPO.

## **Consultation**

23. Consultation has taken place with the Police with regard to introducing the PSPO in the town centre who are supportive of introducing the Order. Subject to Members' approval, full consultation will take place with stakeholders, partners and residents with regard to the introduction to a PSPO. This consultation will then be reported back to Members prior to making the final decision as to whether or not to introduce a PSPO in the town centre.

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**CABINET**  
**10 JULY 2018**

ITEM NO. ....

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## **EASTERN GROWTH ZONE INFRASTRUCTURE IMPROVEMENTS**

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**Responsible Cabinet Member - Councillor Nick Wallis, Leisure and Local  
Environment Portfolio**

**Councillor Chris McEwan, Economy and Regeneration Portfolio**

**Responsible Director – Ian Williams, Director of Economic Growth and  
Neighbourhood Services**

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### **SUMMARY REPORT**

#### **Purpose of the Report**

1. To provide a funding contribution from the Economic Growth Investment Fund (EGIF) towards the delivery of a strategic access road between Yarm Road and Tornado Way, that will compliment planned highway infrastructure investment to deliver wider transport and economic benefits to the surrounding area.

#### **Summary**

2. The Eastern Growth Zone comprises of some of Darlington's key existing and future employment sites. To accelerate sustainable, managed and planned economic growth in this area feasibility work has been undertaken on a range of highway infrastructure requirements to help facilitate growth. This resulted in a successful bid to the Department for Transport's (DfT) National Productivity Investment Fund (NPIF) securing almost £5m funding from the DfT, Tees Valley Combined Authority and the Council's Local Transport funding that will enable highway improvements at key locations.
3. The feasibility work identified that a strategic road link between Yarm Road and Tornado Way would complement planned investment and be beneficial to the wider transport network, existing business and for attracting new business opportunities.
4. In the master planning and development of the infrastructure requirements for Symmetry Park the Council has worked in partnership with the developer to consider options to create this strategic link rather than a single point of access.
5. The Council has an Economic Growth Investment Fund (EGIF) aimed at pump-priming and providing funding contributions that stimulates economic development and creates the right conditions for growth. It is proposed that a financial contribution of £500k is made towards the delivery of the strategic link road that has wider transport and economic benefits for the public.

## Recommendation

6. It is recommended that Cabinet :-
- (a) Note the associated planned infrastructure investment detailed in this report for the delivery of wider transport and economic benefits.
  - (b) Approve and release £500k from the Economic Growth Investment Fund to contribute towards the delivery of the strategic link road between Yarm Road and Tornado Way.

## Reasons

7. To compliment planned infrastructure investment and deliver wider transport and economic benefits.

**Ian Williams**  
**Director of Economic Growth and Neighbourhood Services**

## Background Papers

No background papers were used in the preparation of this report.

DW : Extension 6618  
LC

S17 Crime and Disorder	There are no direct implications.
Health and Well Being	The Strategic Road link will be designed to incorporate sustainable transport modes and safety audits will be undertaken on the design.
Carbon Impact	The proposed strategic link road will provide wider transport benefits that may manage congestion and help manage carbon impact.
Diversity	There are no direct implications.
Wards Affected	The road link is on the boundary of the Red Hall and Linfield Ward and the Sadberge and Middleton St George Ward but the road will provide benefits for residents and business in other wards.
Groups Affected	There are no specific groups adversely affected.
Budget and Policy Framework	This decision does not present a change to the budget and policy framework.
Key Decision	This is a key decision
Urgent Decision	This is an urgent decision
One Darlington: Perfectly Placed	The recommendation will help to achieve the Perfectly Placed priority by improving the highway infrastructure and support a Place designed to thrive.
Efficiency	The strategic road link will help manage the efficiency of the highway network.

## MAIN REPORT

### Information and Analysis

8. The Eastern Growth Zone comprises of some of Darlington's key employment sites of Yarm Road Industrial Estate and Business Park, Morton Palms Business Park, Morton Park Way Business Park, Lingfield Point, Symmetry Park and the Aero Centre. Investment in the zone is key to deliver Darlington's ambitions for sustainable economic growth over the period 2017 to 2021 and beyond.
9. The area offers a high quality commercial and industrial property solution for a wide range of existing business and potential occupiers wanting to benefit from excellent transport connectivity.
10. To accelerate sustainable, managed and planned economic growth in this area feasibility work has been undertaken on highway infrastructure requirements to help facilitate that growth around the zone.
11. Through the Department for Transport's (DFT) National Productivity Investment Fund (NPIF) the Council has secured £3.374m to provide highways improvements that will support Darlington's growing economy. The total investment is almost £5m with £1.258m being provided by Tees Valley Combined Authority and £0.302m from the Council's Local Transport funding. This investment is targeted at specific improvements on the highway network at the following locations:
  - (a) McMullen Road/Yarm Road roundabout
  - (b) Lingfield Way/Yarm Road junction
  - (c) Tornado Way/Haughton Road throughabout
12. In addition the feasibility identified two further schemes that would be beneficial to the wider transport network, existing business and for attracting new business opportunities.
  - (a) A strategic link road between Yarm Road and Tornado Way
  - (b) Improvements to Morton Palms Roundabout on the A66
13. The partner and stakeholder engagement in developing this area wide approach has resulted in letters of support from the following who all recognise the importance of these improvements for their business:
  - (a) Highways England
  - (b) Nobia (Magnet)
  - (c) DB Symmetry
  - (d) PD Ports
  - (e) Darlington EE (BT)
  - (f) Teesside University
  - (g) Disclosure and Baring Service
  - (h) Arriva North East – Public Transport Operator
  - (i) Business Central Darlington
  - (j) Darlington College

- (k) CPI Biologics
- (l) Bellway Homes
- (m) Story Home
- (n) Keepmoat

14. The scheme at Morton Palms Roundabout on the A66 is now in development by Highways England and this will be delivered in the next year at a cost of around £500k.
15. The strategic link road was not included in the NPIF bid as deliverability was not in the control of the Council at the time as the land required was in private ownership and the DFT bid requirements required certainty of delivery.
16. Symmetry Park is within the Eastern Growth Zone and has approval to be served from a single point of access from Tornado Way. The feasibility work undertaken by the Council identifies the creation of a strategic link from Tornado Way to Yarm Road has wider transport benefits for existing business and provides opportunity for further sustainable growth in the wider area.
17. In the master planning and development of the infrastructure requirements for Symmetry Park the Council has worked in partnership with the developer to consider options to create a strategic link open to the public rather than a single point of access.
18. The delivery of an adopted strategic link road open to the public will enable the full potential of the area wide solution to be realised. The assessment undertaken shows that over the next 10 years the full package of infrastructure improvements have the potential of unlocking up to 4,300 jobs, £17.5m GVA and 2,600 homes. This Economic Assessment undertaken by Consultants Systra shows an exceptional BCR of 15.3 and strong economic case.
19. The proposed contribution of £500k from the Council towards the strategic link road is considered a relatively small contribution when compared to the public benefits outlined above and the estimated construction cost of the road that exceeds £2.5m (excluding land costs and drainage solution costs) that will be borne by the developer of Symmetry Park.

### **Financial Implications**

20. Cabinet approved the creation of an Economic Growth Investment Fund (EGIF) in May 2017 to be used for pump-priming and providing funding contributions that stimulates economic development and creates the right conditions for growth.
21. It is proposed that in addition to the acquisition of a small parcel of land previously approved by Cabinet a financial contribution of £500k is made towards the delivery of the strategic link road from the Economic Growth Investment Fund.

### **Legal Implications**

22. The Council has the relevant powers to enter into the land contribution agreement under the Localism Act 2011 which includes a 'general power of competence' including the power to invest in infrastructure to support regeneration to accelerate sustainable, managed and planned economic growth.
23. The Council contribution will be documented in a formal agreement to ensure the Council contribution will only be made subject to the completed strategic road link improvements having been completed to adoptable standard and the benefit of the improvements to the transport network provided by the additional strategic link road exceed the amount of the contribution proposed.
24. Legal advice is that the contribution does not represent a state aid (since the benefit outweighs the contribution proposed) but in any event as the improvements will be maintained in the long term for public benefit and as the total cost of the required development is in excess of £2m the Council contribution is allowable within the approved intervention rate pursuant to s 107(3)(c) of the General Block Exemption Regulations to support infrastructure improvements in favour of new economic activities.

### **Procurement Advice**

25. The improved infrastructure provided by the strategic link road can only be delivered by the developer who has control of the site and is compliant with the requirements of the Public Contracts Regulations 2015.

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Town Hall, Darlington DL1 5QT  
Fax: (01325) 388090  
DX 69280 Darlington 6  
Web site: <http://www.darlington.gov.uk>

FOA The Chair of Governors and Headteachers

ALL Schools in Darlington

Date: 25th April 2018  
Please ask for: Paul Richardson  
Direct line: 01325 406015  
E-mail address: [paul.richardson@darlington.gov.uk](mailto:paul.richardson@darlington.gov.uk)

Dear Chair and Headteacher

**Proposed School Term Dates for 2020-2021**

Please find enclosed the proposed school term dates for Darlington schools for the 2020-2021 Academic Year.

The paper contains the detailed proposals of the consultation, plus an option for those schools that currently have the powers (and wish to) set their own alternative dates. Appendix 1 of the paper contains the detailed calendar of dates proposed and Appendix 2 contains the proforma that Headteachers and/or Chairs should complete to record their preference and return to me by close of business by **Friday 18<sup>th</sup> May 2018**.

Governing bodies of Voluntary Aided, Free Schools and Academies have the power to set their own term dates, but are encouraged to follow, as far as possible those agreed by the community schools. This will provide continuity for parents and carers, other schools and Colleges, Local Authority staff and schools in other Local Authorities and the term dates in the consultation are therefore proposed for your consideration.

In the event that your school wishes to adopt different term dates in 2020-2021 from those detailed in the consultation, please append your preferred dates to the proforma in Appendix 2.

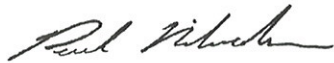
The term dates model with the most preferences from those returned by **18<sup>th</sup> May 2018** will be submitted for approval by Cabinet in July 2018 and Darlington's term dates for 2020-2021 will then be published on the Council's website for use by parents, the public and interested parties alike (<http://www.darlington.gov.uk/education-and-learning/school-years/school-holiday-dates/>).

I am aware that not all Governing Bodies will hold their termly meeting prior to the closure of the consultation period and would therefore request that this matter be considered separately by the Chair and Headteacher and a return then made from each School before 18<sup>th</sup> May 2018.

In the event of any queries around this consultation, please contact me by return e-mail at [paul.richardson@darlington.gov.uk](mailto:paul.richardson@darlington.gov.uk).

I look forward to hearing from you in due course and in any event by Friday **18<sup>th</sup> May 2018**.

Yours Sincerely

A handwritten signature in black ink, appearing to read 'Paul Richardson', written in a cursive style.

Paul Richardson  
Head of 16-19 (Learning & Skills)



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## **SCHOOL TERM DATES PLANNING – CONSULTATION ON PROPOSED ARRANGEMENTS FOR 2020-2021**

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### **1. REASON FOR THIS ITEM**

To bring to Governors and Headteacher's attention the proposed term dates for the 2020-2021 Academic Year and the possible impact this may have on:

- a) the education of children,
- b) staffing in schools including the 195 day envelope for teachers,
- c) the organisation of school support arrangements,
- d) families with children at more than one school and
- e) the wider region.

### **2. ACTION REQUIRED**

Governors and Headteachers of Academy, Voluntary Aided and Free Schools are reminded that they are responsible for setting the term dates for their school and must consult with stakeholders when so doing. Local Authorities are required to consult with maintained schools when setting school terms dates.

Governors and Headteachers are therefore asked to:

- a) Consider the proposed model term dates for 2020-2021 at Appendix 1 to this consultation.
- b) Decide whether they would wish to adopt the model of proposed dates for the 2020-21 academic year. Alternatively, Academies, Voluntary Aided and Free Schools are requested to send in their own arranged dates for 2020-2021 for inclusion in any future publication of term dates for schools in Darlington
- c) Return the attached proforma at Appendix 2 detailing your school's preferred term dates for 2020-2021 (either adopting the model or setting your own dates if an Academy, Voluntary Aided or Free School) to [paul.richardson@darlington.gov.uk](mailto:paul.richardson@darlington.gov.uk) by **Friday 18th May 2018**.

### **3. KEY QUESTIONS**

Governors and Headteachers may wish to discuss the following in relation to their own school:

- a) What is the likely impact of the school opting for term dates outside the proposed models?
- b) How would the Governing Body consult with stakeholders around any proposed changes to term dates?

#### **Contact Officer:**

*Name: Paul Richardson*

*Position: Head of 16-19 (Learning & Skills)*

*Tel no: 01325 406015*

*E-mail address: [paul.richardson@darlington.gov.uk](mailto:paul.richardson@darlington.gov.uk)*

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## SCHOOL TERM DATES PLANNING – CONSULTATION ON PROPOSED ARRANGEMENTS FOR 2020-2021

---

### 1. BACKGROUND INFORMATION

Officers from Tees Valley have drafted a preferred term date model for the 2020-2021 academic year and are now consulting with stakeholders, including Schools and Governing Bodies, to ascertain their preferences.

The tenet of the process in drawing up the proposed calendars has been to take into account:

- The 190 / 195 school day envelope
- The equalizing of term lengths as far as possible
- The fact that Easter dates vary year-on-year.
- Minimising the number of part-weeks by ensuring, as far as possible, that schools open for full weeks (Monday to Friday).

Academy and Free School funding agreements state that the duration of the school year, term and holiday dates are the responsibility of the Academy Trust. Governing Bodies are required to set term and holiday dates in Foundation and Voluntary Aided (VA) schools, in conjunction with the Local Authority. The majority of Darlington Academies and VA Schools have continued to follow published dates despite having the freedom to set their own dates.

In the event that a Governing Body of an Academy or Free School wishes to set its own term dates for 2020-2021, it would be free to do so but would have to carry out consultation with likely affected parties beforehand, including the Local Authority. Governors should be aware that Local Authority services provided on a term-time basis (such as school crossing patrols, transport for swimming etc.) may not be available if their school is open during a week when the majority of Darlington schools are closed. Governors should also consider the impact on families with children at more than one school (one or more of which may also be outside Darlington) in terms of coordinating family holidays or transport to school if they choose to set different term dates to the majority of Darlington schools.

If schools, governors or other interested parties wish to make enquiries or representation about this matter, please contact Paul Richardson, Head of 16-19 (Learning & Skills) at Darlington Borough Council by e-mail at [paul.richardson@darlington.gov.uk](mailto:paul.richardson@darlington.gov.uk) in the first instance.

### 2. NEXT STEPS

Headteachers and Governing Bodies are requested to consider the contents of this paper and the model academic year calendar attached to decide their preferred option. Complete the enclosed form and return it to [paul.richardson@darlington.gov.uk](mailto:paul.richardson@darlington.gov.uk) by **18<sup>th</sup> May 2018**. Alternatively, for those schools that already have the power conferred on them to do so and who do not wish to adopt the model, they should draw up their own calendar of term dates and consult with their stakeholders (including Darlington Borough Council) accordingly.



	AUGUST 2020	SEPTEMBER 2020	OCTOBER 2020	NOVEMBER 2020	DECEMBER 2020	JANUARY 2021
Monday	3 10 17 24 31	7 14 21 28	5 12 19 26	2 9 16 23 30	7 14 21 28	4 11 18 25
Tuesday	4 11 18 25	1 8 15 22 29	6 13 20 27	3 10 17 24	1 8 15 22 29	5 12 19 26
Wednesday	5 12 19 26	2 9 16 23 30	7 14 21 28	4 11 18 25	2 9 16 23 30	6 13 20 27
Thursday	6 13 20 27	3 10 17 24	1 8 15 22 29	5 12 19 26	3 10 17 24 31	7 14 21 28
Friday	7 14 21 28	4 11 18 25	2 9 16 23 30	6 13 20 27	4 11 18 25	1 8 15 22 29
Saturday	1 8 15 22 29	5 12 19 26	3 10 17 24 31	7 14 21 28	5 12 19 26	2 9 16 23 30
Sunday	2 9 16 23 30	6 13 20 27	4 11 18 25	1 8 15 22 29	6 13 20 27	3 10 17 24 31

35

39

	FEBRUARY 2021	MARCH 2021	APRIL 2021	MAY 2021	JUNE 2021	JULY 2021
Monday	1 8 15 22	1 8 15 22 29	5 12 19 26	3 10 17 24 31	7 14 21 28	5 12 19 26
Tuesday	2 9 16 23	2 9 16 23 30	6 13 20 27	4 11 18 25	1 8 15 22 29	6 13 20 27
Wednesday	3 10 17 24	3 10 17 24 31	7 14 21 28	5 12 19 26	2 9 16 23 30	7 14 21 28
Thursday	4 11 18 25	4 11 18 25	1 8 15 22 29	6 13 20 27	3 10 17 24	1 8 15 22 29
Friday	5 12 19 26	5 12 19 26	2 9 16 23 30	7 14 21 28	4 11 18 25	2 9 16 23 30
Saturday	6 13 20 27	6 13 20 27	3 10 17 24	1 8 15 22 29	5 12 19 26	3 10 17 24 31
Sunday	7 14 21 28	7 14 21 28	4 11 18 25	2 9 16 23 30	6 13 20 27	4 11 18 25

30

25

34

32

Bank Holiday	
School Holiday	
PD Days	

39  
35  
30  
25  
34  
32  
195

Schools must be open to pupils for 190 days and staff must be available for a further five days, or the equivalent, for professional development (PD). The number of days shown in this calendar is 195. The 19th and 20th July has been designated as PD days, the remaining three PD days are to be determined at individual school/academy level.

**SCHOOL TERM DATES PLANNING – CONSULTATION ON PROPOSED  
ARRANGEMENTS FOR 2020-2021**

The Governing Body of .....  
School/Academy will adopt the following term date models

**2020-2021 Model (local authority proposed option)**

**School's own dates (please attach dates to your reply)  
(Applicable to Academies, Voluntary Aided and Free  
Schools only)**

**Signed (Headteacher / Chair of Governors):** \_\_\_\_\_

**Date:** \_\_\_\_\_

**Please complete this form and return it to [paul.richardson@darlington.gov.uk](mailto:paul.richardson@darlington.gov.uk) by  
Friday 18<sup>th</sup> May 2018.**

In the event that the dates proposed in the enclosed model are rejected by more than half of Darlington Schools expressing a preference, the revised dates with the most preferences from those returned by 18<sup>th</sup> May 2018 will be presented to the Council's Cabinet for approval as Darlington's preferred term dates for 2020-2021. Once ratified by Cabinet, these dates will be published on the LA website for parental guidance during Summer 2018.

**CABINET**  
**10 JULY 2018**

ITEM NO. ....

---

## **EASTERN GROWTH ZONE INFRASTRUCTURE IMPROVEMENTS**

---

**Responsible Cabinet Member - Councillor Nick Wallis, Leisure and Local  
Environment Portfolio**

**Councillor Chris McEwan, Economy and Regeneration Portfolio**

**Responsible Director – Ian Williams, Director of Economic Growth and  
Neighbourhood Services**

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### **SUMMARY REPORT**

#### **Purpose of the Report**

1. To provide a funding contribution from the Economic Growth Investment Fund (EGIF) towards the delivery of a strategic access road between Yarm Road and Tornado Way, that will compliment planned highway infrastructure investment to deliver wider transport and economic benefits to the surrounding area.

#### **Summary**

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## Recommendation

6. It is recommended that Cabinet :-
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  - (b) Approve and release £500k from the Economic Growth Investment Fund to contribute towards the delivery of the strategic link road between Yarm Road and Tornado Way.

## Reasons

7. To compliment planned infrastructure investment and deliver wider transport and economic benefits.

**Ian Williams**  
**Director of Economic Growth and Neighbourhood Services**

## Background Papers

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Diversity	There are no direct implications.
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Budget and Policy Framework	This decision does not present a change to the budget and policy framework.
Key Decision	This is a key decision
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One Darlington: Perfectly Placed	The recommendation will help to achieve the Perfectly Placed priority by improving the highway infrastructure and support a Place designed to thrive.
Efficiency	The strategic road link will help manage the efficiency of the highway network.

## MAIN REPORT

### Information and Analysis

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21. It is proposed that in addition to the acquisition of a small parcel of land previously approved by Cabinet a financial contribution of £500k is made towards the delivery of the strategic link road from the Economic Growth Investment Fund.

### **Legal Implications**



22. The Council has the relevant powers to enter into the land contribution agreement under the Localism Act 2011 which includes a 'general power of competence' including the power to invest in infrastructure to support regeneration to accelerate sustainable, managed and planned economic growth.
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### **Procurement Advice**

25. The improved infrastructure provided by the strategic link road can only be delivered by the developer who has control of the site and is compliant with the requirements of the Public Contracts Regulations 2015.

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## **Well-Managed Highway Infrastructure – A Code of Practice**

<p><b>Recommendation 1 – Use of the Code</b> This Code, in conjunction with the UKRLG Highway Infrastructure Asset Management Guidance, should be used as the starting point against which to develop, review and formally approve highway infrastructure maintenance policy and to identify and formally approve the nature and extent of any variations.</p>
<p><b>Recommendation 2 – Asset Management Framework</b> An Asset Management Framework should be developed and endorsed by senior decision makers. All activities outlined in the Framework should be documented. (HIAMG Recommendation 1)</p>
<p><b>Recommendation 3 – Asset Management Policy and Strategy</b> An asset management policy and strategy should be developed and published. These should align with the corporate vision and demonstrate the contribution asset management makes towards achieving this vision. (HIAMG Recommendation 3)</p>
<p><b>Recommendation 4 – Engaging and Communicating with Stakeholders</b> Relevant information should be actively communicated through engagement with relevant stakeholders in setting requirements, making decisions and reporting performance. (Taken from HIAMG Recommendation 2)</p>
<p><b>Recommendation 5 – Consistency with Other Authorities</b> To ensure that users' reasonable expectations for consistency are taken into account, the approach of other local and strategic highway and transport authorities, especially those with integrated or adjoining networks, should be considered when developing highway infrastructure maintenance policies.</p>
<p><b>Recommendation 6 – An Integrated Network</b> The highway network should be considered as an integrated set of assets when developing highway infrastructure maintenance policies.</p>
<p><b>Recommendation 7 – Risk Based Approach</b> A risk based approach should be adopted for all aspects of highway infrastructure maintenance, including setting levels of service, inspections, responses, resilience, priorities and programmes.</p>
<p><b>Recommendation 8 – Information Management</b> Information to support a risk based approach to highway maintenance should be collected, managed and made available in ways that are sustainable, secure, meet any statutory obligations, and, where appropriate, facilitate transparency for network users.</p>
<p><b>Recommendation 9 – Network Inventory</b> A detailed inventory or register of highway assets, together with information on their scale, nature and use, should be maintained. The nature and extent of inventory collected should be fit for purpose and meet business needs. Where data or information held is considered sensitive, this should be managed in a security- minded way.</p>
<p><b>Recommendation 10 – Asset Data Management</b> The quality, currency, appropriateness and completeness of all data supporting asset management should be regularly reviewed. An asset register should be maintained that stores, manages and reports all relevant asset data. (HIAMG Recommendation 5)</p>
<p><b>Recommendation 11 – Asset Management Systems</b> Asset management systems should be sustainable and able to support the information required to enable asset management. Systems should be accessible to relevant staff and, where appropriate, support the provision of information for stakeholders. (HIAMG Recommendation 12)</p>
<p><b>Recommendation 12 – Network Hierarchy</b> A network hierarchy, or a series of related hierarchies, should be defined which include all elements of the highway network, including carriageways, footways, cycle routes, structures, lighting and rights of way. The hierarchy should take into account current and expected use, resilience, and local economic and social factors such as industry, schools, hospitals and similar, as well as the desirability of continuity and of a consistent approach for walking and cycling.</p>
<p><b>Recommendation 13 – Whole Life/Designing for Maintenance</b> Authorities should take whole life costs into consideration when assessing options for maintenance, new and improved highway schemes. The future maintenance costs of such new infrastructure are therefore a prime consideration.</p>
<p><b>Recommendation 14 – Risk Management</b> The management of current and future risks associated with assets should be embedded within the approach to asset management. Strategic, tactical and operational risks should be included as should appropriate mitigation measures. (HIAMG Recommendation 11)</p>
<p><b>Recommendation 15 – Competencies and Training</b> The appropriate competencies for all staff should be identified. Training should be provided where necessary for directly employed staff, and contractors should be required to provide evidence of the appropriate competencies of their staff.</p>
<p><b>Recommendation 16 – Inspections</b> A risk-based inspection regime, including regular safety inspections, should be developed and implemented for all highway assets.</p>
<p><b>Recommendation 17 – Condition Surveys</b> An asset condition survey regime, based on asset management needs and any statutory reporting requirements, should be developed and implemented.</p>
<p><b>Recommendation 18 – Management System and Claims</b> Records should be kept of all activities, particularly safety and other inspections, including the time and nature of any response, and procedures established to ensure efficient management of claims whilst protecting the authority from unjustified or fraudulent claims.</p>

<p><b>Recommendation 19 – Defect Repair</b> A risk-based defect repair regime should be developed and implemented for all highway assets</p>
<p><b>Recommendation 20 – Resilient Network</b> Within the highway network hierarchy a 'Resilient Network' should be identified to which priority is given through maintenance and other measures to maintain economic activity and access to key services during extreme weather.</p>
<p><b>Recommendation 21 – Climate Change Adaptation</b> The effects of extreme weather events on highway infrastructure assets should be risk assessed and ways to mitigate the impacts of the highest risks identified.</p>
<p><b>Recommendation 22 – Drainage Maintenance</b> Drainage assets should be maintained in good working order to reduce the threat and scale of flooding. Particular attention should be paid to locations known to be prone to problems, so that drainage systems operate close to their designed efficiency.</p>
<p><b>Recommendation 23 – Civil Emergencies and Severe Weather Emergencies Plans</b> The role and responsibilities of the Highway Authority in responding to civil emergencies should be defined in the authority's Civil Emergency Plan. A Severe Weather Emergencies Plan should also be established in consultation with others, including emergency services, relevant authorities and agencies. It should include operational, resource and contingency plans and procedures to enable timely and effective action by the Highway Authority to mitigate the effects of severe weather on the network and provide the best practicable service in the circumstances.</p>
<p><b>Recommendation 24 – Communications</b> Severe Weather and Civil Emergencies Plans should incorporate a communications plan to ensure that information including weather and flood forecasts are received through agreed channels and that information is disseminated to highway users through a range of media.</p>
<p><b>Recommendation 25 – Learning From Events</b> Severe Weather and Civil Emergencies Plans should be regularly rehearsed and refined as necessary. The effectiveness of the Plans should be reviewed after actual events and the learning used to develop them as necessary.</p>
<p><b>Recommendation 26 – Performance Management Framework</b> A performance management framework should be developed that is clear and accessible to stakeholders as appropriate and supports the asset management strategy. (HIAMG Recommendation 4)</p>
<p><b>Recommendation 27 – Performance Monitoring</b> The performance of the Asset Management Framework should be monitored and reported. It should be reviewed regularly by senior decision makers and when appropriate, improvement actions should be taken. (HIAMG Recommendation 13)</p>
<p><b>Recommendation 28 – Financial Plans</b> Financial plans should be prepared for all highway maintenance activities covering short, medium and long term time horizons.</p>
<p><b>Recommendation 29 – Lifecycle Plans</b> Lifecycle planning principles should be used to review the level of funding, support investment decisions and substantiate the need for appropriate and sustainable long term investment. (HIAMG Recommendation 6)</p>
<p><b>Recommendation 30 – Cross Asset Priorities</b> In developing priorities and programmes, consideration should be given to prioritising across asset groups as well as within them.</p>
<p><b>Recommendation 31 – Works Programming</b> A prioritised forward works programme for a rolling period of three to five years should be developed and updated regularly. (HIAMG Recommendation 7)</p>
<p><b>Recommendation 32 – Carbon</b> The impact of highway infrastructure maintenance activities in terms of whole life carbon costs should be taken into account when determining appropriate interventions, materials and treatments.</p>
<p><b>Recommendation 33 – Consistency with Character</b> Determination of materials, products and treatments for the highway network should take into account the character of the area as well as factoring in whole life costing and sustainability. The materials, products and treatments used for highway maintenance should meet requirements for effectiveness and durability.</p>
<p><b>Recommendation 34 – Heritage Assets</b> Authorities should identify a schedule of listed structures, ancient monuments and other relevant assets and work with relevant organisations to ensure that maintenance reflects planning requirements.</p>
<p><b>Recommendation 35 – Environmental Impact, Nature Conservation and Biodiversity</b> Materials, products and treatments for highway infrastructure maintenance should be appraised for environmental impact and for wider issues of sustainability. Highway verges, trees and landscaped areas should be managed with regard to their nature conservation value and biodiversity principles as well as whole-life costing, highway safety and serviceability.</p>
<p><b>Recommendation 36 – Minimising Clutter</b> Opportunities to simplify signs and other street furniture and to remove redundant items should be taken into account when planning highway infrastructure maintenance activities.</p>

## Well-Managed Highway Infrastructure – A Code of Practice

Specific Recommendation form CoP	Progress
<p><b>Recommendation 1 – Use of the Code</b> This Code, in conjunction with the UKRLG Highway Infrastructure Asset Management Guidance, should be used as the starting point against which to develop, review and formally approve highway infrastructure maintenance policy and to identify and formally approve the nature and extent of any variations.</p>	<p>Action Plan in place to progress the specific recommendations and ensure the operational highway asset management policies and procedures will be introduced or amended to reflect the new CoP.</p>
<p><b>Recommendation 2 – Asset Management Framework</b> An Asset Management Framework should be developed and endorsed by senior decision makers. All activities outlined in the Framework should be documented. (HIAMG Recommendation 1)</p>	<p>An Asset Management Framework exists. Processes need to be formalised across revised and new policies and procedures being developed.</p>
<p><b>Recommendation 3 – Asset Management Policy and Strategy</b> An asset management policy and strategy should be developed and published. These should align with the corporate vision and demonstrate the contribution asset management makes towards achieving this vision. (HIAMG Recommendation 3)</p>	<p>An Asset Management Policy and Strategy exists and is published on the DBC website. Review required to reflect new policies and procedures under development.</p>
<p><b>Recommendation 4 – Engaging and Communicating with Stakeholders</b> Relevant information should be actively communicated through engagement with relevant stakeholders in setting requirements, making decisions and reporting performance. (Taken from HIAMG Recommendation 2)</p>	<p>Information is currently communicated through reports to Council and Cabinet, Performance Management Framework, COE, COB, management team meetings, team meetings and one to ones. Information is also supplied via the Council's web pages. Specific consultation is undertaken on individual Projects. This is kept under review and update. <b>No further action required.</b></p>
<p><b>Recommendation 5 – Consistency with Other Authorities</b> To ensure that users' reasonable expectations for consistency are taken into account, the approach of other local and strategic highway and transport authorities, especially those with integrated or adjoining networks, should be considered when developing highway infrastructure maintenance policies.</p>	<p>Hierarchies and cross border arrangements have already been developed with the Tees Valley authorities and will be incorporated in to updated policies and plans.</p>
<p><b>Recommendation 6 – An Integrated Network</b> The highway network should be considered as an integrated set of assets when developing highway infrastructure maintenance policies.</p>	<p>The existing highway network has been maintained by an integrated team since 2012 with overlapping assets, budgets and team members working across different asset groups. <b>No further action required</b></p>
<p><b>Recommendation 7 – Risk Based Approach</b> A risk based approach should be adopted for all aspects of highway infrastructure maintenance, including setting levels of service, inspections, responses, resilience, priorities and programmes.</p>	<p>A risk based approach has been adopted for all of the highway assets with systems in place to record safety and condition surveys which help to set priorities and develop programmes of work for each area of highway infrastructure. Formal method statements are to be developed for each of the main asset types and included within their respective policy documents.</p>
<p><b>Recommendation 8 – Information Management</b> Information to support a risk based approach to highway maintenance should be collected, managed and made available in ways that are sustainable, secure, meet any statutory obligations, and, where appropriate, facilitate transparency for network users.</p>	<p>Processes and systems are in place to record and manage information such as safety inspections, bridge condition inspections, scanner, cvi, and scrim. Systems can provide statutory information, condition and public information for publication on the Council's website such as potholes. This is kept under review and update. <b>No further action required</b></p>
<p><b>Recommendation 9 – Network Inventory</b> A detailed inventory or register of highway assets, together with information on their scale, nature and use, should be maintained. The nature and extent of inventory collected should be fit for purpose and meet business needs. Where data or information held is considered sensitive, this should be managed in a security- minded way.</p>	<p>Detailed inventories of most of the highway assets are available on the Symology Insight system. Assets are updated when new assets are acquired or disposed of, such as various assets on new housing estates. Where there are gaps in the highway asset data, programmes are put in place to acquire the relevant missing information. Process plans for updating information are required.</p>
<p><b>Recommendation 10 – Asset Data Management</b> The quality, currency, appropriateness and completeness of all data supporting asset management should be regularly reviewed. An asset register should be maintained that stores, manages and reports all relevant asset data. (HIAMG Recommendation 5)</p>	<p>Data is managed by carrying out checks on site and reviewing existing data. Processes are in place to update data when schemes are carried out or new infrastructure is created as part of residential developments or improvements. Formalised processes are to be included within their respective policy documents.</p>
<p><b>Recommendation 11 – Asset Management Systems</b> Asset management systems should be sustainable and able to support the information required to enable asset management. Systems should be accessible to relevant staff and, where appropriate, support the provision of information for stakeholders. (HIAMG Recommendation 12)</p>	<p>Well established asset management software in place and available for use across the Authority. Training required to raise awareness of the available resource to enable teams to manage their assets effectively.</p>

<p><b>Recommendation 12 – Network Hierarchy</b> A network hierarchy, or a series of related hierarchies, should be defined which include all elements of the highway network, including carriageways, footways, cycle routes, structures, lighting and rights of way. The hierarchy should take into account current and expected use, resilience, and local economic and social factors such as industry, schools, hospitals and similar, as well as the desirability of continuity and of a consistent approach for walking and cycling.</p>	<p>Existing hierarchies are taken from the 2005 COP. WMHI calls for a risk based approach in developing hierarchies. A new set of hierarchies has been developed with the Tees Valley Authorities. The new hierarchies need to be applied to the network taking in to account local economic and social factors.</p>
<p><b>Recommendation 13 – Whole Life/Designing for Maintenance</b> Authorities should take whole life costs into consideration when assessing options for maintenance, new and improved highway schemes. The future maintenance costs of such new infrastructure are therefore a prime consideration.</p>	<p>Whole life costs is considered as part of the design process and included within design process mapping. <b>No further action required</b></p>
<p><b>Recommendation 14 – Risk Management</b> The management of current and future risks associated with assets should be embedded within the approach to asset management. Strategic, tactical and operational risks should be included as should appropriate mitigation measures. (HIAMG Recommendation 11)</p>	<p>Formal risk management processes to be recorded and included in the relevant procedures and plans.</p>
<p><b>Recommendation 15 – Competencies and Training</b> The appropriate competencies for all staff should be identified. Training should be provided where necessary for directly employed staff, and contractors should be required to provide evidence of the appropriate competencies of their staff.</p>	<p>Competencies are identified for all staff but this does not usually include formal qualifications. Training records are kept for all team members and records updated.</p>
<p><b>Recommendation 16 – Inspections</b> A risk-based inspection regime, including regular safety inspections, should be developed and implemented for all highway assets.</p>	<p>The existing safety manual to be updated after the new hierarchies have been determined. There are existing risk based inspections carried out for structures and street lighting. A revised manual is being produced.</p>
<p><b>Recommendation 17 – Condition Surveys</b> An asset condition survey regime, based on asset management needs and any statutory reporting requirements, should be developed and implemented.</p>	<p>Condition data has been collected for carriageways since 2005 and footways since 2011 and initially used for statutory reporting. Systems are also in place for Bridge and Street Lighting assets. Condition data collection regime to be recorded for each of the main assets including methods of collection and possible funding requirements. This should be recorded within each of the specific policy documents.</p>
<p><b>Recommendation 18 – Management System and Claims</b> Records should be kept of all activities, particularly safety and other inspections, including the time and nature of any response, and procedures established to ensure efficient management of claims whilst protecting the authority from unjustified or fraudulent claims.</p>	<p>Records already maintained within Symology Insight including inspection regimes, order dates, response times etc. Systems and processes should be included within the Highways Safety Inspection Manual so that they are formally recorded and endorsed.</p>
<p><b>Recommendation 19 – Defect Repair</b> A risk-based defect repair regime should be developed and implemented for all highway assets.</p>	<p>Defects are currently repaired as indicated in the Highways Safety Inspection Manual. Document does not contain a risk matrix. Information on street lighting and structures assets to be recorded in their own policy documents.</p>
<p><b>Recommendation 20 – Resilient Network</b> Within the highway network hierarchy a 'Resilient Network' should be identified to which priority is given through maintenance and other measures to maintain economic activity and access to key services during extreme weather.</p>	<p>Resilient Network has been produced based on the two main extreme weather events i.e. winter conditions and flooding. Consultation with adjoining authorities and Local Resilience Forum complete. This is kept under review and update. <b>No further action required</b></p>
<p><b>Recommendation 21 – Climate Change Adaptation</b> The effects of extreme weather events on highway infrastructure assets should be risk assessed and ways to mitigate the impacts of the highest risks identified.</p>	<p>The two main weather events are taken in to account in the Resilient Network. (Flooding and Snow/Ice). This is kept under review and update. <b>No further action required</b></p>
<p><b>Recommendation 22 – Drainage Maintenance</b> Drainage assets should be maintained in good working order to reduce the threat and scale of flooding. Particular attention should be paid to locations known to be prone to problems, so that drainage systems operate close to their designed efficiency.</p>	<p>Work is ongoing to identify and improve the drainage asset records. A gap analysis of information required and a programme of investigation works to fill the gaps has been carried out, taking a risk based approach when identifying priorities.</p>
<p><b>Recommendation 23 – Civil Emergencies and Severe Weather Emergencies Plans</b> The role and responsibilities of the Highway Authority in responding to civil emergencies should be defined in the authority's Civil Emergency Plan. A Severe Weather Emergencies Plan should also be established in consultation with others, including emergency services, relevant authorities and agencies. It should include operational, resource and contingency plans and procedures to enable timely and effective action by the Highway Authority to mitigate the effects of severe weather on the network and provide the best practicable service in the circumstances.</p>	<p>The Council has various Civil Contingency Plans in place to cover Severe Weather Emergencies. Cross departmental exercises are carried out to test their effectiveness and reinforce links between different areas of the Council. The Durham County Council and Darlington Civil Contingency unit maintain the documents and arrange for regular training. This is kept under review and update. <b>No further action required</b></p>

<p><b>Recommendation 24 – Communications</b> Severe Weather and Civil Emergencies Plans should incorporate a communications plan to ensure that information including weather and flood forecasts are received through agreed channels and that information is disseminated to highway users through a range of media.</p>	<p>Processes are in place but need reviewing and incorporating into the Communications Strategy.</p>
<p><b>Recommendation 25 – Learning From Events</b> Severe Weather and Civil Emergencies Plans should be regularly rehearsed and refined as necessary. The effectiveness of the Plans should be reviewed after actual events and the learning used to develop them as necessary.</p>	<p>The Council has various Civil Contingency Plans in place to cover Severe Weather Emergencies as indicated above (R23). Winter events will either be discussed at the time or during the end of season review meeting. <b>No further action required</b></p>
<p><b>Recommendation 26 – Performance Management Framework</b> A performance management framework should be developed that is clear and accessible to stakeholders as appropriate and supports the asset management strategy. (HIAMG Recommendation 4)</p>	<p>A Performance Management Framework is already in place and includes performance indicators for many of the highway assets. This information has been used to secure capital budgets for deteriorating assets. <b>No further action required</b></p>
<p><b>Recommendation 27 – Performance Monitoring</b> The performance of the Asset Management Framework should be monitored and reported. It should be reviewed regularly by senior decision makers and when appropriate, improvement actions should be taken. (HIAMG Recommendation 13)</p>	<p>A Performance Management Framework is already in place and includes performance indicators for many of the highway assets. This information has been used to secure capital budgets for deteriorating assets. Framework is in place and monitored to identify areas requiring improvement. <b>No further action required</b></p>
<p><b>Recommendation 28 – Financial Plans</b> Financial plans should be prepared for all highway maintenance activities covering short, medium and long term time horizons.</p>	<p>Programmes of work for the various assets include estimated costs which can identify shortfalls in budget and provide financial planning for future years. This is kept under review and update. <b>No further action required</b></p>
<p><b>Recommendation 29 – Lifecycle Plans</b> Lifecycle planning principles should be used to review the level of funding, support investment decisions and substantiate the need for appropriate and sustainable long term investment. (HIAMG Recommendation 6)</p>	<p>Limited use of life cycle planning at present. It is mainly focussed on material choices and not for substantiating long term budgets and decisions. Work required on the asset management system to identify deterioration curves for different processes and available budgets.</p>
<p><b>Recommendation 30 – Cross Asset Priorities</b> In developing priorities and programmes, consideration should be given to prioritising across asset groups as well as within them.</p>	<p>All of the major assets are managed by the Asset Management Team which enables better planning of works where more than one asset requires maintenance. This can also reduce costs and overall disruption to the public. <b>No further action required</b></p>
<p><b>Recommendation 31 – Works Programming</b> A prioritised forward works programme for a rolling period of three to five years should be developed and updated regularly. (HIAMG Recommendation 7)</p>	<p>A minimum of five year works programme have been developed for carriageway and structures and other programmes are being developed.</p>
<p><b>Recommendation 32 – Carbon</b> The impact of highway infrastructure maintenance activities in terms of whole life carbon costs should be taken into account when determining appropriate interventions, materials and treatments.</p>	<p>Street lighting lanterns have been converted to LED units and lighting to signage is removed where it is not required. Savings of 2000 tonnes of carbon per annum. Warm lay materials are being trialled. This is kept under review and update. <b>No further action required</b></p>
<p><b>Recommendation 33 – Consistency with Character</b> Determination of materials, products and treatments for the highway network should take into account the character of the area as well as factoring in whole life costing and sustainability. The materials, products and treatments used for highway maintenance should meet requirements for effectiveness and durability.</p>	<p>The design process for improvement and maintenance schemes is in place. This is kept under review and update. <b>No further action required</b></p>
<p><b>Recommendation 34 – Heritage Assets</b> Authorities should identify a schedule of listed structures, ancient monuments and other relevant assets and work with relevant organisations to ensure that maintenance reflects planning requirements.</p>	<p>Heritage Assets are recorded on the asset management system against the asset attributes. This enables identification through an attribute search. This is kept under review and update. <b>No further action required</b></p>
<p><b>Recommendation 35 – Environmental Impact, Nature Conservation and Biodiversity</b> Materials, products and treatments for highway infrastructure maintenance should be appraised for environmental impact and for wider issues of sustainability. Highway verges, trees and landscaped areas should be managed with regard to their nature conservation value and biodiversity principles as well as whole-life costing, highway safety and serviceability.</p>	<p>The design process for improvement and maintenance schemes is in place and covers these issues. This is kept under review and update. <b>No further action required</b></p>
<p><b>Recommendation 36 – Minimising Clutter</b> Opportunities to simplify signs and other street furniture and to remove redundant items should be taken into account when planning highway infrastructure maintenance activities.</p>	<p>Existing signage and street furniture is reviewed as part of the design process for improvement and maintenance schemes. This is kept under review and update. <b>No further action required</b></p>

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**WELL MANAGED HIGHWAYS INFRASTRUCTURE – A CODE OF PRACTICE**

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**Responsible Cabinet Member - Councillor Nick Wallis, Portfolio Holder for  
Leisure and Local Environment**

**Responsible Director - Ian Williams  
Director of Economic Growth and Neighbourhood Services**

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**SUMMARY REPORT**

**Purpose of the Report**

1. To advise Members of a new national code of practice for managing all highway assets. The Well Managed Highways Infrastructure Code of Practice (CoP) replaces existing codes and promotes a risk based approach. It also requires consideration of specific recommendations to be adopted when managing the Council's highway network.

**Summary**

2. Well- Managed Highway Infrastructure (CoP) replaces three previous codes of practice, Well Maintained Highways, Management of Highway Structures and Well-lit Highways. The CoP is designed to promote the adoption of an integrated asset management approach to highway infrastructure based on the establishment of local levels of service through risk-based assessment.
3. As well as providing guidance on maintenance activities, the CoP has 36 specific Recommendations which have been used to develop a number of operational documents that will evidence how the Council have incorporated the recommendations in to every day highway asset management operations.
4. The CoP is not a statutory document, and there have been no amendments to legislation. However, it does provide Highway Authorities with national guidance and good practice on highways management, which will be recognised when defending claims and undertaking our duties as highway authority. Adoption of the recommendations within the CoP is a matter for each Highway Authority, based on their own legal interpretation, risks, needs and priorities.
5. The new CoP comes into effect in October 2018 and operational documents are being reviewed to reflect the new approach and the specific recommendations.

6. The Department for Transport (DfT) expect continued improvement in terms of Highway Asset Management and each year the Council is required to complete a self-assessment demonstrating improvement. This is linked to the amount of funding received from Government and failure to improve can result in less funding. As part of this assessment DfT expect evidence that matters such as the introduction of the new code of practice are considered by Cabinet.

### **Recommendation**

7. It is recommended that :-
  - (a) Cabinet note the adoption of the principles set out in the Well Managed Highway Infrastructure (CoP), the requirement to progress the specific recommendations and that operational highway asset management policies and procedures will be introduced or amended to reflect the new CoP.
  - (b) Cabinet confirms delegated authority for the Director of Economic Growth and Neighbourhood Services, or nominated officers, to develop, update, bring into operation and review the policies and procedures that follow principles in the CoP.

### **Reasons**

8. The recommendations are supported to facilitate the efficient and effective management of the Council's highway infrastructure by incorporating recommendations and principles within the CoP.

**Ian Williams**  
**Director of Economic Growth and Neighbourhood Services**

### **Background Papers**

No background papers were used in the preparation of this report

Steve Brannan : 6663  
LC

S17 Crime and Disorder	Crime and disorder implications will be taken into account in the preparation of the various documents and policies.
Health and Well Being	Health and wellbeing implications will be taken into account in the preparation of the various documents and policies. Good standards of maintenance will provide a safe environment and encourage people to use the highway and to keep people active and independent.
Carbon Impact	Carbon emissions and their impact will be taken into account in the preparation of the various documents and policies. Where possible cost effective methods, materials and processes will be adopted to reduce their carbon impact.
Diversity	Equalities and Disability Impact Assessments will be undertaken in the preparation of the various documents and policies. As highway schemes have an impact on the built environment disability groups in particular will be consulted to ensure the needs of disabled people are considered.
Wards Affected	All
Groups Affected	All
Budget and Policy Framework	It is not anticipated that there will be a pressure on existing budgets. When developing the policies to the new CoP if there are financial implications these will be brought back to Cabinet under a separate report.
Key Decision	Yes
Urgent Decision	No
One Darlington: Perfectly Placed	One Darlington: Perfectly Placed set the wider context for the development of the various documents produced to evidence compliance with the Code of Practice.
Efficiency	The various documents and policies will demonstrate an evidence based approach to identify schemes and reactive maintenance that reduce maintenance liabilities and/or seek to reduce revenue costs.
Impact on Looked After Children and Care Leavers	This report has no impact on Looked After Children or Care Leavers

## MAIN REPORT

### Information and Analysis

9. As Highway Authority, Darlington Borough Council is responsible for ensuring the local highway network is managed and maintained to an appropriate standard so that the general public can undertake their journeys in a safe and efficient manner.
10. The extent of the highway network which the Council manages is shown below.

Road Classification	Road Network Length
A (principal roads)	57
B	29
C	109
Unclassified	356
Total	551

11. In addition there are approximately 610km of footways, approximately 13,400 street lights and 105 bridges which form part of the adopted highway network maintained at public expense. A full inventory of all highway assets, including carriageways, footways, cycleways, bridges, retaining walls, public rights of way, safety fences, traffic signals, street lighting and verges, has been compiled and maintained on the Council's Highway Asset Management system. This asset data has facilitated better management of the highway and is used to estimate the value of the highway network, in monetary terms, in line with Government requirements.
12. The importance and value which the highway network contributes to the national and local economy and the economic, social and environmental wellbeing of the local community should not be under estimated.
13. In order to deliver highway maintenance in an effective, efficient and structured way the Council has developed a series of policies and procedures which it follows, based on previous National Codes of Good Practice. These are in the process of being reviewed and expanded to ensure that they follow the recommendations in Well Managed Highways Infrastructure – A Code of Practice. The CoP states that the CoP should be adopted by October 2018 or alternative practices and standards put in place.
14. A hierarchy of documents has been developed showing the relationship between national guidance, legislation and local practices and standards (**Appendix A**). Areas where new documents are required or existing documents require review have been identified and work is currently being undertaken to complete the review by October 2018, although it is not essential for all documents to be in place at this time.
15. The Code of Practice the Council currently works to in relation to roads and footways is the "Well Maintained Highways" which was published in July 2005. This made recommendations as to hierarchy and frequency of safety inspections. The Council broadly followed this Code although the frequency of safety inspections of some carriageway and footways exceeded the recommendations.

This approach has resulted in the Council achieving a repudiation rate of 93% of those insurance claims settled during 2010 to 2018. The new CoP does not specify frequencies of safety inspections and these will be determined having regard to the carriageway and footway hierarchy. It will be necessary to ensure that the network hierarchy is regularly reviewed to ensure that the category for each asset is updated as the network changes. The hierarchy category for each of the asset groups will be delegated to a group of officers chaired by the Head of Highway Asset Management taking account of the recommendations of the Code.

16. The Tees Valley authorities have worked together to produce a common set hierarchies for carriageways, footways, cycle ways, street lighting, structures and public right of ways (**Appendix B**). The hierarchies will be used to prioritise maintenance, including inspections, taking in to account minimum levels of service. Although each of the authorities are responsible for detail within their own documents the inclusion of a Tees Valley set of hierarchies demonstrates a common approach with neighbouring authorities which is encouraged by the CoP.
17. Neighbouring authorities are being consulted with regard to network priorities and response times to ensure that there are not major differentials in the condition of highway assets at authority boundaries. Other agencies, stakeholders and Councils services have been consulted in the development of procedures and policies.
18. There are 36 specific recommendations within the new CoP which have been reviewed and an Action Plan is in place to ensure these are fully considered in the implementation of the new CoP. The recommendations and progress against these is included at **Appendix C** for information. Although there are some recommendations that existing practices and standards follow, it is important that the risk based approach is reflected and recorded in them. This will evidence that we are following the CoP and will enable defence from third party claims.

### **Financial Implications**

19. There are no financial implications at this stage of implementation of the new code of practice. Any financial implications that cannot be accommodated within existing budgets would be subject to separate Cabinet report.

### **Legal Implications**

20. Consultation will take place with our Legal team and Council insurers when the draft Highway Safety Inspection Manual has been completed.

### **HR Implications**

21. Training on the new code is being delivered to relevant staff in the service areas.

### **Equalities Considerations**

22. Equalities considerations will be considered as each procedure is developed.

## Consultation

23. Consultation has been undertaken with neighbouring authorities and stakeholders. It is not intended that technical policies and procedures be the subject of public consultation. However, it is proposed that the full suite of documents is available on the web site so that users and the community have access to them.

**CABINET**  
**10 JULY 2018**

ITEM NO. ....

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## **WELL MANAGED HIGHWAYS INFRASTRUCTURE – A CODE OF PRACTICE**

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**Responsible Cabinet Member - Councillor Nick Wallis, Portfolio Holder for  
Leisure and Local Environment**

**Responsible Director - Ian Williams  
Director of Economic Growth and Neighbourhood Services**

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### **SUMMARY REPORT**

#### **Purpose of the Report**

1. To advise Members of a new national code of practice for managing all highway assets. The Well Managed Highways Infrastructure Code of Practice (CoP) replaces existing codes and promotes a risk based approach. It also requires consideration of specific recommendations to be adopted when managing the Council's highway network.

#### **Summary**

2. Well- Managed Highway Infrastructure (CoP) replaces three previous codes of practice, Well Maintained Highways, Management of Highway Structures and Well-lit Highways. The CoP is designed to promote the adoption of an integrated asset management approach to highway infrastructure based on the establishment of local levels of service through risk-based assessment.
3. As well as providing guidance on maintenance activities, the CoP has 36 specific Recommendations which have been used to develop a number of operational documents that will evidence how the Council have incorporated the recommendations in to every day highway asset management operations.
4. The CoP is not a statutory document, and there have been no amendments to legislation. However, it does provide Highway Authorities with national guidance and good practice on highways management, which will be recognised when defending claims and undertaking our duties as highway authority. Adoption of the recommendations within the CoP is a matter for each Highway Authority, based on their own legal interpretation, risks, needs and priorities.
5. The new CoP comes into effect in October 2018 and operational documents are being reviewed to reflect the new approach and the specific recommendations.
6. The Department for Transport (DfT) expect continued improvement in terms of Highway Asset Management and each year the Council is required to complete a

self-assessment demonstrating improvement. This is linked to the amount of funding received from Government and failure to improve can result in less funding. As part of this assessment DfT expect evidence that matters such as the introduction of the new code of practice are considered by Cabinet.

## **Recommendation**

7. It is recommended that :-
  - (a) Cabinet note the adoption of the principles set out in the Well Managed Highway Infrastructure (CoP), the requirement to progress the specific recommendations and that operational highway asset management policies and procedures will be introduced or amended to reflect the new CoP.
  - (b) Cabinet confirms delegated authority for the Director of Economic Growth and Neighbourhood Services, or nominated officers, to develop, update, bring into operation and review the policies and procedures that follow principles in the CoP.

## **Reasons**

8. The recommendations are supported to facilitate the efficient and effective management of the Council's highway infrastructure by incorporating recommendations and principles within the CoP.

**Ian Williams**  
**Director of Economic Growth and Neighbourhood Services**

## **Background Papers**

No background papers were used in the preparation of this report

Steve Brannan : 6663  
LC



S17 Crime and Disorder	Crime and disorder implications will be taken into account in the preparation of the various documents and policies.
Health and Well Being	Health and wellbeing implications will be taken into account in the preparation of the various documents and policies. Good standards of maintenance will provide a safe environment and encourage people to use the highway and to keep people active and independent.
Carbon Impact	Carbon emissions and their impact will be taken into account in the preparation of the various documents and policies. Where possible cost effective methods, materials and processes will be adopted to reduce their carbon impact.
Diversity	Equalities and Disability Impact Assessments will be undertaken in the preparation of the various documents and policies. As highway schemes have an impact on the built environment disability groups in particular will be consulted to ensure the needs of disabled people are considered.
Wards Affected	All
Groups Affected	All
Budget and Policy Framework	It is not anticipated that there will be a pressure on existing budgets. When developing the policies to the new CoP if there are financial implications these will be brought back to Cabinet under a separate report.
Key Decision	Yes
Urgent Decision	No
One Darlington: Perfectly Placed	One Darlington: Perfectly Placed set the wider context for the development of the various documents produced to evidence compliance with the Code of Practice.
Efficiency	The various documents and policies will demonstrate an evidence based approach to identify schemes and reactive maintenance that reduce maintenance liabilities and/or seek to reduce revenue costs.
Impact on Looked After Children and Care Leavers	This report has no impact on Looked After Children or Care Leavers

## MAIN REPORT

### Information and Analysis

9. As Highway Authority, Darlington Borough Council is responsible for ensuring the local highway network is managed and maintained to an appropriate standard so that the general public can undertake their journeys in a safe and efficient manner.
10. The extent of the highway network which the Council manages is shown below.

Road Classification	Road Network Length
A (principal roads)	57
B	29
C	109
Unclassified	356
Total	551

11. In addition there are approximately 610km of footways, approximately 13,400 street lights and 105 bridges which form part of the adopted highway network maintained at public expense. A full inventory of all highway assets, including carriageways, footways, cycleways, bridges, retaining walls, public rights of way, safety fences, traffic signals, street lighting and verges, has been compiled and maintained on the Council's Highway Asset Management system. This asset data has facilitated better management of the highway and is used to estimate the value of the highway network, in monetary terms, in line with Government requirements.
12. The importance and value which the highway network contributes to the national and local economy and the economic, social and environmental wellbeing of the local community should not be under estimated.
13. In order to deliver highway maintenance in an effective, efficient and structured way the Council has developed a series of policies and procedures which it follows, based on previous National Codes of Good Practice. These are in the process of being reviewed and expanded to ensure that they follow the recommendations in Well Managed Highways Infrastructure – A Code of Practice. The CoP states that the CoP should be adopted by October 2018 or alternative practices and standards put in place.
14. A hierarchy of documents has been developed showing the relationship between national guidance, legislation and local practices and standards (**Appendix A**). Areas where new documents are required or existing documents require review have been identified and work is currently being undertaken to complete the review by October 2018, although it is not essential for all documents to be in place at this time.
15. The Code of Practice the Council currently works to in relation to roads and footways is the "Well Maintained Highways" which was published in July 2005. This made recommendations as to hierarchy and frequency of safety inspections. The Council broadly followed this Code although the frequency of safety inspections of some carriageway and footways exceeded the recommendations. This approach has resulted in the Council achieving a repudiation rate of 93% of

those insurance claims settled during 2010 to 2018. The new CoP does not specify frequencies of safety inspections and these will be determined having regard to the carriageway and footway hierarchy. It will be necessary to ensure that the network hierarchy is regularly reviewed to ensure that the category for each asset is updated as the network changes. The hierarchy category for each of the asset groups will be delegated to a group of officers chaired by the Head of Highway Asset Management taking account of the recommendations of the Code.

16. The Tees Valley authorities have worked together to produce a common set hierarchies for carriageways, footways, cycle ways, street lighting, structures and public right of ways (**Appendix B**). The hierarchies will be used to prioritise maintenance, including inspections, taking in to account minimum levels of service. Although each of the authorities are responsible for detail within their own documents the inclusion of a Tees Valley set of hierarchies demonstrates a common approach with neighbouring authorities which is encouraged by the CoP.
17. Neighbouring authorities are being consulted with regard to network priorities and response times to ensure that there are not major differentials in the condition of highway assets at authority boundaries. Other agencies, stakeholders and Councils services have been consulted in the development of procedures and policies.
18. There are 36 specific recommendations within the new CoP which have been reviewed and an Action Plan is in place to ensure these are fully considered in the implementation of the new CoP. The recommendations and progress against these is included at **Appendix C** for information. Although there are some recommendations that existing practices and standards follow, it is important that the risk based approach is reflected and recorded in them. This will evidence that we are following the CoP and will enable defence from third party claims.

### **Financial Implications**

19. There are no financial implications at this stage of implementation of the new code of practice. Any financial implications that cannot be accommodated within existing budgets would be subject to separate Cabinet report.

### **Legal Implications**

20. Consultation will take place with our Legal team and Council insurers when the draft Highway Safety Inspection Manual has been completed.

### **HR Implications**

21. Training on the new code is being delivered to relevant staff in the service areas.

### **Equalities Considerations**

22. Equalities considerations will be considered as each procedure is developed.

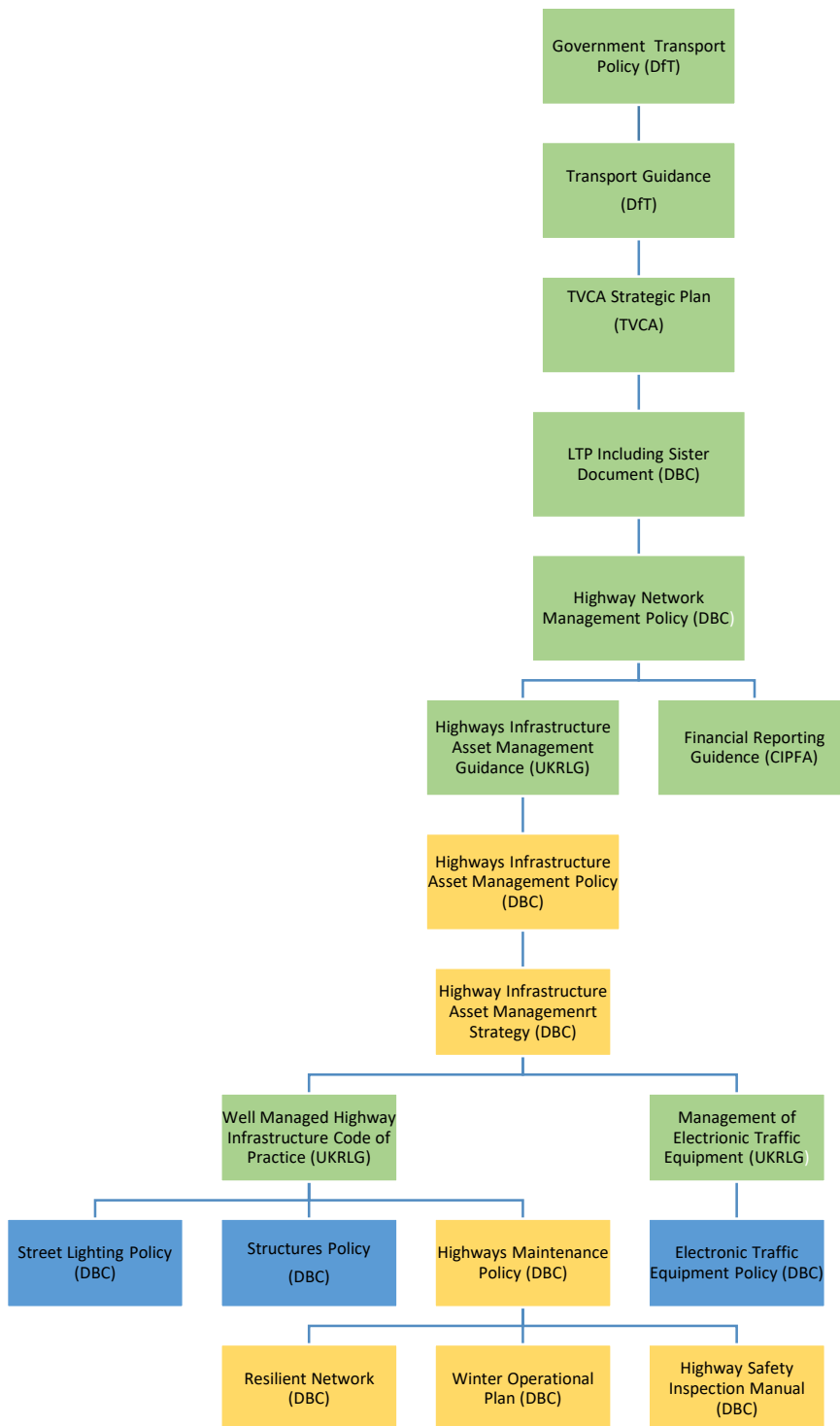
## Consultation

23. Consultation has been undertaken with neighbouring authorities and stakeholders. It is not intended that technical policies and procedures be the subject of public consultation. However, it is proposed that the full suite of documents is available on the web site so that users and the community have access to them.

## **Well-Managed Highway Infrastructure – A Code of Practice**

<p><b>Recommendation 1 – Use of the Code</b> This Code, in conjunction with the UKRLG Highway Infrastructure Asset Management Guidance, should be used as the starting point against which to develop, review and formally approve highway infrastructure maintenance policy and to identify and formally approve the nature and extent of any variations.</p>
<p><b>Recommendation 2 – Asset Management Framework</b> An Asset Management Framework should be developed and endorsed by senior decision makers. All activities outlined in the Framework should be documented. (HIAMG Recommendation 1)</p>
<p><b>Recommendation 3 – Asset Management Policy and Strategy</b> An asset management policy and strategy should be developed and published. These should align with the corporate vision and demonstrate the contribution asset management makes towards achieving this vision. (HIAMG Recommendation 3)</p>
<p><b>Recommendation 4 – Engaging and Communicating with Stakeholders</b> Relevant information should be actively communicated through engagement with relevant stakeholders in setting requirements, making decisions and reporting performance. (Taken from HIAMG Recommendation 2)</p>
<p><b>Recommendation 5 – Consistency with Other Authorities</b> To ensure that users' reasonable expectations for consistency are taken into account, the approach of other local and strategic highway and transport authorities, especially those with integrated or adjoining networks, should be considered when developing highway infrastructure maintenance policies.</p>
<p><b>Recommendation 6 – An Integrated Network</b> The highway network should be considered as an integrated set of assets when developing highway infrastructure maintenance policies.</p>
<p><b>Recommendation 7 – Risk Based Approach</b> A risk based approach should be adopted for all aspects of highway infrastructure maintenance, including setting levels of service, inspections, responses, resilience, priorities and programmes.</p>
<p><b>Recommendation 8 – Information Management</b> Information to support a risk based approach to highway maintenance should be collected, managed and made available in ways that are sustainable, secure, meet any statutory obligations, and, where appropriate, facilitate transparency for network users.</p>
<p><b>Recommendation 9 – Network Inventory</b> A detailed inventory or register of highway assets, together with information on their scale, nature and use, should be maintained. The nature and extent of inventory collected should be fit for purpose and meet business needs. Where data or information held is considered sensitive, this should be managed in a security- minded way.</p>
<p><b>Recommendation 10 – Asset Data Management</b> The quality, currency, appropriateness and completeness of all data supporting asset management should be regularly reviewed. An asset register should be maintained that stores, manages and reports all relevant asset data. (HIAMG Recommendation 5)</p>
<p><b>Recommendation 11 – Asset Management Systems</b> Asset management systems should be sustainable and able to support the information required to enable asset management. Systems should be accessible to relevant staff and, where appropriate, support the provision of information for stakeholders. (HIAMG Recommendation 12)</p>
<p><b>Recommendation 12 – Network Hierarchy</b> A network hierarchy, or a series of related hierarchies, should be defined which include all elements of the highway network, including carriageways, footways, cycle routes, structures, lighting and rights of way. The hierarchy should take into account current and expected use, resilience, and local economic and social factors such as industry, schools, hospitals and similar, as well as the desirability of continuity and of a consistent approach for walking and cycling.</p>
<p><b>Recommendation 13 – Whole Life/Designing for Maintenance</b> Authorities should take whole life costs into consideration when assessing options for maintenance, new and improved highway schemes. The future maintenance costs of such new infrastructure are therefore a prime consideration.</p>
<p><b>Recommendation 14 – Risk Management</b> The management of current and future risks associated with assets should be embedded within the approach to asset management. Strategic, tactical and operational risks should be included as should appropriate mitigation measures. (HIAMG Recommendation 11)</p>
<p><b>Recommendation 15 – Competencies and Training</b> The appropriate competencies for all staff should be identified. Training should be provided where necessary for directly employed staff, and contractors should be required to provide evidence of the appropriate competencies of their staff.</p>
<p><b>Recommendation 16 – Inspections</b> A risk-based inspection regime, including regular safety inspections, should be developed and implemented for all highway assets.</p>
<p><b>Recommendation 17 – Condition Surveys</b> An asset condition survey regime, based on asset management needs and any statutory reporting requirements, should be developed and implemented.</p>
<p><b>Recommendation 18 – Management System and Claims</b> Records should be kept of all activities, particularly safety and other inspections, including the time and nature of any response, and procedures established to ensure efficient management of claims whilst protecting the authority from unjustified or fraudulent claims.</p>

<p><b>Recommendation 19 – Defect Repair</b> A risk-based defect repair regime should be developed and implemented for all highway assets</p>
<p><b>Recommendation 20 – Resilient Network</b> Within the highway network hierarchy a 'Resilient Network' should be identified to which priority is given through maintenance and other measures to maintain economic activity and access to key services during extreme weather.</p>
<p><b>Recommendation 21 – Climate Change Adaptation</b> The effects of extreme weather events on highway infrastructure assets should be risk assessed and ways to mitigate the impacts of the highest risks identified.</p>
<p><b>Recommendation 22 – Drainage Maintenance</b> Drainage assets should be maintained in good working order to reduce the threat and scale of flooding. Particular attention should be paid to locations known to be prone to problems, so that drainage systems operate close to their designed efficiency.</p>
<p><b>Recommendation 23 – Civil Emergencies and Severe Weather Emergencies Plans</b> The role and responsibilities of the Highway Authority in responding to civil emergencies should be defined in the authority's Civil Emergency Plan. A Severe Weather Emergencies Plan should also be established in consultation with others, including emergency services, relevant authorities and agencies. It should include operational, resource and contingency plans and procedures to enable timely and effective action by the Highway Authority to mitigate the effects of severe weather on the network and provide the best practicable service in the circumstances.</p>
<p><b>Recommendation 24 – Communications</b> Severe Weather and Civil Emergencies Plans should incorporate a communications plan to ensure that information including weather and flood forecasts are received through agreed channels and that information is disseminated to highway users through a range of media.</p>
<p><b>Recommendation 25 – Learning From Events</b> Severe Weather and Civil Emergencies Plans should be regularly rehearsed and refined as necessary. The effectiveness of the Plans should be reviewed after actual events and the learning used to develop them as necessary.</p>
<p><b>Recommendation 26 – Performance Management Framework</b> A performance management framework should be developed that is clear and accessible to stakeholders as appropriate and supports the asset management strategy. (HIAMG Recommendation 4)</p>
<p><b>Recommendation 27 – Performance Monitoring</b> The performance of the Asset Management Framework should be monitored and reported. It should be reviewed regularly by senior decision makers and when appropriate, improvement actions should be taken. (HIAMG Recommendation 13)</p>
<p><b>Recommendation 28 – Financial Plans</b> Financial plans should be prepared for all highway maintenance activities covering short, medium and long term time horizons.</p>
<p><b>Recommendation 29 – Lifecycle Plans</b> Lifecycle planning principles should be used to review the level of funding, support investment decisions and substantiate the need for appropriate and sustainable long term investment. (HIAMG Recommendation 6)</p>
<p><b>Recommendation 30 – Cross Asset Priorities</b> In developing priorities and programmes, consideration should be given to prioritising across asset groups as well as within them.</p>
<p><b>Recommendation 31 – Works Programming</b> A prioritised forward works programme for a rolling period of three to five years should be developed and updated regularly. (HIAMG Recommendation 7)</p>
<p><b>Recommendation 32 – Carbon</b> The impact of highway infrastructure maintenance activities in terms of whole life carbon costs should be taken into account when determining appropriate interventions, materials and treatments.</p>
<p><b>Recommendation 33 – Consistency with Character</b> Determination of materials, products and treatments for the highway network should take into account the character of the area as well as factoring in whole life costing and sustainability. The materials, products and treatments used for highway maintenance should meet requirements for effectiveness and durability.</p>
<p><b>Recommendation 34 – Heritage Assets</b> Authorities should identify a schedule of listed structures, ancient monuments and other relevant assets and work with relevant organisations to ensure that maintenance reflects planning requirements.</p>
<p><b>Recommendation 35 – Environmental Impact, Nature Conservation and Biodiversity</b> Materials, products and treatments for highway infrastructure maintenance should be appraised for environmental impact and for wider issues of sustainability. Highway verges, trees and landscaped areas should be managed with regard to their nature conservation value and biodiversity principles as well as whole-life costing, highway safety and serviceability.</p>
<p><b>Recommendation 36 – Minimising Clutter</b> Opportunities to simplify signs and other street furniture and to remove redundant items should be taken into account when planning highway infrastructure maintenance activities.</p>



Document/Guidance Complete but Requires Review

Document/Guidance Complete and Updated

Document not in Place

UKRLG – UK Roads Liaison Group  
 CIPFA – Chartered Institute of Public Finance & Accountancy  
 DBC – Darlington Borough Council  
 DfT – Department for Transport

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## Well-Managed Highway Infrastructure – A Code of Practice

Specific Recommendation form CoP	Progress
<p><b>Recommendation 1 – Use of the Code</b> This Code, in conjunction with the UKRLG Highway Infrastructure Asset Management Guidance, should be used as the starting point against which to develop, review and formally approve highway infrastructure maintenance policy and to identify and formally approve the nature and extent of any variations.</p>	Action Plan in place to progress the specific recommendations and ensure the operational highway asset management policies and procedures will be introduced or amended to reflect the new CoP.
<p><b>Recommendation 2 – Asset Management Framework</b> An Asset Management Framework should be developed and endorsed by senior decision makers. All activities outlined in the Framework should be documented. (HIAMG Recommendation 1)</p>	An Asset Management Framework exists. Processes need to be formalised across revised and new policies and procedures being developed.
<p><b>Recommendation 3 – Asset Management Policy and Strategy</b> An asset management policy and strategy should be developed and published. These should align with the corporate vision and demonstrate the contribution asset management makes towards achieving this vision. (HIAMG Recommendation 3)</p>	An Asset Management Policy and Strategy exists and is published on the DBC website. Review required to reflect new policies and procedures under development.
<p><b>Recommendation 4 – Engaging and Communicating with Stakeholders</b> Relevant information should be actively communicated through engagement with relevant stakeholders in setting requirements, making decisions and reporting performance. (Taken from HIAMG Recommendation 2)</p>	Information is currently communicated through reports to Council and Cabinet, Performance Management Framework, COE, COB, management team meetings, team meetings and one to ones. Information is also supplied via the Council's web pages. Specific consultation is undertaken on individual Projects. This is kept under review and update. <b>No further action required.</b>
<p><b>Recommendation 5 – Consistency with Other Authorities</b> To ensure that users' reasonable expectations for consistency are taken into account, the approach of other local and strategic highway and transport authorities, especially those with integrated or adjoining networks, should be considered when developing highway infrastructure maintenance policies.</p>	Hierarchies and cross border arrangements have already been developed with the Tees Valley authorities and will be incorporated in to updated policies and plans.
<p><b>Recommendation 6 – An Integrated Network</b> The highway network should be considered as an integrated set of assets when developing highway infrastructure maintenance policies.</p>	The existing highway network has been maintained by an integrated team since 2012 with overlapping assets, budgets and team members working across different asset groups. <b>No further action required</b>
<p><b>Recommendation 7 – Risk Based Approach</b> A risk based approach should be adopted for all aspects of highway infrastructure maintenance, including setting levels of service, inspections, responses, resilience, priorities and programmes.</p>	A risk based approach has been adopted for all of the highway assets with systems in place to record safety and condition surveys which help to set priorities and develop programmes of work for each area of highway infrastructure. Formal method statements are to be developed for each of the main asset types and included within their respective policy documents.
<p><b>Recommendation 8 – Information Management</b> Information to support a risk based approach to highway maintenance should be collected, managed and made available in ways that are sustainable, secure, meet any statutory obligations, and, where appropriate, facilitate transparency for network users.</p>	Processes and systems are in place to record and manage information such as safety inspections, bridge condition inspections, scanner, cvi, and scrim. Systems can provide statutory information, condition and public information for publication on the Council's website such as potholes. This is kept under review and update. <b>No further action required</b>
<p><b>Recommendation 9 – Network Inventory</b> A detailed inventory or register of highway assets, together with information on their scale, nature and use, should be maintained. The nature and extent of inventory collected should be fit for purpose and meet business needs. Where data or information held is considered sensitive, this should be managed in a security- minded way.</p>	Detailed inventories of most of the highway assets are available on the Symology Insight system. Assets are updated when new assets are acquired or disposed of, such as various assets on new housing estates. Where there are gaps in the highway asset data, programmes are put in place to acquire the relevant missing information. Process plans for updating information are required.
<p><b>Recommendation 10 – Asset Data Management</b> The quality, currency, appropriateness and completeness of all data supporting asset management should be regularly reviewed. An asset register should be maintained that stores, manages and reports all relevant asset data. (HIAMG Recommendation 5)</p>	Data is managed by carrying out checks on site and reviewing existing data. Processes are in place to update data when schemes are carried out or new infrastructure is created as part of residential developments or improvements. Formalised processes are to be included within their respective policy documents.
<p><b>Recommendation 11 – Asset Management Systems</b> Asset management systems should be sustainable and able to support the information required to enable asset management. Systems should be accessible to relevant staff and, where appropriate, support the provision of information for stakeholders. (HIAMG Recommendation 12)</p>	Well established asset management software in place and available for use across the Authority. Training required to raise awareness of the available resource to enable teams to manage their assets effectively.

<p><b>Recommendation 12 – Network Hierarchy</b> A network hierarchy, or a series of related hierarchies, should be defined which include all elements of the highway network, including carriageways, footways, cycle routes, structures, lighting and rights of way. The hierarchy should take into account current and expected use, resilience, and local economic and social factors such as industry, schools, hospitals and similar, as well as the desirability of continuity and of a consistent approach for walking and cycling.</p>	<p>Existing hierarchies are taken from the 2005 COP. WMHI calls for a risk based approach in developing hierarchies. A new set of hierarchies has been developed with the Tees Valley Authorities. The new hierarchies need to be applied to the network taking in to account local economic and social factors.</p>
<p><b>Recommendation 13 – Whole Life/Designing for Maintenance</b> Authorities should take whole life costs into consideration when assessing options for maintenance, new and improved highway schemes. The future maintenance costs of such new infrastructure are therefore a prime consideration.</p>	<p>Whole life costs is considered as part of the design process and included within design process mapping. <b>No further action required</b></p>
<p><b>Recommendation 14 – Risk Management</b> The management of current and future risks associated with assets should be embedded within the approach to asset management. Strategic, tactical and operational risks should be included as should appropriate mitigation measures. (HIAMG Recommendation 11)</p>	<p>Formal risk management processes to be recorded and included in the relevant procedures and plans.</p>
<p><b>Recommendation 15 – Competencies and Training</b> The appropriate competencies for all staff should be identified. Training should be provided where necessary for directly employed staff, and contractors should be required to provide evidence of the appropriate competencies of their staff.</p>	<p>Competencies are identified for all staff but this does not usually include formal qualifications. Training records are kept for all team members and records updated.</p>
<p><b>Recommendation 16 – Inspections</b> A risk-based inspection regime, including regular safety inspections, should be developed and implemented for all highway assets.</p>	<p>The existing safety manual to be updated after the new hierarchies have been determined. There are existing risk based inspections carried out for structures and street lighting. A revised manual is being produced.</p>
<p><b>Recommendation 17 – Condition Surveys</b> An asset condition survey regime, based on asset management needs and any statutory reporting requirements, should be developed and implemented.</p>	<p>Condition data has been collected for carriageways since 2005 and footways since 2011 and initially used for statutory reporting. Systems are also in place for Bridge and Street Lighting assets. Condition data collection regime to be recorded for each of the main assets including methods of collection and possible funding requirements. This should be recorded within each of the specific policy documents.</p>
<p><b>Recommendation 18 – Management System and Claims</b> Records should be kept of all activities, particularly safety and other inspections, including the time and nature of any response, and procedures established to ensure efficient management of claims whilst protecting the authority from unjustified or fraudulent claims.</p>	<p>Records already maintained within Symology Insight including inspection regimes, order dates, response times etc. Systems and processes should be included within the Highways Safety Inspection Manual so that they are formally recorded and endorsed.</p>
<p><b>Recommendation 19 – Defect Repair</b> A risk-based defect repair regime should be developed and implemented for all highway assets.</p>	<p>Defects are currently repaired as indicated in the Highways Safety Inspection Manual. Document does not contain a risk matrix. Information on street lighting and structures assets to be recorded in their own policy documents.</p>
<p><b>Recommendation 20 – Resilient Network</b> Within the highway network hierarchy a 'Resilient Network' should be identified to which priority is given through maintenance and other measures to maintain economic activity and access to key services during extreme weather.</p>	<p>Resilient Network has been produced based on the two main extreme weather events i.e. winter conditions and flooding. Consultation with adjoining authorities and Local Resilience Forum complete. This is kept under review and update. <b>No further action required</b></p>
<p><b>Recommendation 21 – Climate Change Adaptation</b> The effects of extreme weather events on highway infrastructure assets should be risk assessed and ways to mitigate the impacts of the highest risks identified.</p>	<p>The two main weather events are taken in to account in the Resilient Network. (Flooding and Snow/Ice). This is kept under review and update. <b>No further action required</b></p>
<p><b>Recommendation 22 – Drainage Maintenance</b> Drainage assets should be maintained in good working order to reduce the threat and scale of flooding. Particular attention should be paid to locations known to be prone to problems, so that drainage systems operate close to their designed efficiency.</p>	<p>Work is ongoing to identify and improve the drainage asset records. A gap analysis of information required and a programme of investigation works to fill the gaps has been carried out, taking a risk based approach when identifying priorities.</p>
<p><b>Recommendation 23 – Civil Emergencies and Severe Weather Emergencies Plans</b> The role and responsibilities of the Highway Authority in responding to civil emergencies should be defined in the authority's Civil Emergency Plan. A Severe Weather Emergencies Plan should also be established in consultation with others, including emergency services, relevant authorities and agencies. It should include operational, resource and contingency plans and procedures to enable timely and effective action by the Highway Authority to mitigate the effects of severe weather on the network and provide the best practicable service in the circumstances.</p>	<p>The Council has various Civil Contingency Plans in place to cover Severe Weather Emergencies. Cross departmental exercises are carried out to test their effectiveness and reinforce links between different areas of the Council. The Durham County Council and Darlington Civil Contingency unit maintain the documents and arrange for regular training. This is kept under review and update. <b>No further action required</b></p>

<p><b>Recommendation 24 – Communications</b> Severe Weather and Civil Emergencies Plans should incorporate a communications plan to ensure that information including weather and flood forecasts are received through agreed channels and that information is disseminated to highway users through a range of media.</p>	<p>Processes are in place but need reviewing and incorporating into the Communications Strategy.</p>
<p><b>Recommendation 25 – Learning From Events</b> Severe Weather and Civil Emergencies Plans should be regularly rehearsed and refined as necessary. The effectiveness of the Plans should be reviewed after actual events and the learning used to develop them as necessary.</p>	<p>The Council has various Civil Contingency Plans in place to cover Severe Weather Emergencies as indicated above (R23). Winter events will either be discussed at the time or during the end of season review meeting. <b>No further action required</b></p>
<p><b>Recommendation 26 – Performance Management Framework</b> A performance management framework should be developed that is clear and accessible to stakeholders as appropriate and supports the asset management strategy. (HIAMG Recommendation 4)</p>	<p>A Performance Management Framework is already in place and includes performance indicators for many of the highway assets. This information has been used to secure capital budgets for deteriorating assets. <b>No further action required</b></p>
<p><b>Recommendation 27 – Performance Monitoring</b> The performance of the Asset Management Framework should be monitored and reported. It should be reviewed regularly by senior decision makers and when appropriate, improvement actions should be taken. (HIAMG Recommendation 13)</p>	<p>A Performance Management Framework is already in place and includes performance indicators for many of the highway assets. This information has been used to secure capital budgets for deteriorating assets. Framework is in place and monitored to identify areas requiring improvement. <b>No further action required</b></p>
<p><b>Recommendation 28 – Financial Plans</b> Financial plans should be prepared for all highway maintenance activities covering short, medium and long term time horizons.</p>	<p>Programmes of work for the various assets include estimated costs which can identify shortfalls in budget and provide financial planning for future years. This is kept under review and update. <b>No further action required</b></p>
<p><b>Recommendation 29 – Lifecycle Plans</b> Lifecycle planning principles should be used to review the level of funding, support investment decisions and substantiate the need for appropriate and sustainable long term investment. (HIAMG Recommendation 6)</p>	<p>Limited use of life cycle planning at present. It is mainly focussed on material choices and not for substantiating long term budgets and decisions. Work required on the asset management system to identify deterioration curves for different processes and available budgets.</p>
<p><b>Recommendation 30 – Cross Asset Priorities</b> In developing priorities and programmes, consideration should be given to prioritising across asset groups as well as within them.</p>	<p>All of the major assets are managed by the Asset Management Team which enables better planning of works where more than one asset requires maintenance. This can also reduce costs and overall disruption to the public. <b>No further action required</b></p>
<p><b>Recommendation 31 – Works Programming</b> A prioritised forward works programme for a rolling period of three to five years should be developed and updated regularly. (HIAMG Recommendation 7)</p>	<p>A minimum of five year works programme have been developed for carriageway and structures and other programmes are being developed.</p>
<p><b>Recommendation 32 – Carbon</b> The impact of highway infrastructure maintenance activities in terms of whole life carbon costs should be taken into account when determining appropriate interventions, materials and treatments.</p>	<p>Street lighting lanterns have been converted to LED units and lighting to signage is removed where it is not required. Savings of 2000 tonnes of carbon per annum. Warm lay materials are being trialled. This is kept under review and update. <b>No further action required</b></p>
<p><b>Recommendation 33 – Consistency with Character</b> Determination of materials, products and treatments for the highway network should take into account the character of the area as well as factoring in whole life costing and sustainability. The materials, products and treatments used for highway maintenance should meet requirements for effectiveness and durability.</p>	<p>The design process for improvement and maintenance schemes is in place. This is kept under review and update. <b>No further action required</b></p>
<p><b>Recommendation 34 – Heritage Assets</b> Authorities should identify a schedule of listed structures, ancient monuments and other relevant assets and work with relevant organisations to ensure that maintenance reflects planning requirements.</p>	<p>Heritage Assets are recorded on the asset management system against the asset attributes. This enables identification through an attribute search. This is kept under review and update. <b>No further action required</b></p>
<p><b>Recommendation 35 – Environmental Impact, Nature Conservation and Biodiversity</b> Materials, products and treatments for highway infrastructure maintenance should be appraised for environmental impact and for wider issues of sustainability. Highway verges, trees and landscaped areas should be managed with regard to their nature conservation value and biodiversity principles as well as whole-life costing, highway safety and serviceability.</p>	<p>The design process for improvement and maintenance schemes is in place and covers these issues. This is kept under review and update. <b>No further action required</b></p>
<p><b>Recommendation 36 – Minimising Clutter</b> Opportunities to simplify signs and other street furniture and to remove redundant items should be taken into account when planning highway infrastructure maintenance activities.</p>	<p>Existing signage and street furniture is reviewed as part of the design process for improvement and maintenance schemes. This is kept under review and update. <b>No further action required</b></p>

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**CABINET  
10 JULY 2018**

ITEM NO. ....

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**PROGRESS REPORT  
RED HALL REGENERATION MASTER PLAN  
AND NEIGHBOURHOOD RENEWAL STRATEGY**

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**Responsible Cabinet Member(s) – Councillor Andy Scott,  
Housing, Health and Partnerships Portfolio, and  
Councillor Chris McEwan, Economy and Regeneration Portfolio**

**Responsible Director – Ian Williams,  
Director of Economic Growth and Neighbourhood Services**

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**SUMMARY REPORT**

**Purpose of the Report**

1. To update members on progress on the execution of the Redhall Master Plan and Neighbourhood Renewal Strategy together with their integration with the Healthy New Town initiative and to revise the action plan in the light of current circumstances and evidence.

**Summary**

2. The regeneration strategy agreed in 2016 comprised essentially three parts over a 10 year period.
  - (a) A housing condition improvement programme and new Council housing as reflected in the HRA commitments.
  - (b) Improvements to the physical infrastructure of the area as expressed through the Master Plan; and
  - (c) Investment in the skills and ability of the community to become increasingly self-reliant.
3. Officers were also charged with securing external resources to help fund the programme as it developed and a major success in this respect was the awarding of Healthy New Town status and this was subsequently weaved into the approach.

4. Significant progress has been made on the physical infrastructure of the area. Over 380 homes have been improved with either external cladding or new windows and doors helping to both address energy efficiency and the appearance of the area. 39 new properties have been built through the HRA Homes England affordable homes programme. A new park and play area has been created. Planning permission has been granted on the former Redhall Stables site for 80 new homes all-embracing Healthy New Town principles of life time homes. Commencement of this development is imminent.
5. Further projects are ready for execution including the Healthy New Town benches and the Community Centre Car Parking.
6. Further projects are still in abeyance waiting and are in reality to be triggered by the Burdon Hill development; for example the extensions to the school and associated highway infrastructure. This would also provide favourable conditions to consider further development in the central area for housing and local facilities.
7. Important steps have been taken with the community to improve its self –reliance and relationships with public agencies. Groundwork Trust were originally commissioned to lead this agenda and there was a significant synergy with the Healthy New Town initiative that sought to address health inequalities and poverty. Engagement with and participation by the community has been increasing with the founding of a stakeholder liaison group and activities that have included all groups in the community. The community itself has now formed the Friends of Redhall, a registered Residents Association. The growth in the independence of the community has been marked both in individual stories in growing skills and confidence but also in the overall community capacity where it is now seeking to raise funding and resources in its own name. Unfortunately the report is not able to capture the whole breadth of the activity that is taking place and is now emerging.

## **Recommendation**

8. It is recommended that :-
  - (a) Cabinet notes the progress against the Master Plan and the Neighbourhood Renewal Strategy.
  - (b) Notes the Healthy New Town Board decision to implement the 10,000 step initiative and associated benches scheme.
  - (c) Notes the Great Places Arts Project to be implemented 2018 to 2020 that will explore the connections to the Stockton and Darlington Railway story.
  - (d) That the Director of Economic Growth and Neighbourhood Services is authorised to proceed to execute the following projects.
    - (i) Improvements to the informal footpath network adjacent to the Redhall Stables site (project 12 within the Master Plan).

- (ii) Provision of car parking facilities for the community centre subject to planning permission. (Part of project 14)
  - (iii) To negotiate improvements to the current local shopping provision on site. (part of project 5)
  - (iv) Facilitation of the local garden- grow your own initiative.
  - (v) Explore the options for the Friends of Redhall to manage or assist in the management of the woodland and Nature Reserve.
- (e) The Cabinet notes the dependency of the proposals to extend Redhall School, the implementation of new transport infrastructure and further considerations of an enhanced local centre on the emerging Burdon Hill development proposals.
- (f) That Cabinet notes the intention to incorporate Healthy New Town principles into the Burdon Hill development and the Local Plan.
- (g) Cabinet notes that officers will consider whether any parts of the feasibility report that has assessed the merits of improving on the Radburn design principles could be reasonably implemented and will report further on those considerations.

## **Reasons**

9. The recommendations are supported by the following reasons :-
- (a) In order that progress against the aims of the Redhall Master Plan and neighbourhood Strategy can be communicated with residents, relevant stakeholders and funders.
  - (b) To enable reasonable adjustments to be made to implement the next actions to execute the Redhall Master Plan and Neighbourhood Renewal Strategy.

**Ian Williams**  
**Director of Economic Growth and Neighbourhood Services**

## **Background Papers**

Feasibility Study Redhall Housing ; William Saunders

John Anderson : Extension 6322  
Pauline Mitchell : Extension 5831

S17 Crime and Disorder	Improving the fabric and amenities of the estate within the wider development context together with stronger community resilience is likely to have a positive impact in reducing crime and disorder issues including the fear of crime and disorder.
Health and Well Being	Good housing and well-designed neighbourhoods have positive impacts on health & well-being
Carbon Impact	The delivery of energy efficiency measures through the Strategy will have a positive impact on domestic carbon emissions.
Diversity	The proposals are seen to be beneficial for all groups within the community.
Wards Affected	The proposals are seen to be beneficial for all groups within the community.
Groups Affected	All
Budget and Policy Framework	There are no impacts on the budget or policy position of the Council
Key Decision	No.
Urgent Decision	No.
One Darlington: Perfectly Placed	The draft master plan and the Neighbourhood Renewal Strategy supports the vision and outcomes of the Darlington Partnership by seeking to make sure that everyone has access to affordable, decent housing that meets their individual and family needs. Residents should be encouraged and supported to be involved and develop their skills.
Efficiency	No new implications.
Impact on Looked After Children and Care Leavers	This report has no impact on Looked After Children or Care Leavers

## MAIN REPORT

### Information and Analysis

### Background and Context

10. In April 2016 Cabinet agreed:

- (a) To adopt the Master Plan (**Appendix 1**) and Neighbourhood Renewal Strategy (**Appendix 2**) as the framework for neighbourhood regeneration at Redhall.
- (b) A budget of £280,000 from the HRA account for the works to create the park, playpark and village green within Redhall plus the acquisition of the head leasehold interest in the existing Redhall Shop. Officers were instructed to negotiate potential S106 contributions from future housing developments



towards the provision of affordable homes that would replenish the HRA account.

- (c) Fund the car park for the community centre and school from the general fund, circa £175,000 and for this to be paid back from contributions from S106 or receipts from development are received.
  - (d) That the Director of Neighbourhood Services and Resources be given delegated powers to agree the design and execution of the park proposals following community participation in both the design and maintenance proposals.
  - (e) That the Community and Officers continue to seek external resources for other elements of the projects identified and that those projects are executed subject to available funding.
  - (f) That Cabinet agree to the marketing and disposal of the sites identified for new mixed commercial and housing developments.
  - (g) The Director of Economic Growth is given delegated powers to progress land disposals in liaison with the relevant portfolio holders.
  - (h) The Director of Economic Growth is given delegated powers to negotiate the purchase of the head leasehold of the existing retail unit at Redhall in accordance with the terms set out in the part III report.
11. The report seeks to update Cabinet in respect of these actions; report on outputs and outcomes and any make recommendations on any new or amended actions.
12. The Council had identified the Redhall area as a focus for housing regeneration, and it is recognised it as an important area for housing and community investment, alongside the planned Burdon Hill residential development, the Link 66 (Symmetry Park) employment opportunity and the ongoing redevelopment of Lingfield Point, all within the Eastern Growth Zone. This work helped to secure Healthy New Town status which has been exploring leading edge health care provision with the potential to improve access to health and wellbeing in the area.
13. The regeneration programme consisted of three key work streams which come together in an integrated approach:
- (a) Redhall Master plan (**Appendix 1**) – which is the overarching plan for regeneration that will improve the quality of life on Redhall and help build a sustainable community. This Master plan, along with the Housing investment plan – focuses on the Housing and the built environment element of the wider picture. This is a 10 year plan for a collection of projects. Some projects are funded and this will be subject to future funding and/or business cases.
  - (b) Redhall Neighbourhood Renewal Strategy 2015-2017 (**Appendix 2**) - set out a framework so that Redhall becomes a sustainable community. This is usually, defined as a neighbourhood where, firstly, people want to live and secondly it meets the diverse needs of existing and future residents. The major aim of the

strategy is to help to build a more resilient and self-reliant community. Therefore the focus of the NRS is on governance, services, the economy and social and culture elements of the wider picture. An action plan is being developed to support this high level strategy and fit in with the wider master plan. Where possible the community are being involved in its development.

- (c) In September 2014, Cabinet agreed the programme to regenerate Redhall and subsequently approved the release of funding from the Housing Capital Programme of £5.5million from 2014/15 to 2018/19 to support the regeneration of the housing estate at Redhall. The HRA business plan for the refurbishment of the Council housing stock and new build programme.

14. The Redhall Regeneration programme was and is a mixture of investment in the fabric of the housing through the HRA, in the wider fabric of the estate and in the community itself. A critical strand of the programme is to build resilience within the community enabling it to engage in the programme, take responsibility for it and its outcomes. The key to the success of the regeneration at Redhall will therefore be in getting “buy in” to the vision for the future of the area. The community were heavily involved with the establishment of the various tools of the regeneration programme including the following consultations:

- (a) Engagement with residents of Redhall concerning the areas regeneration commenced around July 2013, with work having commenced in January 2015.
- (b) Redhall Stakeholder Event took place on the 17 September 2015 to go through the emerging first draft of the Master plan for Redhall. Following this event the plan was changed to take on Board feedback from the residents. A refreshed master plan was then produced which included extra facilities for the sports field, the school bypass road has been moved and the MUGA has been retained.
- (c) The draft Master plan was also taken to a joint meeting of the Adults and Housing and Place Scrutiny Committees on the 26 November 2015. A number of recommendations came out of the meeting and incorporated into the final master plan. The master plan has effectively established a programme of work and potential individual projects for delivery from 2015 to 2020.

### **Master Plan Progress Report**

15. The physical regeneration programme was captured in the attached plan in Appendix 2 and the following elements are referenced against the plan.

16. Work on the Council stock began in 2015 and is now complete. A total of 248 Council properties received external cladding and 383 properties received double glazed windows and doors. As well as significantly improving the energy efficiency of the homes the work also has changed the appearance of large areas of Redhall. As part of the plan a total of 56 properties were demolished in the “Courts” area and 39 new properties have been developed that are a mix of houses and flats. All the Ground floor flats are designed to mobility standard and as a result able to help maintain independence for people with a range of physical needs. A fencing

programme was also completed including improvements to internal footpaths adding to the overall environment impact.

17. The Courts area in particular has seen a major transformation with the introduction of new homes, open space and a new play area that includes an outdoor gym. There was also a project to convert homes in Anfield and Aintree Courts so that the front and backs were reversed to address some of the design flaws in the original layout.
18. In total £11.5 million has been invested in the existing stock and in new properties. This investment alongside investment in the community has led to a very noticeable improvement in demand with people who live outside of Redhall being attracted to the area for the first time in some years. It is now common to have multiple applicants for any property that becomes available. Also there has been a very noticeable increase in the level of interest from residents in the development of Redhall since the original consultation took place.
19. **Project 1 Park and Play Area.** This has been completed at a cost of £106,000 from the HRA account. The local community were involved in its conception and design. The Healthy New Towns project contributed the cost of an outdoor gym which was added to the play-park. Both have proved to be very popular.

Photograph of new park and equipment with reclad and new housing in the background.



20. **Project 2, 5, 6 and 14 – Central Green, New Development opportunity, School enhancements and car parking.** A brief has been produced to consider these elements as an integrated solution. The site has proved to be more constrained than initially envisaged and is not cost effective to develop out in a comprehensive way without Burden Hill development triggering the school extension, transport infrastructure and further clarity on local facilities.
21. In this context the Master plan shows that the parking for the community centre could be delivered now without prejudicing the longer term plans. Officers are therefore recommending that the parking scheme shown in Appendix 3 be

implemented now to assist the development of the Community Centre activities. This can be funded from existing capital resources Cabinet allocated to the project and which could be recovered from the land receipt from Redhall Stables.

22. Whilst the car park will provide 9 spaces including a disabled bay there will be further opportunities to improve car parking with the reconfiguration of the school to accommodate additional class rooms and parking. That is dependent upon the Burden Hill Development progress.
23. The transport infrastructure will also be triggered by the Burdon Hill Development and this will also create more favourable conditions to reconsider the development options in the centre of Redhall. The Great Burdon developers have expressed a willingness to reconsider their emerging proposals to include a local centre incorporating local retail and health facilities. The precise specification for such a facility has yet to emerge from the Healthy New Town pilots but there is progress being made through a series of national workshops at which Darlington has been represented.
24. Market signals from the retail sector is suggesting that the retail ambitions for the centre of the site are likely to be not attractive to the market at the present time. This may change again with the Burden Hill proposals but these are several years away. In this context officers are recommending that negotiations are undertaken with the existing shop to explore improvements to its fabric and to its retail offer that might more align with the Healthy New Town objectives. The securing of the head lease under paragraph 8h above will facilitate this.
25. Members are reminded that the Master plan was adjusted to retain the Multi Use Games area in situ.
26. **Project 3 and 4 Playing field levelling and improvements** – No funding has been secured for these projects to date.
27. **Project 7 Development of Redhall Stables site** – Planning permission has been granted for 80 dwellings and commencement is anticipated in the next two months. The land was sold to Keepmoat Developments who have embraced the Healthy New Town Principles by designing all of the new homes to be of life time homes standards. Further the planning permission did not rely on S106 as this is managed through the land receipt.
28. **Project 8 Signage and rebranding** – Residents did indicate a strong desire for any rebranding of the Redhall estate. However local way finding is being considered as part of the Healthy New Town benches scheme.
29. **Project 11 Potential development site** – No specific proposals at this time but too small for commercial retail interest.
30. **Project 12 Improved Cycle Way and Footpath** – There is some desire to improve the informal footpath that weaves through the mature trees between the Redhall Stable site and the Redhall estate. Whilst this area has suffered from antisocial behaviour the Redhall Stables development will provide improved natural surveillance and it is green space that should be enjoyed by the whole community.

The footpath would need to be a Whinstone construction to enable it to follow desire lines and protect trees. The costs of these works are estimated to be £16,000 and can be met from the capital resources allocated to the estate regeneration. However, it will result in increased maintenance liabilities that are likely to increase in time as the paths naturally deteriorate. It suggested that £16,000 be allowed over a 20 year period and the Estate Regeneration Budget can manage these project costs.

31. **Project 13 Project Realm and Highway Improvements** – A feasibility study was commissioned from Williams Saunders Architects and Engineers using Estate regeneration grant to explore the further remodelling of the Radburn design. Whilst the report explored very ambitious options the practicality and affordability of the options are in doubt. Officers are in the process of considering the report including whether there might be elements of options that could be more readily implemented. Officers will report further on this when this assessment has been made.

### **Neighbourhood Renewal Strategy**

32. The Neighbourhood Renewal Strategy (NRS) set out proposals for engaging and involving the community in the Regeneration of Redhall. The ultimate aim was to build a resilient community that is confident in its future. Groundwork Trust were engaged to work with the community and the project started in June 2015. Since then a significant level of activities have taken place focused on the priorities set out in the strategy. The first phase of work has now come to an end with the end of the community development contract and a new phase of development has begun with residents taking a leading role in formulating direction and planning and delivering activities.
33. In early 2016 Healthy New Town project status was awarded to the area and this added a new dimension to the work. The NRS set out key priorities for activity but addressing health inequalities and poverty have been the foundations of the work. This has seen a number of projects established to address, for example, employment and education, fuel poverty and healthy living. A project to address holiday hunger has been successful with widespread support from the community and stakeholders. There is now an intention to spread this project to other areas of Darlington. Redhall primary school have played an important role both in supporting activities such as the Bikeability and the garden competition but also in linking in parents to a range of activities. More recently a project focused on youth has been established by the YMCA which will include a new youth club but also includes ways in which young people can get involved in influencing the future of Redhall. There has also been joint funding from the Healthy New Towns project and the Council to provide artist designed benches that will form a walk through Redhall. The benches were designed with the help of children from the Primary School and are spaced so that two circuits will provide 10,000 steps. In a further development a sports project is beginning this spring with Healthy Darlington that will also make use of the new outdoor gym.



34. A stakeholder liaison group was established to coordinate activity and share ideas and this has proved critical in delivering some of the objectives of the strategy.
35. Progress in the early stages focused on activities that would encourage the community to get involved consisting of a mix of social and educational activities but as the project developed more substantial activities took place with up to 250 residents being involved. A garden competition last summer including the provision of skips to dispose of household waste proved to be very successful and this is continuing this year. Increasingly activities have been led by the members of the community and this has led to the forming of the Friends of Redhall group which is a vehicle for the residents of Redhall to play a more formal role in the future development of the area. They are now a formally constituted group and have registered with the Council as a Residents Association. They have also have taken over the role of chair of the Stakeholder liaison group. They are currently planning the development of a community garden which builds on an initiative from the residents of Bisley Court who have taken over a small landscaped area. They have replanted it to include herbs which anyone can pick. The Group are also investigating a project linked to growing vegetable and are looking to establish a football club to support a number of teams. As part of this project they are exploring ways to improve the playing field. They have also established a furniture recycling project. There are a number of other ideas that the group are working on. To support their development funding has been identified to provide a mentor to help the group with its development.
36. The growth in the independence of the community has been marked both in individual stories in growing skills and confidence through schemes such as Step Forward Tees Valley. The overall community capacity has also grown where it is now seeking to raise funding and resources in its own name for the Community Garden. Unfortunately this report is not able to capture the full breadth of the activity that is taking place and is emerging.

## Financial Implications

37. Cabinet instructed officers to continue to seek funding opportunities to support the regeneration programme.
38. The **Healthy New Town** project has attracted £1.1m into the borough over the period 2016-19 and also linked to HNT an additional £373k so far has been attracted to support the 'digital enablement' of care through the NHS Estates and Technology Transformation Fund with more expected this year. Exploiting the benefits of digital based care will be essential in supporting patients remotely and with self -management to help manage increasing demand on services, but also importantly to support patients and citizens in education, information and illness prevention, moving the emphasis up-stream. From the HNT allocation there has been £109k of expenditure to activities supporting the Redhall community. It also should be noted that the Healthy New Town initiative has influenced the policies within the emerging Local Plan.
39. **Estates Regeneration:** the bid for £250,000 for master plan, viability studies, community worker was successful.
40. **Accelerated Construction:** Bid for £500,000 was not successful.
41. **Affordable Homes Programme:** Redhall phase 1 was completed March 2016 with £2,034,927 grant from Homes England for 20 units. This comprised 12 x 2 bed 4person flats and 8 x 2 bed 3 person flats.
42. Phase 2 was completed in June 2017 with Homes England Grant of £2,636,924 for 20 units. 12 x 3 bed 5 person houses and 8, 2 bed 4person flats were built.
43. **The Housing Infrastructure Fund** for £6.5million of capital to kick start Burdon Hill and its infrastructure was not supported by Homes England on a policy basis as they were only willing to support one scheme per Local Authority. West Park was the successful bid. Nevertheless, officers are continuing to have positive dialogue with Homes England about the further capital investment into the area.
44. **Great Places:** The Tees Valley Combined Authority secured a significant Great Place award from the Heritage Lottery Fund for their Greater Tees Programme. An agreement was made between Tees Valley Combined Authority and Darlington Borough Council in spring 2018 to allocate £108,000 of this award to the Heritage on Track project within Darlington. Heritage on Track aims to creatively explore the railway heritage local heritage of particular communities. Work to date on the project led by Groundwork NE & Cumbria and Tees Valley Arts has approached communities in North Road, Redhall and Middleton St. George, all of which are connected by the 1825 Stockton and Darlington Railway, to begin the process of creatively exploring and articulating this important history and its relevance for the communities. The project was launched in June 2018, with lead artists expected to be selected on 3 July 2018 and activity running until December 2020.

## **Equalities Considerations**

45. The projects and programmes have inclusivity at the heart of their objectives.

## **Consultation**

46. There has been constant and improved consultation with the community through the process. This is evidenced in the Redhall liaison meetings, the Friends of Redhall and regular newsletters.
47. The Redhall Liaison Group considered an over view of progress at its meeting on the 12 June 2018. The meeting was generally welcoming of the progress report. In particular it made the following comments and observations.
- (a) The proposals to improve the footpath within the woodland area were welcomed but the Friends of Redhall would be interested to take on the responsibility for the maintenance of the woodland area together with the Nature Reserve. Officers would be interested to work with the community in how it might assist in the management of these areas.
  - (b) The 10,000 step scheme and benches were welcomed but consideration should be given to the provision of appropriate and effective litter bins and dog foul bins. Officers have reflected upon this and therefore recommend that they explore the provision of additional bins in the locality.
  - (c) The condition of footpaths were of a concern and repairs and renewals should be considered. Officers note the concerns but advise that the footpaths are inspected and maintained to the same standards as elsewhere in the borough and resources are directed as appropriate.
48. The Trustees of the Community Centre have been asked for its views about the proposed car parking and any comments received will be reported to the Cabinet meeting.

## **Next Steps and Updated Programme**

49. The programme is generally on track although the private sector development at Burden hill is behind anticipated timetable.
50. With regards to Redhall itself it is recommended that
- (a) Cabinet notes the progress against the Master Plan and the Neighbourhood Renewal Strategy.
  - (b) That the Director of Economic Growth and Neighbourhood Group is authorised to proceed to execute the following projects.
    - (i) The installation of the Healthy New Town Benches and accommodation works, including way finding.



- (ii) Improvements to the informal footpath network adjacent to the Redhall Stables site (project 12 within the Master Plan).
  - (iii) Provision of car parking facilities for the community centre. (Part of project 14)
  - (iv) To negotiate improvements to the current local shopping provision on site. (part of project 5)
  - (v) Facilitation of the local garden- grow your own initiative.
  - (vi) Explore options for the Community to assist in the management of the woodland and nature reserve areas.
  - (vii) Officers explore the provision of litter and dog fouling bins
- (c) The Cabinet notes the dependency of the proposals to extend Redhall School, the implementation of new transport infrastructure and further considerations of an enhanced local centre on the emerging Burdon Hill development proposals.
  - (d) That Cabinet notes the intention to incorporate Healthy New Town principles into the Burdon Hill development.
  - (e) Cabinet notes that officers will consider whether any parts of the feasibility report that has assessed the merits of improving on the Radburn design principles could be reasonably implemented and will report further on those considerations.

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# Red Hall Masterplan

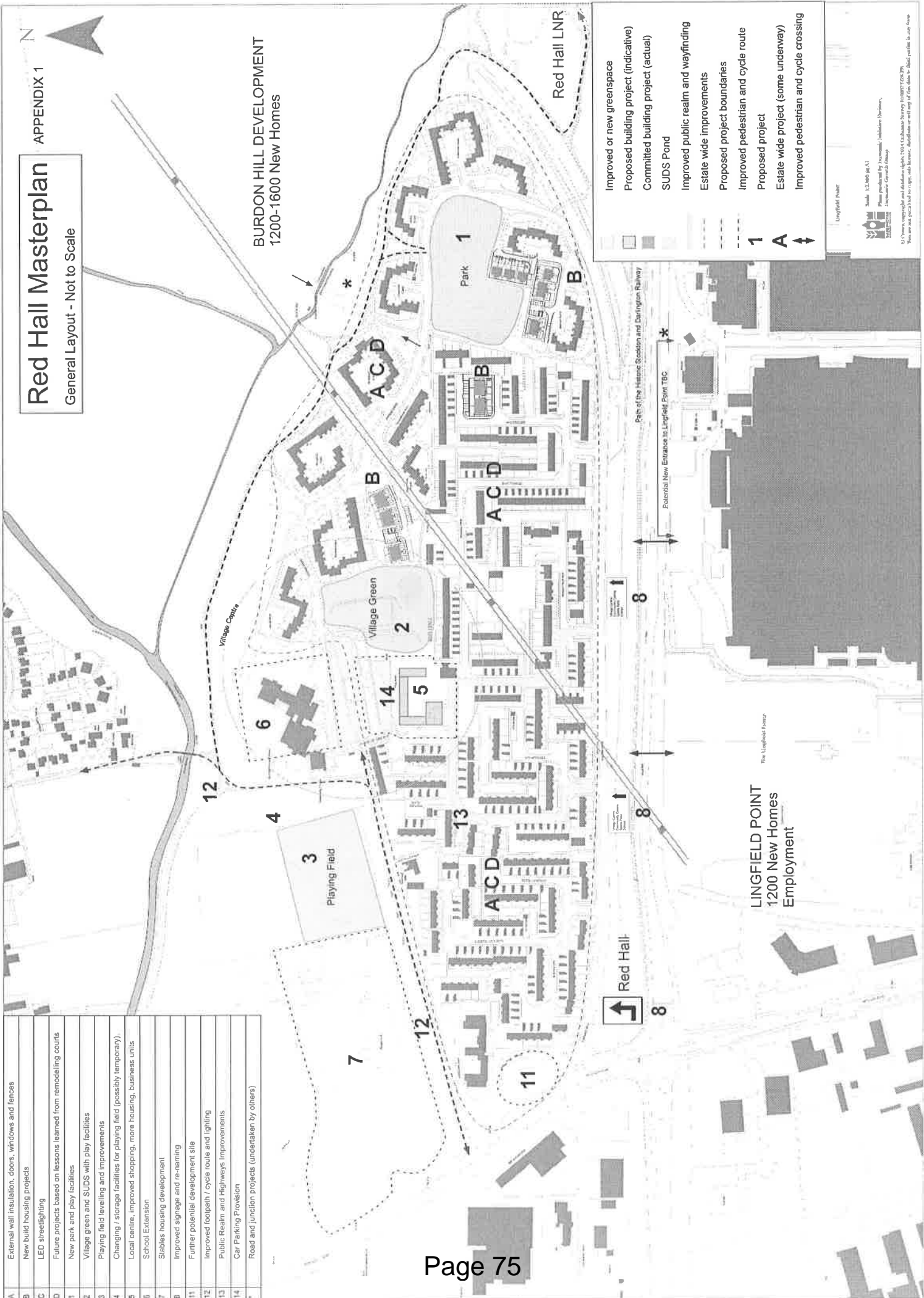
General Layout - Not to Scale

APPENDIX 1



A	External wall insulation, doors, windows and fences
B	New build housing projects
C	LED streetlighting
D	Future projects based on lessons learned from remodelling counts
1	New park and play facilities
2	Village green and SUDS with play facilities
3	Playing field levelling and improvements
4	Changing / storage facilities for playing field (possibly temporary)
5	Local centre, improved shopping, more housing, business units
6	School Extension
7	Stables housing development
8	Improved signage and re-naming
11	Further potential development site
12	Improved footpath / cycle route and lighting
13	Public Realm and Highways Improvements
14	Car Parking Provision
*	Road and junction projects (undertaken by others)

BURDON HILL DEVELOPMENT  
1200-1600 New Homes



**Legend:**

- Improved or new greenspace
- Proposed building project (indicative)
- Committed building project (actual)
- SUDS Pond
- Improved public realm and wayfinding
- Estate wide improvements
- Proposed project boundaries
- Improved pedestrian and cycle route
- Proposed project
- Estate wide project (some underway)
- Improved pedestrian and cycle crossing

**Scale:** 1 A

Lingsfield Point  
Scale 1:2,500 (A1)  
Plan prepared by the Lingsfield Point Development Team  
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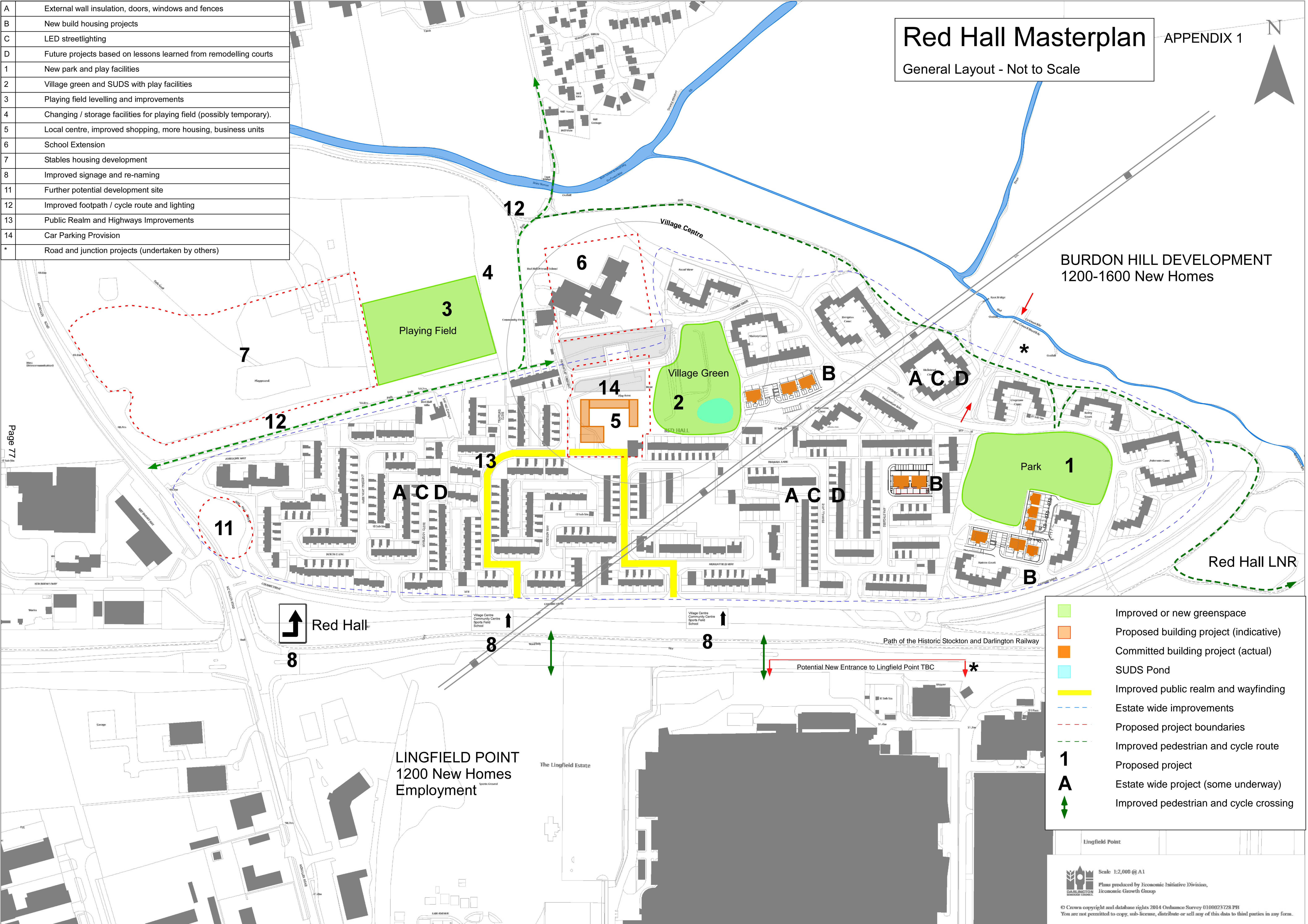
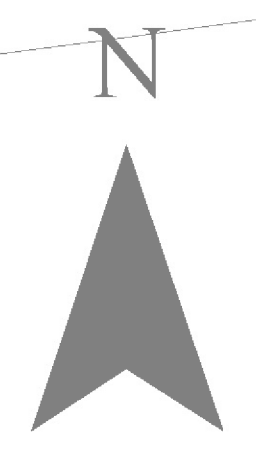


A	External wall insulation, doors, windows and fences
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# Red Hall Masterplan

General Layout - Not to Scale

APPENDIX 1



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**BURDON HILL DEVELOPMENT**  
1200-1600 New Homes

**LINGFIELD POINT**  
1200 New Homes  
Employment

- Improved or new greenspace
- Proposed building project (indicative)
- Committed building project (actual)
- SUDS Pond
- Improved public realm and wayfinding
- Estate wide improvements
- Proposed project boundaries
- Improved pedestrian and cycle route
- Proposed project
- Estate wide project (some underway)
- Improved pedestrian and cycle crossing



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Red Hall Neighbourhood  
Renewal Strategy  
2015-17

# Red Hall: Neighbourhood Renewal Strategy 2015-17

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## Acknowledgements

Tim Brown, the author of this report, would like to thank the officers of Darlington Borough Council and Groundwork NE & Cumbria for their help in providing information and, at short notice, making themselves available for interviews.



## Summary

- This neighbourhood renewal strategy is one of three plans that will improve the quality of life on Red Hall and help build a sustainable community. It, therefore, needs to be read in conjunction with the Housing Investment Plan and the draft Red Hall Masterplan. There is a separate Action Plan that accompanies this strategy
- The major aim of the strategy is to help to build a more resilient and self-reliant community. There is, thus, a focus on governance, services, the economy and social & culture elements. Housing and the built environment is already effectively covered in the Housing Investment Plan and the draft Red Hall Masterplan
- Although some residents and stakeholders feel positive about the area (eg, 'it's better than you think'), there are a number of significant issues relative to Darlington as a whole. These include low car-ownership, worklessness and deprivation
- There is an effective policy framework that prioritises investment in the regeneration of Red Hall as part of the Eastern Growth Zone
- Involving residents and other local stakeholders in the management and delivery of the housing and built environment projects is an important step in building community engagement
- Local groups and organisations should be supported so that their management is improved and that they are able to offer a wider range of facilities and services to residents
- Improving local services is hugely dependant on major new residential developments adjacent to Red Hall that will increase the catchment area
- An underused but high quality facility is Red Hall Primary School, which has been rated as 'good' by OFSTED. It should be supported in its efforts to extend its portfolio of activities
- Tackling the lack of training and improving employability are major issues. The Red Hall Worklessness Project is attempting to address these issues but requires additional support so that it more fully engages with residents
- There are opportunities through the Council's revised Customer Engagement Strategy to enhance community involvement. These include encouraging residents to act as neighbourhood auditors, supporting bids by Red Hall organisations for community fund grants and promoting neighbourhood issue campaigns
- Linked to community engagement, it is recommended that a 'U decide' project is developed whereby local groups put together proposals to improve an aspect of life on Red Hall. The proposals are then presented to residents who decide on the winner. Funding is provided to implement the successful scheme
- For the foreseeable future, Darlington Borough Council will have major challenges in directly funding capital projects and services. New sources of funding and support are required to ensure that plans and projects are delivered. These include the use of planning agreements linked to major developments in the Eastern Growth Zone, charitable and grant-funding bodies, the voluntary sector and the business community through corporate social responsibility programmes.

# 1. Introduction

## *Aims and Objectives*

The aims for the regeneration of Red Hall are to:

- Ensure that it is an attractive place to live
- Make certain that the housing stock is fit for purpose and contributes to the general well-being of the residents
- Ensure that Red Hall is appropriately integrated into the longer term development of the Eastern Growth Zone
- Develop a more self-reliant community that has the capacity to proactively take initiatives to improve Red Hall.

As well as this strategy, there is the current Housing Investment Plan and a draft Red Hall Masterplan. These three policy statements form a comprehensive and co-ordinated approach for improving Red Hall.

The aim of this neighbourhood renewal strategy is to set out a framework and action plan so that Red Hall becomes a 'sustainable community'. This is usually, defined as a neighbourhood where, firstly, people want to live and, secondly, it meets the diverse needs of existing and future residents.

The Egan Review<sup>1</sup> lists seven individual elements that contribute to a sustainable community. There is also a unifying common theme. These form the more detailed objectives for this report. They also provide a framework for this strategy. The common theme is 'all provision and activities should be high quality, well-designed and maintained, safe, accessible, adaptable and cost-effectively provided' (referred to in this document as 'provision, activities & resources'). The seven individual elements are set out in the table below:

*Table One: Sustainable Communities' Elements*

<b>Sustainable Community Elements</b>	<b>Examples of Sub-Elements</b>
<i>Governance:</i> Effective and inclusive participation, representation & leadership.	<ul style="list-style-type: none"><li>• Civic values, responsibility and pride</li><li>• Effective and informed leadership.</li></ul>
<i>Transport &amp; Connectivity:</i> Good transport services and communication linking people to jobs, schools, health and other services.	<ul style="list-style-type: none"><li>• Public transport</li><li>• Walking and cycling opportunities</li><li>• ICT<sup>2</sup>.</li></ul>
<i>Services:</i> A full range of appropriate, accessible public, private, community and voluntary services.	<ul style="list-style-type: none"><li>• Well-performing schools</li><li>• High quality health and social care</li><li>• Neighbourhood facilities, eg, shops.</li></ul>
<i>Environment:</i> Providing places for people to live in an environmentally-friendly manner.	<ul style="list-style-type: none"><li>• Energy efficiency</li><li>• Protection of natural resources.</li></ul>

Sustainable Community Elements	Examples of Sub-Elements
<i>Economy:</i> A flourishing and diverse local economy.	<ul style="list-style-type: none"> <li>• Jobs and training opportunities</li> <li>• Strong business community in wider economy.</li> </ul>
<i>Housing &amp; the Built Environment:</i> A quality built and natural environment.	<ul style="list-style-type: none"> <li>• Sense of place</li> <li>• Well-maintained.</li> </ul>
<i>Social &amp; Culture:</i> Vibrant, harmonious and inclusive communities.	<ul style="list-style-type: none"> <li>• Community identity and belonging</li> <li>• Tolerance, respect and engagement</li> <li>• Friendly and co-operative behaviour.</li> </ul>

### Approach

This strategy builds on current and recent reports and publications on Red Hall including:

- Housing Quality Network: 'Redhall Neighbourhood Renewal Strategy' – Draft Report and Stakeholder Briefing (Summer 2015)
- Darlington Borough Council 'Red Hall Village Masterplan' – Draft (July 2015)
- Darlington Borough Council 'Red Hall Communications Strategy' (June 2015)
- Darlington Borough Council 'Red Hall Regeneration Programme' (July 2015)
- Darlington Borough Council 'Investing in Red Hall' Newsletter (June 2015).

As well as analysing these reports, data sources have been used, eg, Census 2011 and Public Health England's Health Profile 2015 for Darlington. In addition, the broader policy context was investigated through an analysis of a number of local policy plans (eg, the local housing strategy) and briefing papers (eg, 'Darlington Eastern Growth Zone – Delivering the Vision' and 'Darlington – A Growing Economy').

Finally, five detailed interviews took place in mid-July 2015 with officers of the Borough Council and Groundwork NE & Cumbria, together with five site visits to Red Hall and the Eastern Growth Zone.

### Format

The next two sections set the framework for the Red Hall Neighbourhood Renewal Strategy. A profile of the area is followed by the policy context. There is then a brief summary of the current housing investment plan and the draft masterplan. The remaining sections focus on the seven elements of a sustainable community together with a focus on the overall common theme of 'provision, activities & resources' (see above). Each of these sections contains a description and analysis of the issues together with recommendations and actions. These sections are designed so that the reader can chose specific sections if they do not want to read the whole report

There is a separate SMART<sup>3</sup> action plan. This draws together the recommendations and actions from sections five to twelve.

## 2. Red Hall Profile

### *Introduction*

This profile comprises three parts – a description of the physical characteristics, census & other related data and the views of residents. Conclusions in terms of issues are provided at the end of each of these three sub-sections.

### *Built Form and Tenure*

Red Hall is an isolated neighbourhood two miles from the town centre. It is currently surrounded by industrial estates, farm land and open space. There are major development proposals that will affect the adjacent land (see sections three and four).

The estate was built between 1967 and 1977. It was designed on 'Radburn principles' – a neighbourhood unit in a landscaped setting based around a primary school with the separation of pedestrian from vehicular traffic.



There are, in total, 642 properties and in 2011, nearly 1,600 people lived on Red Hall. There are two main groups and types of property:

- Radburn layout houses primarily in the centre and west of the estate (341 units) with front doors opening onto open space and footpaths. The rear gardens with high wooden fencing overlook estate roads and cul-de-sacs
- The 'courts' on the east of the estate comprising 140 units in a series of inward-looking cul-de-sacs.



Approximately a third of the properties have been subject to right-to-buy. In 2011, 8% of households were in private rented property.

The age, layout and tenure of Red Hall raise opportunities and challenges for the housing and built environment element of achieving a sustainable community. Darlington Borough Council, through its current housing investment plan and the draft masterplan, is already tackling issues such as the unpopularity of some types of property and the modernisation of stock which, in some cases, is nearly 50 years old.

### **Census 2011 and Health Profile**

These provide an understanding of some of the issues facing Red Hall and its residents compared with Darlington as a whole. The analysis has been structured around the sustainable community elements (see section one).

In relation to health, data is not readily available for Red Hall. However, discussions with staff at Healthy Darlington together with other council officers indicate that there are likely to be issues over adult health & lifestyle (eg, smoking during pregnancy and obesity) and disease & poor health (eg, recorded diabetes and hospital stays for self-harm and alcohol-related harm).

*Table Two: Census and Health Profile*

<b>Sustainable Community Elements</b>	<b>Census and Health Profile Data</b>
Governance	<i>No relevant data</i>
Transport & Connectivity	<ul style="list-style-type: none"> <li>• Low car ownership with 52% of households having no access to a car and van compared with 28% of households in Darlington.</li> </ul>
Services	<ul style="list-style-type: none"> <li>• Health services – 8% of the population identified themselves as in bad or very bad health compared with 6% in Darlington</li> <li>• Education &amp; training services: 41% of people over 16 years of age had no qualifications compared with 32% for Darlington.</li> </ul>
Environment	<i>No relevant data</i>
Economy	<ul style="list-style-type: none"> <li>• Low economic activity rate – 57% compared with a Darlington average of 73%</li> <li>• Low levels of full time employment – 27% of economically active people are in full time employment on Red Hall compared with 45% for Darlington</li> <li>• People who are economically inactive are more strongly represented than in Darlington as a whole in the categories of 'looking after the family or home' and 'long-term sick or disabled'</li> <li>• In April 2015, Red Hall had the third highest number of people in receipt of job seekers allowance in Darlington (11% compared with 4% for the town as a whole)</li> </ul>
Housing & the Built	<ul style="list-style-type: none"> <li>• 54% of the households are under-occupying</li> </ul>

- |                  |  |
|------------------|--|
| Environment      | <ul style="list-style-type: none"> <li>• 6% of households are overcrowded.</li> </ul>  |
| Social & Culture | <ul style="list-style-type: none"> <li>• There is a relatively high child density with 30% of the population under 16 years of age compared with 21% for Darlington</li> <li>• There is a lower proportion of older people with 16% aged 65 years or over compared with 21% for Darlington</li> <li>• The proportion of people classifying themselves as from black and minority ethnic backgrounds is little different from Darlington as a whole.</li> </ul> |

Overall, in relation to deprivation, 76% of households experienced at least one type of deprivation compared to 32% of all households in Darlington. In relation to multiple deprivation, 11% of households on Red Hall experienced three dimensions of deprivation compared with 5% of Darlington households.

The Census and health data confirm that Red Hall is a neighbourhood with a number of challenges:

- Lack of employment, training and access to labour market issues
- Relatively poor health
- Potential physical difficulties in accessing services that are not 'local'
- Lack of adequate and appropriate facilities for children and young people
- Households dealing with deprivation and poverty
- Under-occupation (in relation to recent changes in Housing Benefit payments – 'spare room/bedroom tax').

### **Residents' Views**

This sub-section is based on the summary findings of two consultations held in 2013 that are reported in the Housing Quality Network papers (see section one) together with the findings from informal discussions with residents earlier this year. The main points are listed below using the framework of sustainable community elements:

*Table Three: Summary of Residents' Views*

Sustainable Community Elements	Summary of Residents' Views
Governance	<ul style="list-style-type: none"> <li>• Effective action needed to tackle crime and anti-social behaviour through better management, policing and a multi-agency approach</li> </ul>
Transport & Connectivity	<ul style="list-style-type: none"> <li>• Improve traffic management on Red Hall to increase safety and security</li> <li>• Improve footpaths and facilities for pedestrians</li> <li>• Better communication between service providers and residents</li> </ul>
Services	<ul style="list-style-type: none"> <li>• Need for additional facilities, eg, food shops, health etc.</li> <li>• High quality facilities for younger children</li> <li>• Improved sports facilities</li> </ul>

Environment	<ul style="list-style-type: none"> <li>• Conserve the natural environment surrounding Red Hall</li> </ul>
Economy	<i>Not directly covered</i>
Housing & the Built Environment	<ul style="list-style-type: none"> <li>• Modernise the stock and its appearance</li> <li>• Better management of open space areas</li> <li>• Support for new developments adjacent to Red Hall</li> </ul>
Social & Culture	<ul style="list-style-type: none"> <li>• Address irresponsible behaviour by some residents and visitors to the area</li> <li>• Tackle apathy</li> <li>• Increase resident involvement.</li> </ul>

It should be noted that these views informed the housing investment plan as well as the draft masterplan (see section four).

Overall, a re-occurring message from some residents (and from service users operating on Red Hall) is that 'it is better than you think'. This suggests that there are opportunities to work with residents to create an even stronger sustainable community. But there is a challenge to tackle apathy and a lack of resident involvement because 'things are ok'.

### 3. Policy Framework

#### *Introduction*

This section focuses on the overall borough-wide context for Red Hall. It considers the growth zones and local policy plans (eg, the local housing strategy).

Overall, there is a well-established and robust policy framework that prioritises investment in Red Hall and adjacent areas. The Housing Investment Plan, the Red Hall Masterplan and this neighbourhood renewal strategy focus on the delivery and implementation of these policies.

#### *Growth Zones*

Red Hall is located within the Darlington Eastern Growth Zone. The latter is one of four growth zones in the Borough. The others are the Central Growth Zone (covering the town centre & its fringes and the central park), the North Western Growth Zone and Durham Tees Valley Airport (DTVA) Growth Zone. Investment and development is being prioritised in these four zones over the next decade with the aim of providing 6,000 new jobs, 6,700 new homes and 656 new businesses.

The Darlington Eastern Growth Zone consists of nine major projects and programmes. It aims to 'create a new suburb' that will 'provide a great quality of life for new and existing residents and fertile conditions for economic growth'. The masterplan is one of these projects. As well as Red Hall, the Eastern Growth Zone includes a number relevant adjacent projects:

- The Burdon Hill development to the north east of Red Hall will consist of new housing and a bus route link to Red Hall and the Darlington Eastern Transport Corridor
- Residential development at Red Hall Stables to the north-west of Red Hall

- The development/redevelopment of Lingfield Point for residential and employment uses to the south of Red Hall. This will include better access between these two areas.

In total, it is estimated that there will be an additional 2,400 – 2,800 homes built near to Red Hall. Development is likely to commence in 2017.

In addition, the Eastern Growth Zone briefing paper highlights that use will be made of planning agreements with developers so as to secure contributions to deliver improved public services and infrastructure.

### ***Local Policy Plans***

The local policy plans confirm the importance and prioritisation of investing in Red Hall and the Eastern Growth Zone.

The Darlington Housing Strategy 2012-2017 has as objective 4 ‘invest in the regeneration of key locations’. A priority action as part of this objective is ‘to prepare and agree plans to regenerate Red Hall Estate’ (action 20).

The Economic Strategy for Darlington 2012-2016 sets the framework for the programme of actions in the Eastern Growth Zone. Firstly, it highlights the importance of developing and promoting the housing offer within the borough to support economic growth. Secondly, it emphasises the importance of the right infrastructure in terms of transport and land/premises. Thirdly there is a focus on tackling employment and training challenges by (i) reducing the number of job seeker allowance (JSA) claimants and (ii) reducing levels of worklessness. The Eastern Growth Zone proposals for Lingfield Point, Burdon Hill and the Red Hall Masterplan are examples of these types of actions.

In relation to planning policies, Darlington Borough Council’s Core Strategy highlights that Lingfield Point is a strategic employment location for development over the next decade (policy CS5). Similarly, the Eastern Urban Fringe and Lingfield Point are important strategic locations for new housing from 2016-2026 (policy CS10). Finally, there is an emphasis in the Core Strategy on regenerating existing housing areas (policy CS12). Although Red Hall is not specifically identified, the Core Diagram includes neighbourhoods in East Darlington.

## **4. The Housing Investment Plan and Draft Masterplan**

### ***Introduction***

This section provides a summary of the housing investment plan and the draft masterplan. These together with this neighbourhood renewal strategy form the policy framework and action plan to transform Red Hall.

Overall, there is an impressive set of actions that will result in significant improvements over the next five years. In relation to the development of a sustainable community, these two initiatives primarily focus on transport & connectivity, services and housing & the built environment. Thus, this neighbourhood renewal strategy needs to focus principally on governance, the economy, the environment and social & culture. This will avoid duplication with the housing investment plan and the masterplan.



## ***Housing Investment Plan***

There are eight projects:

- External wall insulation for all properties in 'the courts' (April – October 2015)
- New windows and doors for all council-owned properties where this work has not previously been carried out (April – October 2015)
- Improvements to footpaths and fences (November 2015 – March 2016)
- Street lighting improvements (2015-2017)
- New housing comprising 20 council homes on two sites - Deepdale and Badminton (June – December 2015)
- Demolition of 56 properties in 'the courts' on four sites (March – May 2015)
- 20 new council housing on two of the demolished 'courts' sites (2016-2017)
- Pilot 'front to back' conversions of two 'courts' (November 2015 – March 2016).

These projects are already resulting in a significant improvement to the quality of the stock and the built environment as well as improving the housing offer.



## ***Red Hall Draft Masterplan***

There are, in total, 14 proposed projects and these are summarised below in terms of sustainable community elements. Delivery is strongly centred on the post 2017 period with

resources, in part, emanating from planning agreements covering nearby residential and economic development projects (see Eastern Growth Zone briefing paper).

*Table Four: Red Hall Draft Masterplan and Sustainable Communities*

Sustainable Community Elements	Red Hall Draft Masterplan
Governance	<i>Not covered.</i>
Transport & Connectivity	<ul style="list-style-type: none"> <li>• Improved footpaths, lighting and cycleway (2017 onwards)</li> <li>• Improved signage and rebranding to tackle physical isolation (2016 onwards)</li> <li>• Improved parking facilities for the school, community centre and local centre (2016 onwards)</li> <li>• Highways improvements (2018 onwards)</li> </ul>
Services	<ul style="list-style-type: none"> <li>• New play facilities and a park in the demolished courts (2016-2017)</li> <li>• School extension (2018 onwards)</li> <li>• Playing field improvements (2015 onwards)</li> <li>• New changing rooms linked to the existing community centre and playing field improvements (2016 onwards).</li> <li>• Local centre (2016 onwards)</li> </ul>
Environment	<ul style="list-style-type: none"> <li>• Village green and sustainable urban drainage systems (SUDS) (2016-2017)</li> </ul>
Economy	<ul style="list-style-type: none"> <li>• Not covered.</li> </ul>
Housing & the Built Environment	<ul style="list-style-type: none"> <li>• Burdon Hill residential development (2017 onwards)</li> <li>• Red Hall Stables housing development (2017 onwards)</li> <li>• Front to back conversions – second pilot (2017 onwards)</li> <li>• Further remodelling of ‘the courts’ (2017 onwards).</li> </ul>
Social & Culture	<i>Not covered.</i>

## 5. Governance

### *Introduction*

The Egan Review summarises governance as ‘effective and inclusive participation, representation & leadership’. It also identifies a number of elements – two of which are especially relevant for this strategy and they are:

- Strong, inclusive community and voluntary sectors
- A sense of civic values, responsibilities and pride.

One of the three aims is to ‘develop a more self-reliant community that has the capacity to proactively take initiatives to improve Red Hall’. This usefully overlaps with social and culture (see section eleven).

## **Context**

The Council, in its draft Red Hall Masterplan and Eastern Growth Zone briefing paper, emphasises that community capacity building and empowering residents is essential for improving the neighbourhood and, therefore, building a sustainable community.

The Red Hall Communications Strategy, which was commissioned by the Red Hall Regeneration Project Group, highlights that one of its roles is to encourage more residents to volunteer. There are two aspects. Firstly there is a need to encourage residents to participate in community activities (eg, Red Hall Community Centre) and, secondly, to engage with the Housing Services Department of the local authority as part of its Customer Engagement Strategy.

The latter has been reviewed and updated during 2015. Its customer commitment statement distinguishes between five steps. These are informing, collecting information and intelligence about customers' requirements, involving, devolving decisions and building capacity & supporting community action. Thus a key objective for Red Hall is to move from information provision and collection to involvement, devolution and community action.

## **Current Governance**

There is relatively little coverage of governance in the housing investment plan and the draft masterplan in terms of detailed customer and community engagement. The emphasis is on information provision and collection (see section four).

There are four Red Hall council officer groups – Red Hall Regeneration Holding Group, Red Hall Regeneration & Masterplan, Neighbourhood Renewal Project Team and Red Hall Redevelopment Co-ordination<sup>4</sup>. In addition, Groundwork NE & Cumbria are contracted by the Council to working with the community. For example, they helped produce the 'Investing in Red Hall' newsletter which was published in June 2015.

Consultations on the future of Red Hall in 2013 resulted in little feedback from residents on governance issues apart from discussion of a multi-agency approach for tackling anti-social behaviour and irresponsible behaviour by residents and visitors.

There are a number of active clubs and groups on Red Hall. They include Red Hall Community Centre that is run by the Red Hall Community Association and which runs a range of activities. However, there are concerns over whether all of the residents are aware of and willing to participate in activities and the running of the centre. In addition, there is the Red Hall Tigers football team and there are plans to improve the quality of the soccer pitch and provide new changing room facilities adjacent to the Community Centre. There is also the Red Hall Dance Company which was set up in 2013. This is a group/club that is active in the area and participates in events borough-wide.

## **Recommendations and Actions**

In order to improve the governance of Red Hall in relation to community engagement and participation, there are four interrelated actions that should be taken forward:

- Build on the existing strengths of clubs and groups operating on Red Hall, eg, the community centre & association, the football club and the dance company.

Each of these should be supported so as to extend activities and membership so that there is greater involvement from a wider cross-section of residents. At the same time, this would create stronger representative Red Hall organisations.

This support needs to take the form of resources to enhance their management. In particular, it is essential that they have business plans so that they can, if required, seek to access funding from charities, public sector agencies and the private sector. This frequently takes the form of competitive bidding opportunities that involve organisations having to submit innovative proposals supported by business plans and financial accounts. It should be noted that Red Hall Community Association was successful in 2014 in obtaining funding for a worklessness project from the County Durham Community Foundation (see section nine).

These resources could be accessed from, firstly, voluntary and third sector umbrella groups that support community groups, secondly the business community through its corporate social responsibility function and which might include secondment of staff and, thirdly, the local college and university through, for example, student placements and projects.

- Take forward aspects of the Customer Engagement Strategy so that residents on Red Hall become more involved rather than only being receivers of information.

There are two especially relevant areas of activity in the Customer Engagement Strategy. These are customer voice and community participation. In relation to the former, a useful starting point is to recruit neighbourhood auditors. This could link into the existing projects in the housing investment plan in the form of area inspections. This could be promoted at the residents and stakeholders event on 17 September 2015.

In relation to the latter, there is the community fund that enables groups to bid for grants of up to £1,000 for projects that will improve the quality of life for neighbourhoods. Existing Red Hall groups, especially with business plans (see above), would be in a powerful position to access this fund. In addition, the Customer Engagement Strategy highlights a further opportunity – ‘support for community campaigns (eg, litter picks)’. Again, there are opportunities for Red Hall groups to identify important issues and to work with the Council on a neighbourhood campaign. One possible example could be around tackling irresponsible behaviour of residents and visitors in terms of dog fouling, litter and noise (see section eleven).

- A further development of the community engagement approach would be to develop a ‘U decide’ project.

This idea is based on the principles of participatory budgeting. It would involve existing and new local groups working up proposals to improve a specific aspect of the quality of life on Red Hall. Each group would present their proposals at an event and online. Residents would then vote for their preferred scheme. The winner would receive a pre-determined sum to implement it.

- Move towards a multi-agency taskforce for Red Hall for the delivery of the masterplan.

This would build on existing council groups (see above) but also involve representatives from Red Hall groups, businesses (which are supporting these groups), developers implementing projects and relevant public sector organisation (eg, 'Healthy Darlington' and the police).

## **6. Transport & Connectivity**

### ***Introduction***

There are two distinct elements of transport and connectivity – physical movement and social media (eg, twitter) & ICT. The Housing Investment Plan and the draft Red Hall Masterplan focus on the former. The emphasis in this section is, therefore, on the latter.

### ***Context***

Darlington Borough Council's Customer Engagement Strategy and the Red Hall Communications Strategy both highlight that social media are increasingly used, particularly by younger people, as a means of communication and providing information.

In addition, social media and ICT are important for two other reasons. Firstly, their use is an important skill in improving employability and addressing worklessness. Secondly, social media is increasingly used as a mechanism for debate and dialogue. The latter, thus, links to the involvement element of the Customer Engagement Strategy (see section five). For example, customer and community voice might be better achieved through online facilities, rather than meetings, using the housing connect system highlighted in the Strategy.

Nevertheless, it needs to be borne in mind that online access is not universal. The latest national data from the Office for National Statistics<sup>5</sup> indicates that 11% of adults have never used the internet. Furthermore, there are specific groups that are relatively low internet users, eg, 32% of adults with disabilities have not used the internet within the last three months and 61% of people over 75 years of age have never used the internet. Nevertheless 99% of people aged 16-24 years have recently used the internet, and data from 2014 indicates that over 90% of this group use social networking technology.

### ***Current Position***

Although there is no readily available information on ICT & social media use on Red Hall, the area profile indicates that there is a relatively high proportion of young people. This suggests that ICT & social media are potentially vital in connecting these people to services and facilities as well as engaging them in discussions on the future of the area.

### ***Recommendations and Actions***

There are four recommendations:

- Red Hall organisations and groups (including the primary school) should be encouraged to have high quality up-to-date online presences involving ICT and social media.

This will help to widen awareness of local activities and services especially among young people.



One way of achieving this would be for businesses to second a member of staff with the relevant skills to organisations to help them improve their online presence.

- Darlington Borough Council and other public sector service providers should ensure and publicise that there are opportunities to engage in discussions and debates online.

As well as providing information online and receiving feedback in this form, community engagement through the internet ought to help tackle 'hard to reach' groups such as young people.

- Consideration should be given to providing additional training on ICT and social media to improve employability prospects for residents on Red Hall (and see section nine).

This might be organised at Red Hall Community Centre through the worklessness project and/or Red Hall Primary School. It will need to be carefully designed so that it captures the attention of residents through 'learning by stealth', ie, a focus on an issue relevant to potential participants (eg, the history of Red Hall such as the Stockton & Darlington Railway – see section eleven) rather than explicit technical training.

- Availability and accessibility of high quality broadband is essential for residents and groups / organisations.

It is unclear whether ICT infrastructure is adequate to roll out online discussion forums and stronger online activities & services by local groups and organisations. Darlington Borough Council should, therefore, evaluate to what extent that this is adequate and, then, take appropriate action to fill gaps.

## **7. Services**

### ***Introduction***

The Egan Review's headline definition of this element of a sustainable community is 'a full range of appropriate and accessible public, private, community and voluntary services'. In particular, it includes a focus on retail, food, commercial and utility services.

### ***Context***

The draft Red Hall Masterplan includes an emphasis on services, eg, a primary school extension (linked to the housing developments at, for example, Burdon Hill) and a new local centre (incorporating improved shopping facilities and business units).

It is important to appreciate that Red Hall is a relatively small neighbourhood. It is not surprising, therefore, that there is a lack of facilities, eg, no health or social care provision. Improving accessibility to services elsewhere in Darlington is vital in overcoming the isolated nature of the area. This issue is covered in section six of this document. Nevertheless the increase in population over the next 5 or more years in this part of the Eastern Growth Zone will improve the viability of facilities (such as local shops) on Red Hall.

It should also be borne in mind that there are opportunities for borough-wide organisations to support neighbourhood organisations in providing services. For example, section two showed that Red Hall is a relatively deprived area. Low household incomes create financial exclusion as well as contributing to social exclusion. Thus, borough-wide organisations, such as Darlington Credit Union, have a role to play in improving the quality of life of residents.

Thus, this part of the strategy covers the future development of the school & education provision and the new local centre. Please note that there is also coverage of the local centre as the possible location of a community enterprise hub in section nine.

### ***Current Provision***

The key interrelated points are:

- Red Hall Primary School offers education and related services to children between the ages of 2 and 11. It was rated as 'good' by OFSTED in March 2014. In order to become 'outstanding', it principally, needs to improve its standards in reading at key stage one
- The school also provides a number of additional activities and is keen to expand this portfolio. Current provision includes a breakfast club, family learning courses and boys & girl's football clubs
- Secondary and further education provision takes place elsewhere in the Borough. Potentially, there is an issue over its quality as the Red Hall profile (see section two) indicates that there are issues of lack of qualifications and worklessness in the neighbourhood, despite the high quality of primary school education
- Darlington Borough Council's Early Intervention and Prevention team work with individual families and run a youth club at Red Hall Community Centre
- There is one food shop on Red Hall. There are mixed opinions of it among residents. On the one hand, it is regarded as a useful facility but, on the other hand, prices are considered to be high.

### ***Recommendations & Actions***

There are four interconnected recommendations:

- The proposed feasibility study for the location and type of provision at the proposed local centre should be undertaken as soon as possible.

This will reduce uncertainty for residents and other stakeholders as well as clarifying whether it could be developed prior to or at any early stage of the Burdon Hill residential scheme.

- A further feasibility study on the development of additional capacity of Red Hall Primary School.

This should be carried out in order to clarify the timetable and type of provision.

- Red Hall Primary School should be supported in its efforts to expand its portfolio of activities

It is recommended that consideration be given to a series of events (including guest speakers) to raise the aspirations of current and former children and parents in terms of education, careers and training. This would begin to address long-run issues of worklessness and poor employability.

Darlington Borough Council's Early Intervention and Prevention team have a role in improving facilities for young people and could be part of the school's portfolio of activities.

These actions will require co-ordination with Red Hall Community Centre & Community Association and the Early Intervention and Prevention team so as to avoid duplication and ensure a comprehensive and complementary set of activities for residents including young people.

- Encourage borough-wide organisations to support local groups in providing services such as money advice, running an organisation.

Organisations, such as Darlington Credit Union, could offer to run services using existing facilities, eg, the community centre or the school, and/or work in partnership with Red Hall groups such as the Community Association.

## **8. Environment**

### ***Introduction***

The overall definition is 'providing places for people to live in an environmentally-friendly way. More specifically, it focuses on efficient use of resources now and in the future, living in a way that minimises negative environmental impact, protecting & enhancing the natural environment and having regard to the needs of future generations.

Although there is some coverage in the housing investment plan and the masterplan, there has been no overview of this issue. This therefore is the focus of this section. It links, in particular, with transport & connectivity (see section six) and housing & the built environment (see section ten).

### ***Context***

There is a strong emphasis in local policy plans on environmental sustainability. Both the Housing Strategy and the Core Strategy (see section three) pay considerable attention to environmental principles and practice.

This is reflected, to some extent, in the Housing Investment Plan, the draft Red Hall Masterplan and the Eastern Growth Zone briefing paper (see sections three & four). For example, the former includes energy efficiency projects, such as external wall insulation and new windows and doors. Not only does this address fuel poverty, it also contributes to environmental sustainability of the housing stock.



Proposals in the masterplan and the Eastern Growth Zone briefing paper (especially on green infrastructure) include:

- A village green and a sustainable urban drainage system (SUDS) that is scheduled for 2017-2018
- Environmental improvements to the River Skerne and its tributaries to the north of Red Hall
- Protection and enhancement of the Red Hall Local Nature Reserve to the east of 'the courts'.

### ***Current Position***

As has already been pointed out, Red Hall was designed on 'Radburn principles'. It is also located on the urban fringe. These provide both opportunities and challenges. In principle, the neighbourhood is ideally located and designed to maximise practical environmental measures. For example, there are many small patches of open space that are difficult to maintain and have no current functional role. There may be opportunities, for example, to create allotments or enable residents to incorporate them into their gardens. However, residents and other stakeholders have not prioritised or taken forward this agenda. Moreover, there is a potential danger that the development projects in the Eastern Growth Zone adjacent to Red Hall may conflict with environmental sustainability principles and practices, eg, loss of open space.

### ***Recommendations and Actions***

There are three recommendations:

- An environmental plan should be drawn up for Red Hall and adjacent areas.

This should bring together existing actions and proposals into a comprehensive and co-ordinated statement as well as identifying new opportunities and challenges.

Resident and local groups' involvement should be encouraged especially Red Hall Primary School and its pupils.

- As part of the plan, the use and long-term management of open space areas on Red Hall should be considered.

The open space areas are an important asset. They need to be made more effective use of in the future. Consideration could be given to community management, creation of allotments etc, but this should depend on the wishes of the residents.

- The development projects in the Eastern Growth Zone should be planned and monitored to maximise environmental benefits.

In particular, residential developments at Red Hall Stables and Burdon Hill should not only protect but enhance the open space areas surrounding Red Hall, eg, the local nature reserve and the River Skerne & its tributaries.

Planning agreements should be used to provide resources for possible projects such as sports pitches, play spaces and footpath & cycle way routes.

## 9. Economy

### *Introduction*

'A flourishing and diverse local economy' is a key element of ensuring a sustainable community. More specifically, there is a focus in the Egan Review on providing (i) a wide range of jobs and training opportunities, (ii) business creation & support and (iii) a strong business sector with links to local communities.

The Red Hall profile indicates that a lack of qualifications and relatively low levels of employment are important challenges that need to be addressed.

### *Context*

The Economic Strategy for Darlington together with the Eastern Growth Zone briefing paper and the draft Red Hall Masterplan identify a number of policies and programmes to tackle these issues.

The Darlington Partnership, which is the borough-wide partnership between public, private & voluntary sector agencies, focuses on improving the quality of life in Darlington. It has a number of employment-orientated projects including Darlington Foundation for Jobs that is centred on tackling unemployment among young people.

The Eastern Growth Zone briefing paper explicitly highlights that one of its objectives is to 'reduce worklessness on Red Hall'.

Projects that have been identified include:

- Potential provision of business units and/or a community enterprise hub in the proposed local centre
- The redevelopment of Lingfield Point to provide employment opportunities with improved physical access between it and Red Hall
- The development of links between businesses (throughout the borough) and the community.

### *Current Provision*

The major local initiative is the Red Hall Worklessness Project. This provides employability training and hosts a weekly job club. It is run through Red Hall Community Association with funding, in part, from the County Durham Community Foundation. It was launched in 2014 but is due to end in early 2016. It has been suggested that one of the issues for the project is ensuring participation by residents.

In addition, the Council, through its commissioning and procurement of development projects, builds in conditions that contractors provide training/apprenticeship opportunities for local people.

Finally, there is an increasing number of examples of businesses supporting the local community and its activities. For example, BARR Construction is negotiating with the local authority on the possibility of providing in-kind assistance to Red Hall Tigers by improving the soccer pitch and its environs. Similarly, Niven Architects is providing in-kind assistance

for the design of the proposed changing rooms adjacent to Red Hall Community Association.

### ***Recommendations & Actions***

These are fivefold and are:

- Ensure a thorough evaluation of the Red Hall Worklessness Projects to identify challenges and opportunities as a basis for securing future funding.

This is the only Red Hall specific project for tackling employability and training issues. It, therefore, is a significant initiative that should be supported by stakeholders. Links should be explored with Darlington Partnership and its Darlington Foundation for Jobs project.

- Continue to exploit opportunities for local jobs and training/apprenticeships through Darlington Borough Council's commissioning and procurement policies.

Both the Housing Investment Plan and the draft Red Hall Masterplan include a number of major projects that should incorporate this policy.

- Planning agreements and training opportunities should be explored.

The Eastern Growth Zone projects that will commence in 2017 will involve planning agreements between developers, Darlington Borough Council and other organisations. There are opportunities to explore the possibility of including employment/training benefits for local people.

- Opportunities to incorporate business units and community enterprises should be included in a viability study of the proposed local centre.

As has already been recommended in section seven, a viability study should be carried out as soon as possible. The provision of business units etc would be significant as it would be the first example of direct provision in Red Hall.

- Business support for the Red Hall community should be further encouraged and promoted.

This could be focussed, as previously recommended, on employee secondments to local groups. It could also centre on providing short-term placements within companies for Red Hall residents.

## **10. Housing & the Built Environment**

### ***Introduction***

Policies and programmes to improve Red Hall's housing and built environment are underway through the Housing Investment Plan. Further projects are being developed through the master planning process. This section of the strategy, therefore, focuses on additional outstanding and emerging issues.

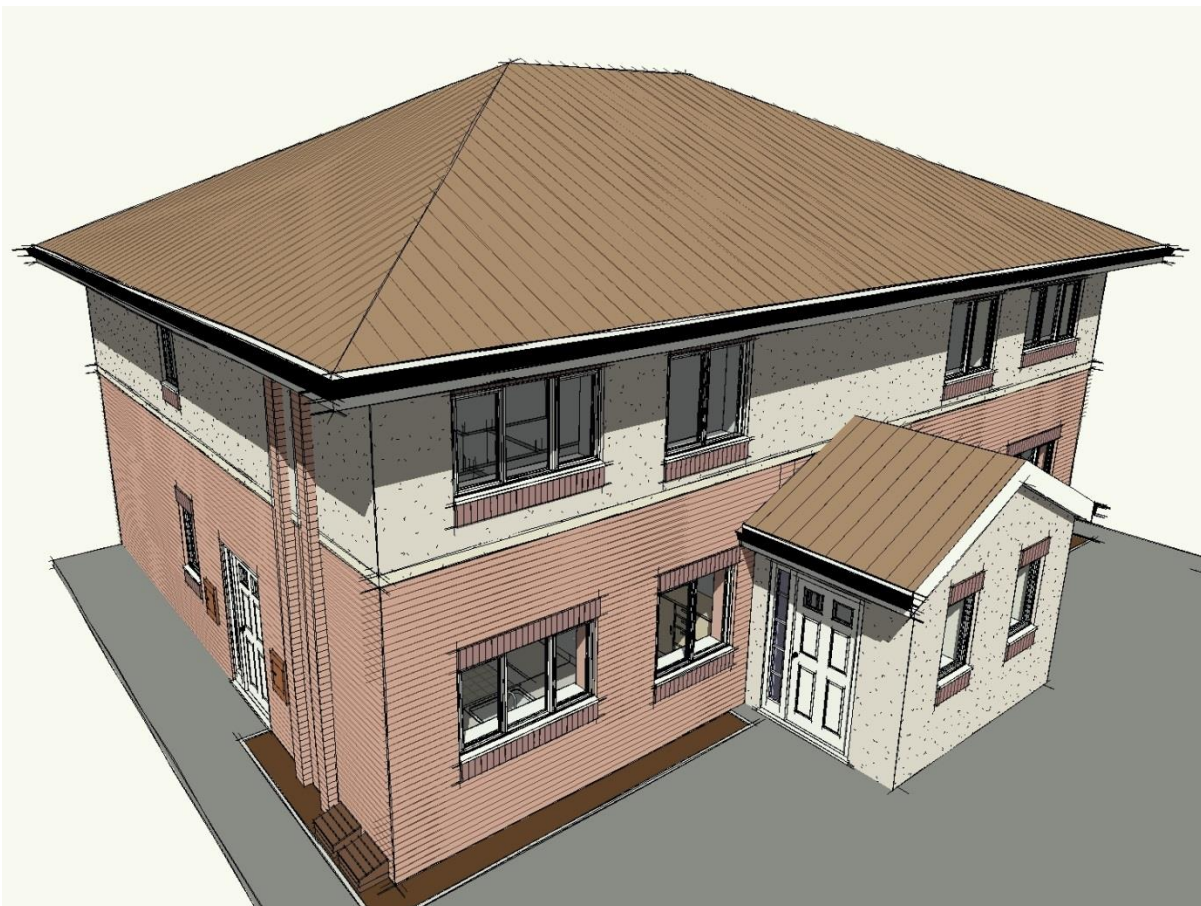
## **Context**

It is essential to appreciate that national housing and welfare policy changes, as well as future local government finance settlements, are likely to impact on Red Hall and Darlington as a whole. The Borough Council is carrying out an appraisal of these changes for all of its activities and services. Potential issues are likely to include:

- The impact of Housing Benefit changes on under-occupation
- The future role of council housing given the government's ever increasing emphasis on promoting low cost owner occupation
- The ability of the local authority to deliver its current range of services such as the maintenance of open space areas and a comprehensive tenancy management approach.

## **Current Situation**

The existing and proposed projects will improve the quality of life for existing and future residents. It is anticipated that they will begin to address issues such as relatively low demand for property in parts of 'the courts'.



Nevertheless, the 'Radburn-style' layout of Red Hall, which was built in the 1960s & 1970s, presents significant challenges in a period of austerity for the local authority and other stakeholders. They include:

- A high proportion of open space that creates relatively high maintenance costs
- Non-traditional house types and estate layouts that can be less popular compared to other neighbourhoods
- The need for a major programme of planned investment as the existing infrastructure is approaching 50 years of age.

### ***Recommendations and Actions***

These are:

- As part of its appraisal of the impact of emerging Government policies, it is recommended that Darlington Borough Council evaluate the potential implications for Red Hall and the current & proposed regeneration projects

This will ensure that they are 'fit for purpose' in addressing likely future issues. For example, the existing energy efficiency measures will not cover all of the stock in the Radburn-type' properties in the west of Red Hall. This might need to be reviewed and reprioritised to ensure that these homes remain popular and in-demand in the long-term.

- Allocations and lettings should be thoroughly monitored to provide early warning signs of changing demand within the area

This will enable pro-active rather than reactive measures to be introduced to respond to demand changes.

- A local lettings policy should be developed

This needs to reflect the aim of achieving a sustainable community where residents wish to live. Consideration could be given to lettings streams, for instance, that prioritise households with skills & expertise and those with a willingness to contribute to volunteering to assist local groups and organisations.

- A 'welcome to Red Hall' tenancy pack should be developed

This should cover services (eg, the primary school), local groups/organisations and improvement programmes as well as the standard tenancy matters. It should be available online and in paper form.

## **11. Social & Culture**

### ***Introduction***

The Egan Review defines social & cultural sustainability as a 'vibrant, harmonious and inclusive community'. It includes:

- A sense of community identity and belonging

- All people are socially included and have similar life opportunities
- Tolerance, respect and engagement with people from different cultures, backgrounds & beliefs
- Low levels of crime & anti-social behaviour with visible, effective and community-friendly policing.

This is at the heart of this strategy because one of the overall aims is to build a self-reliant community.

Other elements of sustainability contribute to the social and cultural element, eg, governance (see section five) and services (see section seven).

### **Context**

The focus of building a strong resilient and self-reliant Red Hall community is a re-occurring theme in many policy documents. For example, the Eastern Growth Zone briefing paper points out that the scope of the masterplan is to build community capacity including the 'development of social cohesion, responsible management of the area, support networks and economic well-being'.

### **Current Position**

There are both strengths and weaknesses. The former include:

- A highly-rated and popular primary school that wishes to expand its portfolio of activities and a number of active local groups, eg, the local soccer club and the dance company
- The activities of Red Hall Community Association and the Community Centre
- The on-going Housing Investment Plan that provides confidence to the residents about the commitment to the area as well as making it an attractive place to live
- The resident and stakeholder event on 17 September 2015, to promote the area and its services & groups
- A common view of some residents and stakeholders that Red Hall is 'better than you think'.

The latter include:

- Patchy community engagement and resident involvement with local services and groups
- A low level of community cohesion exemplified by the social and physical separation of the Radburn-type stock in the centre and west of Red Hall from 'the courts'
- Residents' concerns over anti-social behaviour and irresponsible actions of some residents and visitors, eg, the dropping of litter, dog fouling, late night noise etc.



## ***Recommendations and Actions***

First of all, many of the proposals in, for instance, section five on governance and in section seven on services will contribute to building a stronger social and cultural community. In particular, it is essential that attempts are made by local organisations and service providers to broaden their appeal and publicise their activities to 'hard-to-reach' groups such as young people.

Secondly, there are opportunities to even more strongly contribute to community cohesion:

- Celebrating the Stockton & Darlington Railway.

The original former railway line is the southern boundary of Red Hall. The 200<sup>th</sup> anniversary takes place in 2025. Darlington Borough Council and its partners are already developing ideas (including bidding for UK City of Culture for 2025). This is, therefore, an opportunity for residents and local groups (including Red Hall School) to plan for this event.

An immediate starting point is the 190<sup>th</sup> anniversary in September 2015. This could be a prominent feature of the resident and stakeholder event on 17 September.

- Agreeing and confirming that 'Red Hall' is the name for the area and that it will be used by all stakeholders.

The reports covering the area together with the interviews & visits in July 2015 indicated that a wide range of slightly different names are used, eg, 'Redhall', 'Red Hall Village', 'Redhall Estate' and 'Red Hall'. A single agreed name will contribute to a better external perception as well as a clear message to current and future residents.

One of the projects in the draft masterplan for 2016 is 'improved signage and rebranding'. An important element is to reach an agreement between residents and stakeholders on the name for the area. This should be part of the resident and stakeholder event on 17 September.

- Branding and marketing 'Red Hall'.

Promoting Red Hall is important for local residents in creating a sense of pride and belonging. It is also significant for improving its image externally.

A number of initiatives have already been mentioned, eg, signage and a 'welcome to Red Hall' pack for new tenants.



Opportunities to publicise the activities of organisations and local service providers should be maximised and include media releases and the use of ICT & social media.

## **12. Provision, Activities & Resources**

### ***Introduction***

A common theme across each of the seven elements of sustainable communities is that 'provision and/or activity should be high quality, well-designed & maintained, safe, accessible, adaptable, environmentally-friendly and cost-effectively provided'. The phrase 'provision, activities and resources' has been used in this strategy as a shorthand for this overarching theme.

In order to achieve this common theme, there are three overarching points:

- It is essential that individual recommendations are not treated as silos. For example, creating a resilient and self-reliant community involves each of the seven elements of a sustainable community
- This neighbourhood renewal strategy should be read in conjunction with the Housing Investment Plan and the draft Red Hall Masterplan
- The multi-agency taskforce for delivering projects must be widened to involve residents and other stakeholders as well as Darlington Borough Council. A broader membership will enable the identification of new issues that are important to the community.



The aim of this section is, therefore, to focus on outstanding issues especially resources. It is not a conclusion or a summary, as these can be found in the first section of this document.

### ***Provision***

There are many construction-based projects underway or planned for Red Hall and adjacent areas. This has the advantage of convincing residents that the local authority and its partners are committed to improve the physical fabric. The potential disadvantage is that building work and any associated disruption will be a fact of life for the community for the foreseeable future.



The Red Hall Newsletter and the Red Hall Communications Strategy are evidence that the Borough Council is committed to ensuring that residents are kept informed of progress. It is essential that this approach is maintained. It is, therefore, recommended that:

- The Borough Council and its partners ensure that the communications strategy is fully implemented so that the community continues to be informed on progress and especially of any changes to the timing and nature of the construction-based provision.

### ***Activities***

A reoccurring theme throughout this document is the importance of increasing the range of activities delivered at Red Hall Community Centre and Red Hall Primary School. This will help to address gaps in existing provision and, more importantly, contribute to greater resident involvement and participation.

There is a temptation for external stakeholders, including the Council, to specify the types of activities that could be developed. This, however, poses dangers. It, firstly, creates a culture of a reliance on outside agencies to identify needs and types of provision. Secondly, the services and activities may not be what local people want, so leading to a lack of take-up. Thirdly, it hinders the ability of existing groups and organisations to develop activities and so become stronger and more representative of the area.

It is, therefore, recommended that:

- Darlington Borough Council and other stakeholders act as enablers and facilitators for local groups and organisations in the development of new activities.

The enabling and facilitating role involves, amongst other things, signposting local groups and organisations to new funding sources, brokering support from the business community and the local college & university and identifying opportunities to work with borough-wide agencies.

### **Resources**

In the current financial climate for local government, there are major challenges for the Council in directly funding capital projects and services. It is highly unlikely that in the foreseeable future resources will be available via the local authority for the delivery of many of the masterplan projects. Therefore, alternative and additional sources need to be identified. Without a clear indication of resources, projects will be delayed or even abandoned.

Resources can take many forms – finance, skills & expertise, land and property etc. They can come from a range of organisations in the public, private and voluntary sectors. At the same time, it is vital to mobilise the resources within the Red Hall area. These include existing organisations (eg, Red Hall Community Association and the Community Centre) and the residents themselves (eg, volunteering).

It is, therefore, recommended that:

- Additional and alternative resources (especially funding) are identified by the Borough Council and other stakeholders to help implement projects on Red Hall.

The following list is indicative of the types of resources that could be utilised:

- Planning agreements: These are negotiated by the Council and developers as part of the planning system following the granting of major planning permissions to benefit local communities. They can take the form of financial payments and/or physical projects (eg, new roads).

A significant number of projects are to be funded through planning agreements, eg, a new park and play facilities on the site of the demolished courts, the extension of Red Hall Primary School and the creation of a village green & sustainable urban drainage systems.

It, however, needs to be borne in mind that the government has increasingly emphasised that local authorities should not impose requirements that affect the viability of the original development. It is, thus, imperative that Darlington Borough Council monitors changes in national policy as well as the viability of major schemes in the Eastern Growth Zone.

- Charities and Grant-funding Bodies: Local organisations are able to access small sources of funding through the Council's community fund. But there will be an increasing competition for these resources and it does not involve major sums. Organisations, therefore, need to be in a position to bid for resources from charities and grant-funding bodies and build on the success of the Red Hall Worklessness Project in obtaining such funds.

There are a number of local and regional charities that may be suitable. As well as the County Durham Community Foundation, they include the Morrison Trust and the Virgin Money Foundation.

A pre-requisite for successful bidding is that local organisations need to evidence effective management and governance, have a track record of successful activities and show that they have neighbourhood & wider stakeholder support. Most importantly, there must be an up-to-date business plan and financial records. Finally, skills are required to complete detailed application forms.

Many local organisations find these requirements daunting and overwhelming. It is, therefore, imperative that there are resources available to tackle this gap. Voluntary sector organisations often offer this type of support. Other possibilities include colleges and universities as well as the private sector.

- Businesses: These may be willing to offer resources to local groups and projects. This is for two interrelated reasons – corporate social responsibility and supporting local communities.

There are already examples in Red Hall. For example, BARR Construction is negotiating with the Council on providing in-kind assistance to Red Hall Tigers in improving the soccer pitch and its environs. It, thus can take many forms ranging from physical projects through to secondment of staff and sponsorship of events. It could also include short-term placements for local people as part of a programme to tackle worklessness and improve employability. As the Eastern Growth Zone will be a major location for new investment by businesses over the next decade, there are clearly opportunities to further exploit business-community links.

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<sup>1</sup> Egan, J. (2004) Skills for Sustainable Communities – The Egan Review, London, RIBA.

<sup>2</sup> ICT: Information communications technology.

<sup>3</sup> SMART: Specific, Measurable, Achievable, Realistic & Timetabled

<sup>4</sup> Further details can be found in the Housing Quality Network 'Redhall Neighbourhood Renewal Strategy' – Draft Report (June 2015).

<sup>5</sup> Office for National Statistics (2015) Internet Users, London, ONS.

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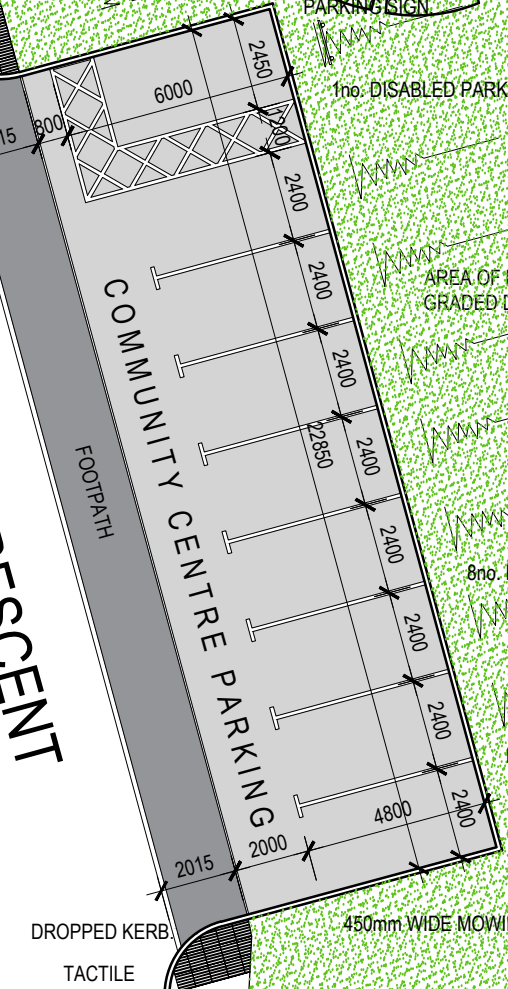
RED HALL COMMUNITY CENTRE.

RED HALL PRIMARY SCHOOL

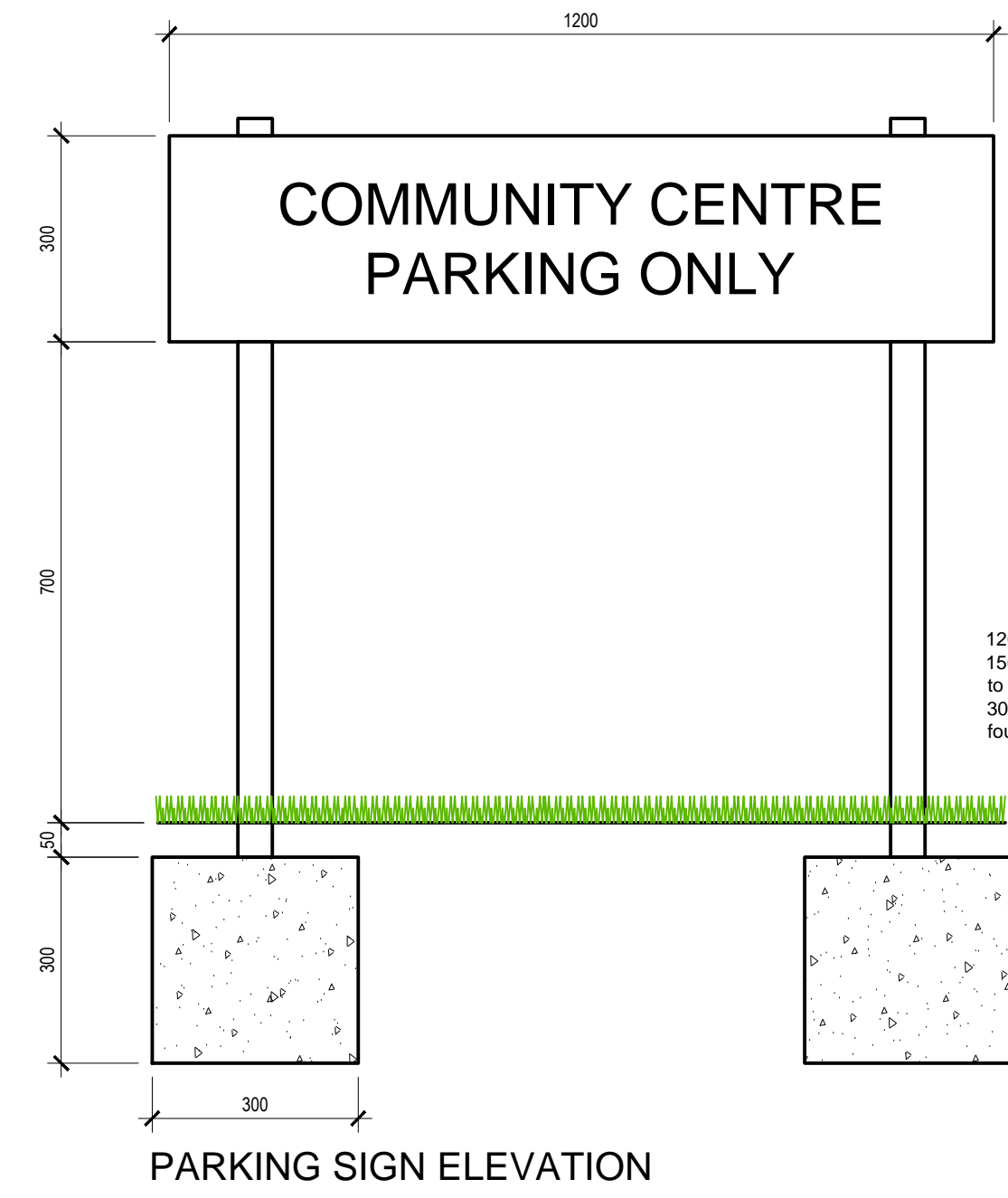
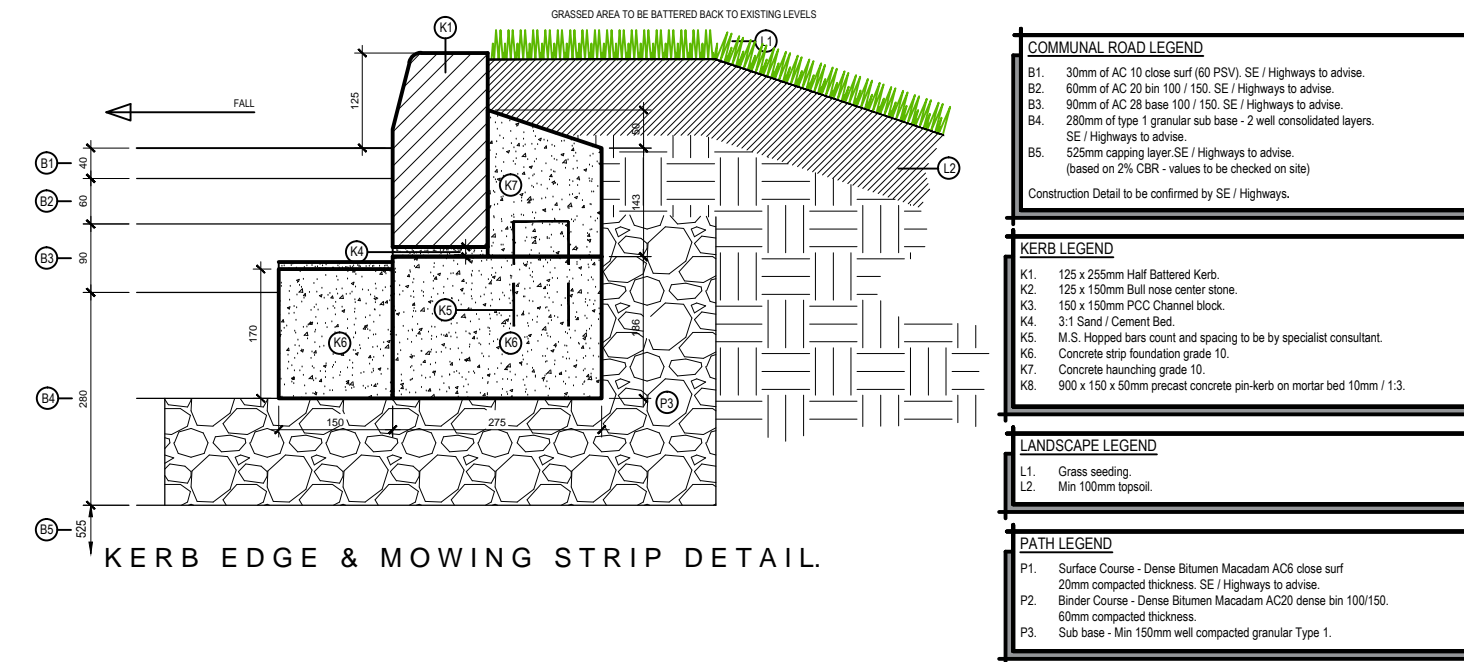
ELECTRICAL SUB-STATION.

OPEN GRASSED AREA.

HEADINGLEY CRESCENT



APPENDIX 2



- Notes**
- All dimensions are in millimeters, contractor is responsible for verification of dimensions on site with any discrepancies to be reported back to Architects prior starting works.
  - Where proprietary references are used other or equal and approved is also acceptable.
  - All work is to be undertaken to the satisfaction of the the Local Authority Building Control Officer. All materials must comply with the latest British Standards and Codes of Practice.
  - This drawing is to be read in conjunction with Engineers drawings and details.
  - This drawing is to be read in conjunction with M&E consultants drawings.
  - Any discrepancies to be reported back to the Architect.
  - Do not scale from this drawing.

P2	10.05.18	MBr	Path detail amended to rear of parking bays, disabled bays reduced to 1no. retained tree indicated
P1	01.05.18	MBr	First Issue
Rev	Date	By	Note
Rev.	P = Preliminary	O = Tender	A-Z = Construction

**DARLINGTON BOROUGH COUNCIL**  
 ECONOMIC GROWTH  
 Building Design Services  
 17 Allington way  
 DL1 4QB  
 Tel: (01325) 380722 Fax (01325) 388724

PROJECT  
**PROPOSED CAR PARKING SPACES**  
 RED HALL COMMUNITY CENTRE  
 HEADINGLEY CRESCENT  
 RED HALL DARLINGTON

SCALE	DATE
1:200,10@A1	MAY 2018

DRAWN	CHECKED
MBr	C Morrison

REF.  
**2018\_001**

DRAWING NO.	REV
2018_001_SK09	P2

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**CABINET**  
**10 JULY 2018**

ITEM NO. ....

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## **GARDEN WASTE COLLECTION SERVICE**

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**Responsible Cabinet Member -**  
**Councillor Nick Wallis, Leisure and Local Environment Portfolio**

**Responsible Director -**  
**Ian Williams, Director of Economic Growth and Neighbourhood Services**

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### **SUMMARY REPORT**

#### **Purpose of the Report**

1. To consider the introduction of an 'opt in' pay for use Garden Waste Collection Service for residents of the Borough.

#### **Summary**

2. Garden waste collection services are now commonplace across the country and all of the other north-east authorities provide a fortnightly service, either using a wheeled bin or sack, with six of them charging and five of them not. Darlington do not have a regular Garden Waste Collection Service with residents disposing of garden waste either through home composting, at the Household Waste Recycling Centre (HWRC) or within the residual waste stream.
3. As charging is now commonplace it would be possible to introduce an 'opt in' charged for Garden Waste Collection Service for residents within the Borough as requests for this service are regularly received.

#### **Recommendation**

4. It is recommended that :-
  - (a) Members approve a consultation exercise to gauge resident interest for the introduction of a Garden Waste Collection Service.
  - (b) Subject to enough residents wanting to participate in a Garden Waste Collection Service, the new service is introduced from April 2019. A final decision to implement the service to be delegated to the Director of Economic Growth and Neighbourhood Services in consultation with Cabinet Member for Leisure and Local Environment Portfolio.

## Reasons

5. The recommendations are supported subject to enough interest from residents, to enable a Garden Waste Collection Service to be introduced.

**Ian Williams**  
**Director of Economic Growth and Neighbourhood Services**

## Background Papers

No background papers were used in the preparation of this report.

Ian Thompson : Extension 6628  
CD

S17 Crime and Disorder	There is no impact on crime and disorder as a result of this report.
Health and Well Being	There is no impact on health and well being as a result of this report.
Carbon Impact	Garden waste collected will be processed through an in vessel system, returning PAS 100 compliant compost that can be used for agricultural use.
Diversity	There is no impact on diversity as a result of this report.
Wards Affected	The service will be offered to all residents.
Groups Affected	There is no impact on any individual group as a result of this report.
Budget and Policy Framework	There is no impact on the Council's Budget or Policy Framework as a result of this report.
Key Decision	This is not a key decision.
Urgent Decision	This is not an urgent decision.
One Darlington: Perfectly Placed	A Garden Waste Collection Service would impact on the Place agenda and will have a positive impact on recycling and composting rates.
Efficiency	No impact on the efficiency agenda.
Impact on Looked After Children and Care Leavers	This report has no impact on Looked After Children or Care Leavers



## MAIN REPORT

### Background

6. Residents in the Borough currently have three options for the disposal/treatment of garden waste produced from their household:

- (a) **Home Composting**

It is difficult to estimate the amount of waste that is home composted, however it is likely that there is a reasonable tonnage that is dealt with by the resident at their home.

- (b) **Take to the Household Waste Recycling Centre (HWRC)**

From here the waste is then composted at Stonegrave Aggregates via an in vessel system to produce PAS 100 compliant compost, which can be used for agricultural use.

There is significant tonnage of garden waste that residents take to the HWRC; in the previous two years:

- (i) 2016/17 – 3,420 tonnes
    - (ii) 2017/18 – 3,368 tonnes

This represents approximately 28% of the total waste going through the HWRC.

- (c) **Use the Council's existing Garden Waste Collection Service**

For the Council's existing garden waste service, which residents can pay for 10 sacks at a cost of £8.53, the waste is then collected and taken to Stonegrave Aggregates for further processing. The number of residents taking up this service in the past two years is:

- (i) 2016/17 – 647
    - (ii) 2017/18 – 656

7. Garden waste collection services are common practice with all authorities across the north-east, except Darlington, offering a fortnightly collection, either wheeled bin or sack with six charging and five not. For our closest neighbours, none of the Tees Valley Authorities charge and Durham currently charge £30, which will increase in 2019/20 to £35.
8. The majority collect garden waste from April through until November, approximately 30 weeks.
9. Resources have never been available in Darlington to introduce a free garden waste collection service, however as charging for a fortnightly collection service is now common practice across the north-east and nationally, Members may want to consider introducing a new service.

## Proposed Garden Waste Collection Service

10. It is proposed to introduce a fortnightly charged garden waste collection service for a 30 week period from April through to November, using a 240 litre bin. This will be an opt-in service for residents at a proposed cost of £35 per year. The waste collected would then be taken to Stonegrave Aggregates where it would be further processed via an in vessel system, producing PAS 100 compliant compost, which can be used for agricultural use.
11. There are a number of assumptions used to pull together the anticipated take up of the service, which are based on national experience of other schemes. It is also assumed that 25% of the garden waste tonnage that was not previously collected was diverted from the residual waste stream, another 25% will be diverted from the HWRC and the remaining 50% will be diverted from home composting.

**Table 1** below gives the further assumptions made.

Table 1

Number of properties with gardens across the Borough	39,410
Resident take up of the scheme	20% = 7,882 properties
Set out rate amongst subscribers	95%
Participation amongst subscribers	100%
Garden waste tonnage collected	1,841 tonnes

12. The Council in 2016/17 recycled, composted and re-used 37.4% of household waste. Of this, 21% is from kerbside recycling performance. The introduction of a Garden Waste Collection Service has the potential to increase this by 5%, taking it to 26%, and overall recycling, composting and re-use to 43%.

## Financial Implications

13. Based on the assumptions and the anticipated number of properties taking part in the scheme, there will be a requirement for an additional vehicle and crew of three; driver plus two operatives. The costings below are annual, however the service will only be operated for 30 weeks of the year. The staff during the remaining 22 weeks would be utilised on other refuse collection duties, reducing the need for agency staff. The estimated cost of the service will be:

Table 2

	£
Refuse collection vehicle, annual cost	50,000
Crew, driver plus 2 operatives	75,000
Marketing/communications	30,000
Administration/enforcement	25,000
Borrowing cost for 10,000 wheeled bins spread over 10 years	22,000
Equipment/uniform/consumables/replacement bins	5,000
<b>Total cost for the service</b>	<b>207,000</b>

14. Based on the assumption of 7,882 subscribers at the higher end of the estimate paying £35 there would be an income of £275,870 covering the cost of the service, returning a surplus of £68,870.
15. Applying sensitivity analysis to the assumptions and reducing potential take up of the scheme to 15%, this would mean that 5,912 properties take part in the scheme, generating an income of £206,920. This returns a small deficit of £80.
16. Depending on the take up of the scheme which is expected to be between the high and low point there is a financial risk, however this is believed to be low and introducing the service will be dependent on potential take up from the initial proposed consultation with residents.
17. As a minimum the scheme is expected to be self-funding and should not give rise to any additional costs to the Council.
18. The maximum number of properties that one collection round can service over a two-week period is 9,000; the equivalent of 1,125 per day. If there were more than 9,000 subscribers, additional collection services would need to be introduced.
19. It is difficult to estimate the impact on the treatment cost but it is anticipated that it will be neutral as some waste will be diverted from the more expensive residual waste stream, creating savings that would cover the anticipated overall cost of treating the additional garden waste.

### **Legal Implications**

20. By Section 93 of the Local Government Act 2003 the Council has the power to charge for discretionary services as long as the service user agrees to pay for the service. The charges must not exceed the cost of provision over relevant financial years, and this will need to be factored to the level at which charges set.

### **Timeline**

21. Subject to Cabinet approval, consultation would take place with residents over the summer to gain interest in the scheme. If enough residents come forward then they would be asked to sign up by the end of November 2018. Subject to enough signing up, the new Garden Waste Collection Service would be introduced from April 2019.

### **Consultation**

22. Subject to Member approval, the consultation will take place with residents to gauge interest in the Garden Waste Collection Service.

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**CABINET  
10 JULY 2018**

ITEM NO. ....

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## **DARLINGTON TOWN CENTRE FOOTFALL STRATEGY UPDATE**

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**Responsible Cabinet Member – Councillor Chris McEwan,  
Economy and Regeneration Portfolio**

**Responsible Director -  
Ian Williams, Director of Economic Growth and Neighbourhood Group**

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### **SUMMARY REPORT**

#### **Purpose of the Report**

1. To provide an update to Members on the implementation of the recently approved Footfall Strategy, which was presented to Cabinet in November 2017.

#### **Summary**

2. Cabinet approved the Town Centre Footfall Strategy in November 2017. Since then a significant amount of work has been carried out on starting to deliver the strategy.
3. The key headline actions within the strategy are:
  - (a) Boosting the reputation of Darlington as a Market Town
  - (b) Improving attractiveness of the Town Centre
  - (c) Removing Barriers

#### **Recommendation**

4. It is recommended that :-
  - (a) Members note the content of this report, and
  - (b) Members support the ongoing positive work with regard to the town centre and receive further updates as necessary.
  - (c) To agree that a refresh of the Town Centre Masterplan is required.

#### **Reasons**

5. The recommendations are supported by the following reasons :-

- (a) To ensure the Council has a focused plan to support the town centre
- (b) To monitor performance of the town centre.

**Ian Williams**  
**Director of Economic Growth and Neighbourhood Group**

**Background Papers**

No background papers were used in the preparation of this report.

Ian Thompson : Extension 6628  
 CD

S17 Crime and Disorder	Reducing ASB in the Town Centre is a feature of the strategy
Health and Well Being	No direct impacts
Carbon Impact	No direct impacts
Diversity	No direct impacts
Wards Affected	All
Groups Affected	All
Budget and Policy Framework	No financial impacts as a result of this report
Key Decision	No
Urgent Decision	No
One Darlington: Perfectly Placed	The strategy aims to improve the attractiveness of the Town Centre therefore directly impacting on Perfectly Placed
Efficiency	The strategy aims to utilise the Councils and partner resources in a collective more efficient manner.
Impact on Looked After Children and Care Leavers	This report has no impact on Looked After Children or Care Leavers

**MAIN REPORT**

**Background**

6. Town centres across the country continue to struggle in these challenging times and recently there have been a number of announcements from major retailers who are remodelling their businesses, reducing the number of stores within high streets feeling the pain across the country. Specifically at Darlington the two most recent announcements are the potential loss of Marks & Spencer and House of Fraser. Darlington is a relatively successful town and has been home to a number of national chains but unfortunately as High Streets change and major retailers remodel their businesses, Darlington is not immune to these changes.

7. Whilst this report clearly focuses on footfall and key actions, given the very fast pace of retail change currently being experienced, it is clear that a revisit of the Town Centre Masterplan Regeneration Strategy is now appropriate. We need to initiate a refresh of this document that identifies the key physical regeneration opportunities for the Town Centre, informed by a high level vision for the Town Centre as a whole for the next 20 years. This should consider areas of the Town Centre where buildings are either vacant, or no longer likely to be fit for purely retail purpose; reflect current and anticipated retail requirements especially with the independent sector, and respond to constraints alongside more flexible change of use in the Town Centre and neighbouring streets. As in 2012 the Council is keen to work with residents and stakeholders to develop this vision.
8. Set against the challenging Town Centre environment, as discussed in the previous report to Cabinet in November 2017, the Council has worked hard with partners over many years to develop and support the town centre using its land holdings to deliver developments and create opportunities such as:
  - (a) Feethams Leisure Development
  - (b) Bishopgate House, accommodating 500+ new jobs in the town centre
  - (c) Multi-story car park
  - (d) Riverside new park
  - (e) Bringing in a new partner and investment to Darlington Markets
9. There is also work ongoing to build a further office block at Feethams, which has the potential to bring in new jobs to the town centre. Whilst it is disappointing that some national retailers are closing and moving out of town centres, in Darlington the vacant units left through the withdrawal of Woolworth's and BHS have been filled by other retailers. In addition, in recent months the Council has supported four new businesses through to the Council's scheme to offer rate relief to new town centre business, there have also been a number of new businesses established without such support.
10. Whilst no doubt we are in challenging times, Darlington town centre is still thriving and a key sub-regional location for people to visit and shop.

## **Town Centre Footfall Strategy**

11. The key elements of the Footfall Strategy were set out in the previous report to Cabinet and below is an update on the actions taken.
  - (a) **Boosting the reputation of Darlington as a market town**
    - (i) *Re-launch and promote Darlington Markets.*

**Action to date:**

      - Market Asset Management (MAM) have now taken over responsibility for the Market and are promoting the Market using various sources; Facebook, web, publications, etc.
      - The Council are working closely with MAM and providing opportunities through One Darlington and other outlets to continue to promote the

existing market offer.

(ii) *Redevelop the Covered Market.*

**Action to date:**

- Since taking over responsibility for the Market, MAM have been working with the Architects and Quantity Surveyors on looking at the redevelopment of the Covered Market. Proposals will be forthcoming in the near future.

(iii) *Improve the Outdoor Market with a view to more frequent markets and a review of locations.*

**Action to date:**

- MAM are working with existing and new traders to expand the current Outdoor Market offer.
- MAM are looking to increase the frequency of the Outdoor Market.
- The offer now includes street food vendors on a Wednesday afternoon.

(iv) *Provide specialist markets and market events during the year.*

**Action to date:**

- The first Food Festival was held this year over the bank holiday weekend 25-28 May. The event proved extremely successful and was popular with both visitors, traders and the town centre businesses.
- Other specialist markets are planned for the summer and also at Christmas time with the Lights Switch-on.
- MAM are working with a number of providers with a view to providing a regular monthly specialist market within the town.

(v) *Deliver a covered market that includes a wider range of products with longer opening hours with a view to exploiting the night time economy.*

**Action to date:**

- As part of the development of the Market Hall, MAM looking at extending the opening hours and also exploiting the night-time economy. Proposals will be forthcoming in the near future.

**(b) Improving attractiveness of the Town Centre**

(i) *Maintaining and improving the physical aspects of the town centre including the public realm and private property.*

**Action to date:**

- The water feature on High Row has been restored and is now operating through the summer months.
- A new Team Leader has been employed within Street Scene to focus specifically on the Town Centre, ensuring that the public realm is clean, tidy and presentable.



- The Council is working in partnership with town centre businesses, Darlington Cares, Friends Groups, and have entered Northumbria in Bloom City Centre Competition this year.
  - As part of the above there will be a significant increase in floral displays throughout the town centre during the summer months.
- (ii) *Animate the town centre with events and activities that deliver “let’s go to Darlington there is always something to see and do” feel within the Council’s overall approach to tourism and culture.*
- Action to date:**
- The Council has invested further funds in providing events and activities within the town centre, expanding on the existing programme. There is a range of activities taking place most weekends throughout the summer months.
  - #LoveDarlo events brochure has been produced and circulated, which details all the events taking place.
  - The Council is working in partnership with MAM on delivering a range of specialist markets, which will also include events and activities.
- (iii) *Market and promote the town centre locally and within tourism outlets to raise awareness of what is available.*
- Action to date:**
- #LoveDarlo Events 2018 brochure produced.
  - #LoveDarlo Facebook and Twitter pages set up on behalf of businesses in the town centre. On Facebook there have been 2178 likes and it has reached over 400,000 people.
  - A group of town centre businesses including House of Fraser, Cornmill, Queen Street, Arriva, The Keys, Hole in the Wall, Marks and Spencer, Darlington Building Society, Vue Cinema, Feethams Complex, Mecure Kings Head Darlington, Market Asset Management, TGI Media, DBC Communications are now meeting regularly with Mike Crawshaw and Marion Ogle, developing marketing and awareness campaigns for the town centre.
  - A campaign to support the town centre has been developed including actions such as Back Your Town Centre campaign, positive promotions with regard to events, parking and other activities taking place, positive stories through press release, social media, leaflets in shops, as well as a range of other actions.
- (iv) *Work to reduce vacant properties and to improve the offer by attracting new businesses or by changing use. Work to retain current business.*
- Action to date:**
- Work to reduce vacant properties is ongoing with the Council reviewing potential business redevelopment opportunities.
  - Council are currently offering business rate relief for small businesses to open up in premises within the town centre and within the last four months ten businesses have been set up.

- (v) *Creating a DBC town centre staff resource to co-ordinate and deliver elements of the strategy.*

**Action to date:**

- The Council has now re-designated Marion Ogle as the Town Centre Partnership & Events Manager.
- A new post of Town Centre Partnership Officer is shortly to be recruited to.
- As part of Street Scene a new Team Leader has been employed in the town centre to focus specifically on the overall cleanliness, appearance and maintenance of the town centre.

- (vi) *Improve attractiveness of the two major routes to the Town Centre from the Railway Station, Parkgate and Victoria Road.*

**Action to date:**

- Later this year/early next year a feasibility study will be carried out on Parkgate to look at what improvements can be carried out to enhance the streetscape. Subject to the outcome of that feasibility study, work will then take place in 2020.
- Work is ongoing with partners with regard to potential improvements for Bank Top Railway Station.
- Work has been carried out on Parkgate improving footpaths and the Hippodrome has recently reopened, improving the overall appearance of the area.

### **(c) Removing Barriers**

- (i) *Work with partners to reduce fear of crime and anti-social behaviour.*

**Action to date:**

- The new Community Safety Unit has just been set up and is finalising recruitment and training with a view to being launched in September this year.
- Work continues with partners to address fear of crime and anti-social behaviour within the town centre, and a number of interventions have taken place.
- A further report is included for Cabinet to consider, going out to consultation, to introduce a Public Space Protection Order (PSPO) for the town centre. Subject to the outcome of that report and consultation later this year, a PSPO will be put in place for the town centre.
- The Council have recently appointed a private sector partner to enforce litter and dog fouling across the Borough with a particular focus in the town centre. It is anticipated that this contract will start in September this year.

- (ii) *Improve signage and way finding so people know where things are and how to get there.*

**Action to date:**

- A review using a specialist in the field of wayfinding is currently underway with a view to providing new signage and fixed maps

throughout the town centre later this year.

- (iii) *Review ease of town centre car parking for short term collections and the overall parking policy for the Town Centre.*

**Action to date:**

- Cabinet considered a report in June to provide 2 hours free parking in the car parks outside of the ring road. As well as £2 all day in East Street car park. This was approved and came into place on Monday 9 July 2018.

- (iv) *Review and develop how we can best work together to promote the town collectively – how do we do this post Business Improvement District (BID).*

**Action to date:**

- The group that has been set up in the town centre, which includes House of Fraser, Cornmill, Queen Street, Arriva, The Keys, Hole in the Wall, Marks and Spencer, Darlington Building Society, Vue Cinema, Feethams Complex, Mecure Kings Head Darlington, Market Asset Management, TGI Media, DBC Communications, Mike Crawshaw and Marion Ogle is currently working with Council officers on promoting the town centre.

12. In a short space of time, a significant amount of work has taken place on delivering the Town Centre Footfall Strategy. There is still however a great deal to do and officers working closely with town centre businesses and other partners will continue to develop and deliver the strategy.

## Performance

13. A number of key performance indicators are identified in the original strategy to monitor throughout the year. Below are the key performance indicators that are currently available:

(a) **Footfall**

Across the town centre there are 10 footfall counters located at various sites, which when an individual passes that counter, they are recorded on the system. No counters are located in the Feethams development area therefore anyone passing there and not entering the town would not be recorded.

Footfall within the town centre from January through to early June is 6% down on the same period for the previous year. It needs to be noted that the weather this year in January through to Easter was particularly poor, which would have an impact on attendances within the town centre. Nationally, most town centres are experiencing a reduction in footfall.

Whilst footfall is clearly down this year on the previous year, an example of where the strategy is working with regard to markets and events is the recent Food Festival over the May Bank Holiday Weekend. From the Friday through until the Monday, footfall within the town centre was 8% up on the same

weekend in the previous year.

**(b) DBC Car Parks**

For the period of January to the end of May for all DBC car parks and on-street parking, the tickets sold against the same period last year is up by 7%.

**(c) Retail Units**

The occupancy of retail units within the town centre is as follows:

- (i) Shops – 87%
- (ii) Pubs -80%
- (iii) Cafes – 75%
- (iv) Restaurants – 92%
- (v) Overall occupancy – 86%

These figures are taken from the Council's Business Rates Records

**(d) Darlington Town Centre Crime and Disorder**

The table below shows a comparison of crime and anti-social behaviour April to May this year against last.

<b>Offence</b>	<b>Number for 2017</b>	<b>Number for 2018</b>	<b>Increase/ Decrease</b>
Robbery (theft with violence)	4	2	50% decrease
Burglary (from all premises)	8	9	13% increase
Shoplifting	76	79	4% increase
Violence with Injury	35	34	3% decrease
Vehicle Crime	3	2	33% decrease
Total Crime	310	332	7% increase
All Anti-Social Behaviour	58	106	83% increase
Alcohol related ASB	25	29	16% increase
Youth related ASB	21	52	148% increase

Generally crime and anti-social behaviour is up on the previous year, however the Council is working closely with the Police and other partners and the new Community Safety Unit within the Council will be fully operational from September this year.

**CABINET**  
**10 JULY 2018**

ITEM NO. ....

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## REGULATION OF INVESTIGATORY POWERS

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**Responsible Cabinet Member - Councillor Stephen Harker**  
**Efficiency and Resources Portfolio**

**Responsible Director - Paul Wildsmith**  
**Managing Director**

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### SUMMARY REPORT

#### Purpose of the Report

1. The purpose of this report is to inform and update Members about issues relevant to the use of the Regulation of Investigatory Powers Act 2000 and developments that have taken place since the last report to Cabinet in January 2018.

#### Summary

2. The Regulation of Investigatory Powers Act 2000 (RIPA) enables local authorities to carry out certain types of surveillance activity, as long as specified procedures are followed. The information obtained as a result of surveillance operations can be relied upon in court proceedings providing RIPA is complied with.
3. This report gives details of RIPA directed surveillance applications and communications data applications that have been authorised since the last report to Cabinet.
4. As a result of recent changes to the Council's senior management, the RIPA Policy has been reviewed and where necessary amended or updated. A copy of this document is attached at **Appendix 1**.

#### Recommendation

5. It is recommended that Members:-
  - (a) Note the developments that have taken place since January 2018.
  - (b) Approve the RIPA Policy attached at Appendix 1.
  - (c) Receive further reports on the use of RIPA and associated issues.

## Reasons

6. The recommendations are supported by the following reasons :-
- (a) In order to ensure that the Council complies with the legal obligations under RIPA and national guidance.
  - (b) To update the RIPA policy and procedures to reflect the new management structure.
  - (c) To help in giving transparency about the use of RIPA in this Council.

**Paul Wildsmith**  
**Managing Director**

## Background Papers

Home Office Code of Practice for Covert Surveillance and Property Interference

Amy Wennington : Extension 5466

S17 Crime and Disorder	The appropriate use of and oversight of RIPA powers will enable the Council to provide evidence to support appropriate prosecutions and tackle crime.
Health and Well Being	There are no specific implications for Health and Well Being
Carbon Impact	There are no issues which this report needs to address
Diversity	The policy treats all groups equally.
Wards Affected	All wards
Groups Affected	All groups equally
Budget and Policy Framework	This does not represent a change to the Council's budget and policy framework.
Key Decision	This is not a key decision
Urgent Decision	This is not an urgent decision
One Darlington: Perfectly Placed	The appropriate use of powers is a legislative requirement.
Efficiency	Clarity about the lawful use of RIPA will help in the efficient use of the powers.
Impact on Looked After Children and Care Leavers	The report does not impact on Looked After Children or Care Leavers

## MAIN REPORT

### Information and Analysis

#### Public Consultation on RIPA Codes of Practice

7. In the last Cabinet Report reference was made to the fact that a public consultation had been launched in relation to 3 new draft Codes of Practice: the Covert Surveillance and Property Interference Code, the Covert Human Intelligence Sources Code, and the Protection of Electronic Equipment Code. That consultation has since closed but the new codes are yet to be published. The Government is currently still considering the responses it received. Once the new codes are published, Cabinet will be updated accordingly.

#### Roles and responsibilities

8. The current version of the RIPA Policy was approved by Cabinet on 10 January 2017. It included details of four officers who were designated as Authorising Officers for RIPA applications. These four officers were:
  - (a) The Assistant Director Community Services;
  - (b) The Assistant Director Regulatory Services;
  - (c) The Assistant Director Housing and Building Services; and
  - (d) The Director of Neighbourhood Services and Resources
9. As the job titles of both Director of Neighbourhood Services and Resources and Chief Executive have ceased to exist, the Policy has been updated to reflect the new role of Managing Director. All references to the Chief Executive and all references to the Director of Neighbourhood Services and Resources within the Policy have therefore been amended to read Managing Director.
10. The Assistant Director Regulatory Services is a role that no longer exists in the management structure. This Authorising Officer has therefore been deleted from the list. There are therefore only three Authorising Officers now listed in the Policy, namely:
  - (a) The Assistant Director Community Services;
  - (b) The Assistant Director Housing and Building Services; and
  - (c) The Managing Director
11. Due to the low levels of applications for authorisations in recent times, as can be noted below, it is not foreseen that the small number of Authorising Officers now listed in the Policy will cause an issue.

#### Bi-Annual Report – Directed Surveillance

12. There have been no authorisations granted since the last Cabinet Report.

## Communications Data - Update

13. There have been no authorisations granted since the last Cabinet Report.



**REGULATION OF INVESTIGATORY POWERS****DARLINGTON BOROUGH COUNCIL RIPA POLICY**

REVIEWED BY CABINET ON: 10 July 2018

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**THE REGULATION OF INVESTIGATORY POWERS ACT 2000****Policy Statement**

1. Darlington Borough Council will apply the principles of the Regulation of Investigatory Powers Act 2000 (RIPA) to all activities where covert surveillance or covert human intelligence sources are used. In doing so the Council will also take into account their duties under other legislation, in particular the Human Rights Act 1998 and Data Protection Act 1998, and its common law obligations.

**Overview of the Act**

2. The Act came into force on the 24th September 2000, and aims to balance, in accordance with the European Convention of Human Rights, the right of individuals with the need for law enforcement and security agencies to have powers to perform their roles effectively. The Act and amending legislation allows local authorities to collect evidence of criminal activity lawfully where the investigation requires covert surveillance even where that may lead to them obtaining private information about individuals.

## **Purpose of the Act**

3. RIPA provides a statutory basis for local authorities to authorise the use of directed surveillance and covert human intelligence sources (undercover officers, agents, informants) and accessing communications data. (Darlington Borough Council has a separate Policy in respect of accessing communications data).
4. The Human Rights Act 1998 requires that all actions which may potentially breach an individual's human rights are:-
  - (a) proportionate
  - (b) necessary
  - (c) non-discriminatory
  - (d) lawful
5. RIPA provides lawful authority to carry out certain types of surveillance, the carrying out of which could potentially breach an individual's human rights, provided that specified procedures are followed.
6. Failure to comply with RIPA does not mean that an authority's actions in relation to surveillance will be unlawful however it does mean that evidence obtained from surveillance could be inadmissible in court proceedings and jeopardise a successful outcome. Such action could also be open to challenge as a breach of the Human Rights Act and a successful claim for damages could be made against the Council.

## **Definitions**

### Private Information

7. "Should be taken generally to include any aspect of a person's private or personal relationship with others, including family and professional or business relationships" Covert Surveillance and Property Interference Revised Code of Practice 2014 page 12.

### Confidential Information

8. Confidential information consists of matters subject to legal privilege, confidential journalistic material, constituent information and confidential personal information which is held in confidence about the physical or mental health or spiritual counselling of a person [whether living or dead] who can be identified from it. Where it is believed that knowledge of confidential information is likely to be acquired, authorisation can only come from the Managing Director or, in their absence, the Director of Children and Adults Services would deputise for them. Further information on confidential information is contained in Chapter 4 of the Revised Code of Practice 2014.

## Surveillance

9. Monitoring, observing or listening to persons, their movements, conversations or other activities and communications.
10. Recording anything monitored, observed or listened to in the course of surveillance.
11. Surveillance by or with the assistance of a surveillance device.

## Covert Surveillance

12. Surveillance carried out in a manner which is calculated to ensure that any persons who are subject to the surveillance are unaware that it is or may be taking place.

## Intrusive Surveillance

13. (Local Authorities have no power to grant authorisations for intrusive surveillance but it is included here to alert Officers to be aware of inadvertently breaching this rule)
14. Intrusive Surveillance is covered by Section 26(3) of RIPA. Surveillance is intrusive for the purposes of RIPA if, and only if, it is covert surveillance that (a) is carried out in relation to anything taking place on any residential premises or in any private vehicle; And (b) involves the presence of an individual on the premises or in the vehicle or is carried out by means of a surveillance device.

## Residential Premises

15. "Any premises as is for the time being occupied or used by any person, however temporarily, for residential purposes or otherwise as living accommodation" Revised Code of Practice 2014 page 16
16. The definition does not include communal areas, front gardens or driveways readily visible to the public.

## Private Vehicles

17. "Used primarily for the private purposes of the person who owns it or a person otherwise having the right to use it" (The Revised Code of Practice 2014). For example, a company car.

## Directed surveillance

18. Surveillance is "directed" if it is covert, but not intrusive, and is undertaken:-
  - (a) for the purposes of a specific investigation or operation;

- (b) in such a manner as is likely to result in the obtaining of private information about a person (whether or not one specifically identified for the purposes of the investigation).
19. Surveillance will not be directed, and therefore will not require authorisation, if it is done by way of an immediate response to events or circumstances the nature of which is such that it would not be reasonably practicable for an authorisation to be sought for carrying out the surveillance.
  20. The Revised Code of Practice 2014 in relation to Directed Surveillance can be found at [www.gov.uk/government/collections/ripa-codes](http://www.gov.uk/government/collections/ripa-codes)

#### Covert Human Intelligence Source

21. A person is identified as a CHIS if he establishes or maintains a personal or other relationship with a person for the covert purpose of facilitating the doing of anything falling within the following two categories:-
  - (a) he covertly uses such a relationship to obtain information or to provide access to any information to another person: or,
  - (b) he covertly discloses information obtained by the use of such a relationship or as a consequence of the existence of such a relationship.
22. It is possible that persons undertaking test purchases may fall into this category especially if they enter into a prolonged conversation with retail staff. If the purchaser simply enters a shop and purchases an item with the minimum of conversation it is arguable that they are not acting as a CHIS. Such an operation may still require an authorisation for directed surveillance.
23. In cases where members of the public contact Council Departments to provide information, consideration will need to be given about whether this person could be a CHIS. The provision of unsolicited historic information (for instance via a fraud hotline) would not be regarded as coming from a CHIS. However if ongoing contact was maintained with an individual who continued to pass information on, consideration must be given about how the information has been obtained (for instance by establishing or maintaining a relationship) and whether the individual should be considered a potential CHIS
24. The Code of Practice relating to Covert Human Intelligence Sources can be found at [www.gov.uk/government/collections/ripa-codes](http://www.gov.uk/government/collections/ripa-codes)

#### Revised Code of Practice 2014

25. The Home Office have produced a Code of Practice for Covert Surveillance and Property Interference, this has been revised recently and this Policy has been updated in accordance with the Revised Code. The Revised Code of Practice 2014 provides guidance on the use by public authorities to authorise covert surveillance that is likely to result in obtaining private information about a person. A copy of the Revised Code of Practice 2014 can be found at

www.gov.uk/government/collections/ripa-codes or alternatively contact the Assistant Director, Law and Governance.

### **Does RIPA apply?**

26. Before any authorisation takes place officers must consider whether the surveillance falls under RIPA. Consideration needs to be given to the changes introduced by the Protection of Freedoms Act 2012 ( see paragraph 31 below) and also to circumstances when guidance suggest that RIPA does not apply
27. The Revised Code of Practice 2014 at pages 18-25 outlines those circumstances when a RIPA authorisation is not required or not appropriate.
28. Examples include the following:
  - (a) The use of CCTV cameras and ANPR systems by public authorities do not usually require RIPA authorisation as they are generally carrying out overt rather than covert surveillance i.e. when they are in public places and are appropriately signed. If this is not the case then authorisation will be required.
  - (b) If surveillance takes place as an immediate response to events, authorisation will not be required even if the surveillance would generally fall into one of the categories of surveillance covered by RIPA.

#### **Example 1**

- (i) A CCTV operator observes a crime taking place on his monitor. He would not (unless he was observing a particular property or person as part of a planned surveillance operation) require authorisation to follow the perpetrator with the CCTV camera as he would be acting by way of an immediate response to events.

#### **Example 2**

- (ii) An officer coincidentally witnesses a private hire vehicle being flagged down by pedestrians. If the officer then observed the driver to investigate whether he would allow the passengers to embark he would be acting by way of an immediate response to events.

29. If the type of surveillance being considered does not fall under RIPA, it cannot be authorised. The Council will therefore not be afforded the legal protection that RIPA provides. For this reason, such operations should not be undertaken without the advice of Legal Officers. Please refer to paragraphs 97 to 100 at page 16 of this Policy.
30. Even if RIPA does not apply, use of surveillance will still have to be in accordance with the Human Rights Act 1998 and will therefore need to be:
  - (a) Proportionate
  - (b) Necessary
  - (c) Non-discriminatory

(d) Lawful.

### Restrictions on the use of RIPA

31. The Protection of Freedoms Act 2012 (in particular a statutory instrument made under the Act) restricts the use of RIPA to conduct that would constitute a criminal offence which is punishable by a maximum custodial sentence of 6 months or more. This effectively restricts the use of RIPA to circumstances when the conduct is considered to be serious criminal conduct, by reference to sentencing powers.
32. There are some limited exceptions to the 6 month rule, set out in statutory instrument. These are:
  - a. The sale of alcohol to children (S.146 of the Licensing Act 2003)
  - b. Allowing the sale of alcohol to children (S.147 of the Licensing Act 2003)
  - c. Persistently selling alcohol to children (S.147A of the Licensing Act 2003)
  - d. The sale of tobacco to persons under 18 years of age (S.7 Children and Young Persons Act 1933)
33. If RIPA does apply then the investigation will only be lawful if the authorisation procedures set out below are followed.

### Authorisation Procedures

34. Each covert surveillance operation involving directed surveillance and covert human intelligence sources must be authorised internally in writing, using the standard forms provided. In addition to the internal authorisation process an application must also be externally approved by a Magistrate. **No investigation can commence until it has been both internally authorised and externally approved by the Court.**

### Written Authorisations

35. The application forms are available from the intranet (the forms portal). Each application will have a Unique Reference Number (URN). The URN is obtained from Legal Services, which holds the centrally retrievable recording system of all RIPA authorisations. This URN will be recorded onto the application for all of the forms completed in respect of a particular authorisation for identification and retrieval purposes.
36. The application will be made in writing (or can be typed) by completing the application form and forwarding this to the relevant authorising officer. Authorising officers are those officers listed on page 15. Authorising officers can only authorise the use of RIPA if they have completed the SRO approved mandatory training and attended the mandatory training updates. Authorisations, unlike applications, should be handwritten and not typed. This is

best practice as, in a typed form, an authorising officer is open to the assertion that they received the authorisation form already completed and merely signed it or that it had been changed retrospectively.

37. Guidance and support in completing the application and authorisation process can be obtained from Legal Services.
38. Immediately after internal authorisation is granted an electronic copy of the form must be sent to the Assistant Director, Law and Governance with the original (with wet signatures) being sent in a confidential envelope via the internal post. This will be retained on the central record. A copy must also be retained by the applicant on the department file.
39. The application for judicial approval by a Magistrate will be made by Legal Services on receipt of the completed internal authorisation.
40. For urgent applications Legal Services should be contacted at the earliest opportunity in order to make urgent arrangements to see a Magistrate. The application form and internal authorisation will still be needed but the time in which to get judicial approval should be reduced.

#### Time Limits

41. Authorisations only remain valid for specific periods and will require either renewal or cancellation if these periods are to be either increased or reduced. Written authorisations for directed surveillance last for a fixed duration of 3 months and for CHIS they last for a fixed duration of 12 months (or one month in the case of a juvenile CHIS) from the date of the Magistrate's approval.
42. Authorisations MUST be cancelled if the conditions are no longer met. Authorisations do not expire when the conditions are no longer met and therefore cancellations are to be made at the earliest opportunity. Authorisations must also be cancelled when the fixed duration comes to an end (and renewal is not requested) as authorisations cannot simply expire.

#### Reviews

43. Reviews of Authorisations should take place every four weeks or sooner if the risk of obtaining private information or of collateral intrusion is high and in accordance with the circumstances of the case.
44. A Review will take place by an applicant completing a Review Form which is located on the forms portal of the intranet before the date for review and forward the form to the Authorising Officer for consideration.
45. A copy of the review form should be forwarded electronically [immediately after the review is completed] to the Assistant Director, Law and Governance for inclusion onto the central file. The original form (wet signature) must also be forwarded to the Assistant Director, Law and Governance in the internal post. A copy of the review form should also be kept on the departmental file

## Renewals

46. If your authorisation time period is about to end, it will be necessary to complete a renewal form and forward this to the relevant authorising officer who will then consider whether the grounds for authorisation still exist. An application for judicial approval by a Magistrate of the internal renewal decision will also be needed. The time in which to get judicial approval will need to be factored in when seeking to get an extension of authorisation. If in the meanwhile the original approval has lapsed no further surveillance should be carried out
47. The copies of the renewal forms must be forwarded electronically [immediately after authorisation is granted] to the Assistant Director, Law and Governance for retention in the central record and the original retained for the Department's file. A copy of the renewal form should be forwarded electronically [immediately after completion] to the Assistant Director, Law and Governance for inclusion onto the central file. The original form (wet signature) must also be forwarded to the Assistant Director, Law and Governance in the internal post. A copy of the renewal form should also be kept on the departmental file
48. Subject to internal authorisation and judicial approval, the surveillance can be extended for a further 3 months and a CHIS can be extended for a further 12 months, starting on the date of the day the old authorisation ended.

## Cancellations

49. If the conditions for surveillance being carried out are no longer satisfied, and the authorisation period has not ended, a cancellation form must be completed and all those involved in the surveillance should receive notification of the cancellation, which must be confirmed in writing at the earliest opportunity.
50. Copies of all completed cancellation forms must be forwarded electronically [immediately after cancellation] to the Assistant Director, Law and Governance for retention in the central record within 48 hours from the time of signing the cancellation form. The original (with wet signatures) should be sent to Legal Services in the internal post for the central record. A copy must also be retained by the applicant on the department file.
51. Authorisations must also be cancelled when the fixed duration expires (if renewal is not requested) as authorisations do not expire despite the fixed duration coming to an end.

## **Records**

52. The Centrally Retrievable record of authorisations, renewals and cancellations is held in a locked cabinet in Legal Services and overseen by the Assistant Director, Law and Governance. The record for each RIPA application contains the following information:-
  - (a) the URN of the investigation or operation
  - (b) the title of the investigation or operation



- (c) the type of authorisation
  - (d) the date the authorisation was given
  - (e) name and rank and grade of the authorising officer
  - (f) The application for judicial approval and order made
  - (g) if the authorisation has been renewed, when it was renewed and who authorised the renewal
  - (h) whether the investigation or operation is likely to result in obtaining confidential information
  - (i) whether the authorisation was granted by an individual directly involved in the investigation
  - (j) the date the authorisation was cancelled
53. To ensure that the Central Retrievable record is up to date, and to allow proper central oversight, it is important that all applications approved and any subsequent renewals, extensions or cancellations are sent electronically to the Assistant Director, Law and Governance as soon as those decisions are made. Hard copy original application, extension and cancellation forms (i.e. with wet signatures) must also be forwarded to the Assistant Director, Law and Governance in the internal post. All documents sent by internal post must be marked confidential.
54. The documents in the Central Retrievable record are kept until such time as they have been made available for an OSC inspection and, in any event, for a period of at least three years from the date of the end of the authorisation.
55. All original and copy documents shall be destroyed after a period of three years from the date the authorisation comes to an end. Regular reviews should take place to ensure that retention and destruction take place appropriately.
56. Departments should also keep copies of all application forms (whether the application is granted or not), including renewal and cancellation forms on an accessible record. All records should be kept in a secure place, preferably a locked cabinet or drawer with limited key holders. All authorisations, renewals, cancellations and records of reviews shall be retained for a period of three years commencing on the date the authorisation comes to an end.
57. In relation to the use of covert human intelligence sources additional records must be maintained (see page 12)

### **Monitoring and Review**

58. Officers who made applications for Authorisations and Authorising Officer should monitor any Authorisation and keep them under review. Consideration should also be given by applicant officers and authorising officers as to whether Authorisations should be cancelled or renewed. Decisions should be recorded in addition to the reasons for those decisions.
59. In addition to the above review mechanism the Senior Responsible Officer (SRO) or his designated officer will review the authorisations held on the central file on a quarterly basis to ensure that the Act is being used consistently with

the policy and the policy remains fit for purpose and that authorisation forms are being correctly completed.

60. The Managing Director is appointed by the Council as the SRO for the purpose of RIPA within the Council. The SRO is responsible for:-
  - (a) the integrity of the process in place within the Council to authorise directed surveillance and the use of CHIS
  - (b) Compliance with RIPA and its Codes.
  - (c) Engagement with the Commissioners and Inspectors when conducting their inspections.
  - (d) Where necessary overseeing the implementation of any post-inspection action plans recommended or approved by a Commissioner.
  - (e) Ensuring that all authorising officers are of an appropriate standard
61. The Assistant Director, Law and Governance is the Co-Ordinating Officer for RIPA. They are responsible for record-keeping; oversight of the applications, authorisations, reviews, renewals and cancellations; organising training; and raising RIPA awareness within the Council.
62. Elected members will review the RIPA policy annually and will consider internal reports on the use of RIPA quarterly. These reports will be completed by the Senior Responsible Officer (SRO) or his designated officer and update members about RIPA usage (or non-usage if there has been no covert surveillance undertaken in a particular quarter of a year), compliance reviews (para 58) and other matters of general relevance concerning RIPA including proposals for legislative change and guidance updates.
63. Elected members should not be involved in making decisions on specific authorisations.
64. The Office of the Surveillance Commissioner has set up an Inspectorate to monitor the various authorities' compliance with the Act. For local authorities the first point of contact for the Inspectors will be the Assistant Director, Law and Governance, however potentially any of the Councils' employees and records could be subject to inspection

## **Granting Authorisations - Guidance for Authorising Officers**

65. Where an application for authorisation is received, it should only be approved where the authorising officer believes the surveillance :-
- (a) Relates to criminal conduct, and is
  - (b) necessary
  - (c) Proportionate to what it aims to do
  - (d) Non-discriminatory.
66. The authorisation forms contain various sections for completion and, when completed fully, they address all considerations to be taken into account when deciding whether an authorisation can be granted or not. Use the notes below to assist you when applying for authorisations or when asked to authorise applications. Only if all these conditions are satisfied should an application for authorisation be granted.
67. The authorisation form must always be completed and copied. The copy will be held on a file within the Department. Authorising Officers should also retain their own separate copy. Immediately after an authorisation is granted the form should be forwarded electronically to the Assistant Director, Law and Governance with the original form (with wet signatures) sent in the internal post to the Assistant Director, Law and Governance for retention on the central file.

### **Criminal Conduct**

68. The use of RIPA is limited to circumstances when the conduct being investigated is criminal conduct of a certain level of seriousness. Subject to the exceptions set out in the paragraph below, the conduct being investigated must constitute a criminal offence that is punishable by a maximum custodial sentence of 6 months or more.
69. There are some limited exceptions to the 6 month rule. These are:
- a. The sale of alcohol to children (S.146 of the Licensing Act 2003)
  - b. Allowing the sale of alcohol to children (S.147 of the Licensing Act 2003)
  - c. Persistently selling alcohol to children (S.147A of the Licensing Act 2003)
  - d. The sale of tobacco to persons under 18 years of age (S.7 Children and Young Persons Act 1933)

### **Necessity**

70. Local authorities are only permitted to obtain such data where it is necessary for the purpose of preventing or detecting crime or of preventing disorder:-

When completing the application form the applicant should set out:

- (a) The nature of the enquiry or investigation.

- (b) What offences are being investigated?
- (c) When was the complaint received/investigation started?
- (d) Where relevant, outline the intelligence case indicating how the intended surveillance will further the enquiry. This should indicate what steps have already been taken in the investigation to identify any suspects and the evidential value to the investigation of obtaining the information (in other words what will it give you?).
- (e) Where relevant, give the exact date/time/place of the incident under investigation.
- (f) Date of the offence being investigated for which the information is required (or period if relevant). This will demonstrate how collateral intrusion is being minimised by focusing on the offence or search for supporting evidence.
- (g) In long-term or complex investigations it may be appropriate to have an opening paragraph in this section that briefly sets the scene and background which then leads into the specific applicants investigative requirements (in other words; what do you actually want on this occasion).
- (h) In the case of applications for directed surveillance authorisations, both the applicant and the authorising officer MUST explain why covert surveillance is a necessary activity for the investigation.

## **Proportionality**

- 71. The applicant and authorising officer must also believe that the obtaining of the data is proportionate to what is sought to be achieved by ensuring that the conduct is no more than is required in the circumstances. There must be evidence that consideration has been given by both the applicant and the authorising officer to the issue of proportionality on the written authorisation or the retrospective record of an oral authorisation.
- 72. *“This involves balancing the seriousness of the intrusion into the privacy of the subject of the operation (or any other person who may be affected) against the need for the activity in investigative and operational terms”.*
- 73. *“The following elements of proportionality should therefore be considered:-*
  - (a) Balancing the size and scope of the proposed activity against the gravity and extent of the perceived crime or offence
  - (b) Explaining how and why the methods to be adopted will cause the least possible intrusion on the subject and others
  - (c) Considering whether the activity is an appropriate use of the legislation and a reasonable way, having considered all reasonable alternatives, of obtaining the necessary result
  - (d) Evidencing, as far as reasonably practicable, what other methods had been considered and why they were not implemented”  
(Revised Code of Practice 2014 paras. 3.3-3.6)

## **Equipment**

- 74. Each department shall keep a record of equipment held and to be used for the purposes of RIPA. A copy of the list of equipment should be forwarded to the

Assistant Director, Law and Governance in order for the central record of all equipment held by the Council to be maintained and kept up to date.

75. The equipment is to be held by the individual departments should be accessible by other departments within the Council in order to carry out the functions under RIPA. Appropriate training must be given to the individual installing and using the equipment to ensure that the equipment is correctly installed and that data recorded is fit for purpose and meets the objectives of the investigation.
76. The impact on necessity and/or proportionality will be directed related to the type of equipment used. Any equipment used must be fit for purpose in meeting the objectives of the investigation. It is therefore important for the authorising officer to be informed of what equipment is being used and its capabilities [i.e. range, how its turned on manually or remotely] on the application form so that due consideration can be given when considering whether or not to grant the authorisation. The authorising officer will also need to give consideration and advise how images will be managed, for example images will not be disclosed without first speaking with the data controller to ensure compliance with the appropriate data protection requirements under the Data Protection Act 1998 and any relevant codes of practice produced by the Council.
77. When equipment has been installed a check should be undertaken at least every 48 hours if not daily in order to ensure it remains operational.
78. The Criminal Procedures Investigations Act 1996 Codes of Practice makes provision for the storage and retention of the product of the surveillance. Retention of the investigation data [i.e. images] is to be kept by the relevant department and in accordance with the Codes of Practice and any relevant policy of that Department.

### **Covert Human Intelligence Sources (CHIS)**

79. If a CHIS is to be used, there are detailed requirements regarding management of their activities. The use of a CHIS who is an adult and not a vulnerable person can authorised by any of the authorising officers. In a case where the proposed CHIS is a juvenile or a vulnerable person, only the Managing Director can grant an authorisation or, in their absence, the Director of Children and Adults Services would deputise for them and can grant the authorisation instead.
80. Because of the particular requirements when using a CHIS you should seek advice from the Assistant Director, Law and Governance when considering the use of a CHIS and before any decisions are made.
81. It is of primary importance when using a CHIS that the Local Authority officers involved comply with the statutory risk assessment requirements specified in section 29 of the Act which are designed for the safety of the individual acting as a CHIS and the protection of the Human Rights of those who may be directly or indirectly involved in the operation. The CHIS must be made aware of any potential risks associated with the role of CHIS.

82. The Code of Practice relating to Covert Human Intelligence Sources can be found at [www.gov.uk/government/collections/ripa-codes](http://www.gov.uk/government/collections/ripa-codes) and provides:-
- (a) There will at all times be an officer who has day to day responsibility for dealing with the source and the sources safety and welfare.
  - (b) Another officer will have general oversight of the use made of the source.
  - (c) An officer will have responsibility for maintaining a record of the use made of the source.
  - (d) The records must contain all matters specified by the Secretary of State.
  - (e) Records which disclose the identity of the source are not available to persons other than those who need access to them.
83. There are special provisions relating to the use of juveniles as a CHIS
- (a) A CHIS under the age of 16 years old should never be authorised to give information against his parents or anyone with parental responsibility for him.
  - (b) The local authority must ensure that an appropriate adult is present at meetings with the CHIS
  - (c) Use of a CHIS under the age of eighteen must not be authorised granted or renewed in unless the Local Authority has carried out or updated a risk assessment sufficient to demonstrate that the any risk has been identified and evaluated; that the risk is justified, that the risks have been properly explained and understood by the potential CHIS
  - (d) Only the Managing Director or, in their absence, the Director of Children and Adults Services who would deputise for them, can authorise the use of a juvenile CHIS.
84. A Vulnerable individual is a person who is or may be in need of community care services by reason of mental or other disability, age or illness and who is or may be unable to take care of himself, or unable to protect himself against significant harm or exploitation. Such a person should only be used as a CHIS in the most exceptional circumstances and only the Managing Director may authorise use of a vulnerable adult as a CHIS or, in the absence of the Managing Director, only the Director of Children and Adults Services when deputising for them can grant the authorisation instead.
85. The Code of Practice details the records which must be kept when using a CHIS. Originals must be hand delivered to the Litigation Team, Legal Services.
86. Each department or section shall nominate an officer who will have responsibility for ensuring that such records are kept and retained and the

Assistant Director, Law and Governance informed of the identity of the designated officer.

87. It should be noted that the Code of Practice states that an officer must not grant authorisation for use of a CHIS unless he believes that there are arrangements in place for ensuring that there is at all times a person with the responsibility for maintaining a record made of the use of the source.
88. Procedures/codes of conduct etc., developed by individual Departments in respect of their operations, which involve the use of a CHIS, must incorporate the requirements of this Policy.

### **Social Networking Sites and Internet Sites**

89. Although social networking and internet sites are easily accessible, if they are going to be used during the course of an investigation, consideration must be given about whether RIPA authorisation should be obtained.
90. Care must be taken to understand how the social media site being used works. Officers must not be tempted to assume that one service provider is the same as another or that the services provided by a single provider are the same.
91. Whilst it is the responsibility of an individual to set privacy settings to protect against unsolicited access to their private information on a social networking site, and even though the data may be deemed published and no longer under the control of the author, it is unwise to regard it as 'open source' or publicly available; the author has a reasonable expectation of privacy if access controls are applied. Where privacy settings are available but not applied the data may be considered open source and an authorisation is not usually required.
92. If it is necessary and proportionate for the Council to covertly breach access controls, the minimum requirement is an authorisation for directed surveillance. An authorisation for the use and conduct of a CHIS is necessary if a relationship is established or maintained by the officer (i.e. the activity is more than mere reading of the site's content). This could occur if an officer covertly asks to become a 'friend' of someone on a social networking site.
93. CHIS authorisation is only required when using an internet trading organisation such as E-Bay or Amazon Marketplace in circumstances when a covert relationship is likely to be formed. The use of disguised purchaser details in a simple, overt, electronic purchase does not require a CHIS authorisation, because no relationship is usually established at this stage.

### **Lawful Business Practice**

94. The interception of internet and e-mail communications has to be by or with the consent of a person carrying on a business (which includes the activities of local authorities) for purposes relevant to that person's business and using that business's own telecommunication system. Interceptions are authorised for :-

- (a) monitoring or recording communications
  - (b) to establish the existence of facts, to ascertain compliance with regulatory or self-regulatory practices or procedures or to ascertain or demonstrate standards which are or ought to be achieved, (quality control or training);
  - (c) in the interests of national security;
  - (d) to prevent or detect crime;
  - (e) to investigate or detect unauthorised use of telecommunications systems or, to secure or as an inherent part of effective system operation;
  - (f) monitoring received communications to determine whether they are business or personal communications;
  - (g) monitoring communications made to anonymous telephone helplines.
95. Such interceptions are only allowed if the controller of the telecommunications system on which they are affected has made all reasonable efforts to inform potential users that interceptions may be made. This Council's Internet and E-mail Usage policy does inform employees that internet and e-mail usage is monitored. Please note however that the telephone system is not subject to such monitoring therefore these regulations cannot be used as authorisation to intercept telephone calls.
96. Telephone calls may be intercepted with the consent of one of the parties to the call. However, an authorisation for directed surveillance or for the use of a Covert Human Intelligence Source must first be granted.
97. Local Authorities may not intercept communications where neither party has been made aware that the communication is being monitored.

### **Surveillance outside of RIPA**

98. RIPA provides a lawful means of carrying out directed surveillance and using CHIS.
99. There is case law that suggests that RIPA only applies to circumstances when the local authority is carrying out a core function (these are the specific public functions undertaken by the local authority, for instance a regulatory function). This means that if a matter relates to an ordinary function RIPA does not apply. Accordingly any surveillance activity will be undertaken outside of RIPA (but without the statutory protection afforded by RIPA compliance). In such circumstances the activity will only be lawful if it can be shown that the requirements of the Human Rights Act 1998 have been complied with.
100. Under Article 8 of the European Convention on Human Rights an individual has the right to respect for their private and family life. This is a qualified right, which means that in certain circumstances public authorities can interfere with the private and family life of an individual. Such interference must be proportionate, in accordance with law and necessary to protect national security, public safety or the economic wellbeing of the country; to prevent disorder or crime, protect health or morals, or to protect the rights and freedoms of others.



101. This is a highly technical area. Specific legal advice must be obtained from the Assistant Director, Law and Governance if it is considered that surveillance being contemplated relates to an ordinary function and on any occasion when any surveillance in this category is contemplated.

**Darlington Borough Council Designated Authorising Officers:**

Ian Thompson – Assistant Director, Community Services  
Pauline Mitchell – Assistant Director, Housing and Building Services  
Paul Wildsmith – Managing Director

**No officer with direct involvement in an operation should authorise the use of RIPA unless it is unavoidable. If considered to be unavoidable the centrally retrievable record should record that an officer with direct involvement in the operation has authorised the use of RIPA and this authorisation and reasons for it should be highlighted to the commissioner’s inspector.**

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**CABINET**  
**10 JULY 2018**

ITEM NO. ....

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## **XENTRALL SHARED SERVICES ANNUAL REPORT 2017-18**

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**Responsible Cabinet Member - Councillor Stephen Harker**  
**Efficiency and Resources Portfolio**

**Paul Wildsmith, Managing Director**

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### **SUMMARY REPORT**

#### **Purpose of the Report**

1. Xentrall Shared Services, the Stockton and Darlington partnership, was established in May 2008 and has just celebrated its tenth anniversary and the purpose of this report is to present the latest Xentrall Annual Report to Cabinet.

#### **Summary**

2. Xentrall Shared Services, the Stockton and Darlington partnership, was established in May 2008 and has just celebrated its tenth anniversary. The Xentrall services are:
  - (a) ICT (strategy and operations)
  - (b) Transactional HR (payroll, recruitment, sickness absence)
  - (c) Transactional Finance (creditors, debtors, banking, schools finance)
  - (d) Design and Print (professional buyer, in-house design and print)
3. The original business case identified a number of efficiencies and benefits to be delivered resulting in initial savings of £7.4m over the original ten year period. The successful partnership has delivered all of these plus additional efficiencies and benefits and has made almost double the original targeted savings over the same ten year period. At the same time the quality and performance of services have improved, with both customer and staff satisfaction increasing over the same period.
4. This significant achievement for what is a public/public partnership compares very well to other private sector partnerships many of which have failed over the same period. The foresight by both Councils at that time was ambitious,

but both have since enjoyed the financial and service rewards of a successful on-going partnership.

5. In recognition the on-going success of this public/public partnership, Members will recall that in 2015 they agreed to amend the original ten year period into an on-going rolling agreement.

### **Recommendations**

6. It is recommended that Cabinet note the report and acknowledge the success of Xentrall reaching its tenth anniversary and achieving almost double its original savings target of £7.4m.

### **Reasons**

7. The recommendation is supported to allow Members to receive information about the progress of the partnership.

**Paul Wildsmith  
Managing Director**

### **Background Papers**

No background papers were used in the preparation of this report.

Ian Miles: Extension 157012

S17 Crime and Disorder	There are no crime and disorder issues in this report
Health and Well Being	There are no health and wellbeing issues in this report
Carbon Impact	There are no carbon impact implications in this report
Diversity	There are no diversity issues in this report
Wards Affected	The issues in this report apply to all wards
Groups Affected	No particular groups are affected by this report
Budget and Policy Framework	The report does not propose changes to the budget or policy framework
Key Decision	The report does not require a key decision
Urgent Decision	The report does not require an urgent decision
One Darlington: Perfectly Placed	The subject matter of the report supports the Sustainable Community Strategy

Efficiency

The partnership will deliver significant savings for the council and these are built in to the approved medium term financial plan.

## MAIN REPORT

8. Xentrall Shared Services, the Stockton and Darlington partnership, was established in May 2008 and has just celebrated its tenth anniversary. The Xentrall services are:
  - (a) ICT (strategy and operations)
  - (b) Transactional HR (payroll, recruitment, sickness absence)
  - (c) Transactional Finance (creditors, debtors, banking, schools finance)
  - (d) Design and Print (professional buyer, in-house design and print)
9. The original business case identified a number of efficiencies and benefits to be delivered resulting in initial savings of £7.4m over the original ten year period. The successful partnership has delivered all of these plus additional efficiencies and benefits and has made almost double the original targeted savings over the same ten year period. At the same time the quality and performance of services have improved, with both customer and staff satisfaction increasing over the same period.
10. This significant achievement for what is a public/public partnership compares very well to other private sector partnerships many of which have failed over the same period. The foresight by both Councils at that time was ambitious, but both have since enjoyed the financial and service rewards of a successful on-going partnership.
11. In recognition the on-going success of this public/public partnership, Members will recall that in 2015 they agreed to amend the original ten year period into an on-going rolling agreement.
12. In recognition of the significance of the ten year milestone, an event was held for the Xentrall team which reflected on the pre-Xentrall partnership preparations and decisions that took place in the years preceding its formation in 2008. It also covered the challenges of the early days of Xentrall, the main achievements over the ten year period and took the opportunity to outline the developments and challenges ahead. A training session took the opportunity to reaffirm our approach to customer service across all teams. The event was a success and on a continued Xentrall trend of charity giving, a raffle was held and raised funds for the Mayor's charities at both Councils.

### Value for Money and Performance







13. Over the ten years the financial situation in both Councils has changed significantly as a result of reductions in local government funding and Xentrall has continued to support both Councils in achieving a balanced

Medium Term Financial Plan. This has mainly been achieved through staff savings resulting from more efficient ways of working across the four service areas, with Xentrall staffing reducing by approximately 40% over the same period.

14. In addition to cost reductions, all services undertake benchmarking exercises to ensure that quality is not compromised and to confirm that a balanced approach is used to measure improvements and success. ICT, HR and Finance participate in national benchmarking exercises with other participating organisations which confirm our services are performing well in comparison to others. Similarly, Design and Print undertakes price comparisons with local and regional suppliers to confirm value for money of both services delivered in-house and those bought in.
15. Xentrall is also subject to various internal and external audit regimes which also confirm the good performance and governance of its services. All 2017/18 Xentrall specific internal audits have received full assurance.

### Customer Satisfaction

16. As part of Xentrall’s balanced scorecard approach to performance management, partnership-wide customer satisfaction surveys are undertaken every two years and these involve canvassing service users and managers across both Councils. In addition, each of the Xentrall services seeks feedback and satisfaction levels as part of their daily service operations e.g. on an ICT call closure or the take-on of a new academy’s payroll. All surveys are confirming high levels of satisfaction with an on-going upward trend. The table below shows the summary results of the most recent surveys. The next satisfaction survey will be undertaken later this year.

	<b>Xentrall Customer Satisfaction (score out of 5)</b>	
	<b>Darlington</b>	<b>Stockton</b>
<b>2018/19</b>	TBA	TBA
<b>2016/17</b>	4.3 	4.3 
<b>2014/15</b>	3.9 	4.1 
<b>2012/13</b>	3.7 	4.0 

### 2017/18 Opportunities Taken and External Business Retained

17. Xentrall has continued to explore new opportunities for external business in-line with the partnership’s objective of tactically growing the business. This has resulted in the following successes:

- (a) Xentrall HR were successful in winning and subsequently delivering the payroll service for 19 new schools and academies during 2017/18. This helps counter academies which have joined Multi Academy Trusts which have their own in-house services and have therefore withdrawn from the Xentrall service.
  - (b) Xentrall HR also won the re-tender of Richmond Council's payroll service.
  - (c) Xentrall Finance are also delivering finance services to 2 new schools.
  - (d) Both Xentrall HR and Finance services are also now being delivered to the South Tees Development Corporation.
18. As well as the above new activities, existing external customers have been retained and have signed up to new service level agreements for the current year. This is a significant achievement and a reflection of the value of Xentrall services. These include:
- (a) All Xentrall services to the Tees Valley Combined Authority.
  - (b) ICT services to Tees Active Leisure Ltd.
  - (c) ICT services to Tees Valley Connexions.
  - (d) ICT services to the North East Purchasing Authority (NEPO).
  - (e) ICT hosting services to Northumberland County Council.
  - (f) ICT services to Theatre Hullabaloo in Darlington.
  - (g) Payroll and/or finance services to 85 academy customers overall.
19. Xentrall generated external annual income of around £1¼m continues to form a significant part of the overall Xentrall financial model.

### **2017/18 Stockton and Darlington Achievements**

20. As well as providing services to external customers and generating income, Xentrall have continued to be busy delivering projects across Stockton and Darlington Councils.
- (a) Supporting the proposal to develop a Regional Adoption Agency for the Tees Valley and the subsequent delivery of ICT, Design and Print, HR and Finance services to set up and support the newly created Adoption Tees Valley service.
  - (b) Xentrall ICT and Design and Print supporting the national election in June.
  - (c) Finance successfully implementing the new version of Agresso (now called Business World On!). A major achievement as this was the first



major upgrade since 2010.

- (d) Finance again implementing new cash receipting and income management systems at Stockton and upgrading similar systems at Darlington.
- (e) HR supporting major recruitment campaigns throughout the year, including the take-on of staff for the Hippodrome Theatre at Darlington.
- (f) HR undertaking a major project for the procurement and implementation planning of the replacement of the PSE HR/Payroll system which will take place later in 2018/19.
- (g) Design and Print continuing to support numerous high profile projects and events across both Councils including; Dolphin Centre 35 Years branding, Hippodrome opening season publicity materials, Globe external graphics, 150 Years of DBC, Stockton Borough project signage as well as delivering other design and production projects during the year which include the annual events of Stockton SIRF, Darlington Festival of Ingenuity and Stockton Stages.
- (h) Design and Print also manage the print production of Stockton News and One Darlington household magazines.
- (i) ICT rolling out the new Vodafone mobile voice and data contract across both Councils.
- (j) ICT maintaining and successful retaining ISO, PSN and PCI certifications for both Councils.
- (k) ICT improving governance and security measures and awareness across both Councils including the delivery of improved risk management processes, improved password standards and the delivery of roadshows and briefings to teams.
- (l) ICT advising both Councils on the recommended approach for future desktop application provision using Microsoft 365.
- (m) ICT rolling out a new system to more efficiently and securely manage both Council's mobile phone estate.
- (n) ICT replacing the data network and the firewall technologies within the data centre which is key to the functioning of the wider networking and ICT services as a whole.

(o) ICT successfully deploying tablets and smartphones to all adult social workers in both Councils, thereby enabling smarter mobile working and realising efficiencies.

(p) ICT also supporting an upsurge in tablets and smartphones

21. As with the specific social care project mentioned above, all Xentrall services support the transformation and service based projects in both Councils and help with smarter working through technology to improve all aspects of service delivery and the delivery of efficiencies. ICT alone have completed 50 service based projects across Darlington and Stockton.

22. A further achievement worthy of note were the national awards presented to Design and Print by APCOM (Association of Print and Communication Managers). Design and Print were runner-up in both Best Creative Design and Best Wide Format awards for two projects in Stockton.

### **Looking Forward to 2018/19 and Onwards**

23. The current year will continue to be a busy one for all four of the Xentrall services. The “day job” involves delivering ICT systems to and supporting 4,500 ICT users, managing a payroll of 15,000, processing thousands of invoices and managing a very busy design and print studio. On top of this, amongst the many projects to be undertaken, significant ones will include:

(a) Implementing and exploiting the new HR/Payroll system for both Councils, the TVCA and all academy and external customers.

(b) The deployment of Microsoft 365 as the new standard desktop software and assisting users of ICT with the exploitation these new facilities bring.

(c) The continued investment in raising awareness on information security matters and minimising the associated risks both Councils face, whilst also retaining ISO, PSN and PCI certifications.

(d) Continuing to engage with external customers to retain this business.

24. As with previous years, the continual service improvement mentality within Xentrall will be applied to leverage any further service improvements and/or savings for both Councils. Xentrall will also continue to assess new partnering and business opportunities as and when these arise, which fits in with its business plan of tactically growing the business and in turn help to support both Council’s Medium Term Financial Plans.

**CABINET**  
**10 July 2018**

ITEM NO. ....

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**PROJECT POSITION STATEMENT & CAPITAL PROGRAMME MONITORING**  
**QUARTER ONE 2018/19**

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**Responsible Cabinet Member – Councillor Stephen Harker,**  
**Efficiency and Resources Portfolio**

**Responsible Directors**  
**Paul Wildsmith, Managing Director**

**Ian Williams, Director of Economic Growth and Neighbourhood Services**

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**SUMMARY REPORT**

**Purpose of the Report**

1. This report provides
  - (a) A summary of the latest Capital resource and commitment position, to inform monitoring of the affordability and funding of the Council's capital programme.
  - (b) An update on the current status of all construction projects currently being undertaken by the Council
2. It also seeks approval for a number of changes to the programme.

**Summary**

3. The projected outturn of the current Capital Programme is £130.989M against an approved programme of £131.295M. The investment is delivering a wide range of improvements to the Council's assets and more critically, to Council services. Refurbishment of council homes, improved learning environments in schools, better traffic flows and opportunities for sustainable travel have been achieved and are detailed within the report. The programme, including commitments, remains affordable within the Medium Term Financial Plan (MTFP) for 2018/19 – 2021/22.
4. The Council has a substantial annual construction programme of work. The current project position statement (PPS) shows there are 31 live projects currently being managed by the Council with an overall project outturn value of £70.055M. The majority of projects are running to time, cost and quality expectations with no foreseeable issues.

5. The projects are managed either by the Council's in-house management team, a Framework Partner or by Consultants sourced via an open/OJEU tender process.

### **Recommendations**

6. It is recommended that Cabinet :-
- (a) Note the attached status position on construction projects.
  - (b) Note projected capital expenditure and resources.
  - (c) Approve the adjustments to resources as detailed in paragraph 19.

### **Reasons**

7. The recommendations are supported by the following reasons: -
- (a) To inform Cabinet of the current status of construction projects.
  - (b) To make Cabinet aware of the latest financial position of the Council.
  - (c) To maintain effective management of resources.

**Paul Wildsmith**  
**Managing Director**

**Ian Williams**  
**Director of Economic Growth and  
Neighbourhood Services**

### **Background Papers**

- (i) Capital Medium Term Financial Plan 2018/19 – 2021/22
- (ii) Project Position Statement May 2018

Brian Robson : Extension 6608  
Claire Hayes : Extension 5416

S17 Crime and Disorder	This report has no implications for crime and disorder.
Health and Well Being	There are no issues relating to health and wellbeing which this report needs to address.
Carbon Impact	There are no carbon impact implications in this report
Diversity	There are no specific implications for diversity
Wards Affected	All wards are affected.
Groups Affected	The proposals do not affect any particular groups within the community
Budget and Policy Framework	This report does not represent a change to the budget and policy framework.
Key Decision	The report does not represent a key decision
Urgent Decision	For the purpose of the 'call-in' procedure this does not represent an urgent matter.
One Darlington: Perfectly Placed	The Capital Programme referred to in the report supports delivery of the Sustainable Community strategy through appropriate deployment of the Council's resources
Efficiency	The recommendations support the effective and efficient use of resources.
Impact on Looked After Children and Care Leavers	This report has no impact on Looked After Children or Care Leavers

## MAIN REPORT

### Information and Analysis

#### 2018/19 Capital Spend and Resources

### Information and Analysis

8. **Appendix 1** lists all live construction projects and provides details on numbers, type and details of the key individuals responsible for the delivery of the projects. It also provides a statement on the current status position on each project, details of actions being taken, where required and any current issues.
9. **Appendix 2** summarises the Council's capital commitments which are yet to be financed and also shows how it is intended for them to be financed. The total value of commitments, including available resources brought forward from previous years and 2018-19 schemes previously released by Cabinet, is £27.155M.
10. **Appendix 3** shows the Council's projected capital receipts and how they are going to be utilised to help finance the capital programme over the life of the MTFP.

### Project Position Statement

11. Project management procedures require the production by project managers of a Project Position Statement (PPS) for all projects over £75,000. This report brings

together the pertinent data from the current PPS with financial information from the Financial Management System (FMS) and approvals by Cabinet.

12. The Project Position Statement (Appendix 1) details the current live construction projects, up to the end of May 2018, by delivery area, and provides details on numbers, type and details of the key individuals responsible for the delivery of the projects. It also provides a statement on the current status position on each project, details of actions being taken, where required and any current issues. The statement excludes any completed projects or those on hold.

13. The overview of live construction projects is as follows:-

	Projects	Current Approved Budget £ / p	Projected Outturn £ / p	Variance %	Variance (Value) £ / p
(a) Economic Growth	12	21,961,554	21,552,757	-1.86	-408,797
(b) Neighbourhood Services & Resources	13	46,134,476	44,971,521	-2.52	-1,162,955
(c) People	6	3,530,550	3,530,550	0.00	0
<b>TOTAL</b>	<b>31</b>	<b>71,626,580</b>	<b>70,054,828</b>	<b>-2.19</b>	<b>-1,571,752</b>

14. The table shown above includes a column for current approved budget. In certain cases this budget figure may be different from the original approved budget. This could be as a result of variances identified during construction or other variables not known at the initiation stage. The original budget and all subsequent changes have been reported to and approved by Cabinet.

15. The live projects are at the following stages:




Department	Brief	CP1	CP2	CP3	CP4	CP5	Total
Economic Growth	0	2	3	1	5	1	12
Neighbourhood Services & Resources	0	0	0	1	9	3	13
People	0		1	4	1	0	6
<b>TOTAL</b>	<b>0</b>	<b>2</b>	<b>4</b>	<b>6</b>	<b>15</b>	<b>4</b>	<b>31</b>

- (a) **Control Point 1 (CP1) – Start Up:** is used to define the position of a project at its conception stage.
- (b) **Control Point 2 (CP2) – Initiate:** defines a project at feasibility stage and will likely include a desktop assessment of a project and the use of informed estimates.
- (c) **Control Point 3 (CP3) – Define:** the point that the project is progressed to RIBA Stage 4, i.e. detailed design.
- (d) **Control Point 4 (CP4) – Construction Phase:** is the stage at which work begins on the project, i.e. for a construction project on site through to build

completion.

- (e) **Control Point 5 (CP5) – Evaluate:** is the stage post completion of the project at which time the project is reviewed and lessons learned are discussed in order that they can be taken to the next or similar projects.

16. The status on live projects is as follows:

Department			
Economic Growth	0	2	10
Neighbourhood Services & Resources	0	1	12
People	0	0	6
<b>TOTAL</b>	<b>0</b>	<b>3</b>	<b>28</b>

- (a) Star and triangle symbols are used to identify projects that have variances which are:-
- (i) More than £5,000, if the variance is also more than 5% of the approved budget for the project, or
  - (ii) More than £50,000 regardless of the percentage variance
- (b) Projects that are within these margins are symbolised with circles.
- (c) In addition to cost, the same symbols are used to indicate similar levels of variances in time and quality/outputs/outcomes.

### Reconciliation of Project Position Statement to Capital Programme

17. The table shown below reconciles the differences between the Capital Programme (CP) and the Project Position Statement (PPS). Differences occur because the Project Position Statement includes all construction projects over £75,000 in value funded from Capital and Revenue sources. Spending within the Capital Programme is not always of a construction nature, can be of any value and excludes Revenue funded schemes.

	Value £m
<b>Live Projects from Project Position Statement</b>	<b>70.055</b>
Schemes closed or on hold within CP but awaiting PPS post project review.	17.308
Annualised Programmes.	15.847
Non-construction projects not included in PPS report.	4.923
Capital schemes that were complete or nearing completion, before the production of PPS, are not included within PPS.	0.426
Capital schemes not yet integrated into PPS reporting.	27.337
Projects under £75k are excluded from PPS reporting.	1.761
Funding not yet allocated.	1.401
Schemes Included with PPS & CM Reporting	-8.070
<b>Capital Programme</b>	<b>130.989</b>

## Capital Programme

18. Paragraph 19 shows the movements in the Capital Programme since the approval of the 2018/19 Capital MTFP, some of which have not yet been approved by Members.

19. Adjustment to resources requested by Departments:-

### Virements

Department	Scheme	Value £	Reason for adjustment	Resource type adjusted
People	Disabled facilities grant 17/18	-1,096,000	Virement	Nil Effect
People	Disabled facilities grant 18/19	1,096,000	Virement	Nil Effect
<b>Total</b>		<b>Nil</b>		

### Adjustments needing approval release

Department	Scheme	Value £	Reason for adjustment	Resource type adjusted
People	Borough Rd Electrical Works	-1306	Funds no longer required.	Funds moved back to school condition allocation.
<b>TOTAL</b>		<b>-1306</b>		

### Outcome of Consultation

20. There has been no consultation in the preparation of this report.



Capital Project Position Statement

Projects on Hold

Completed

L = Live; C = Complete; H = On Hold

Project Ref Number	Project Title	Stage					Status Symbol ● = Triangle ○ = Circle ★ = Star	Project Status	Client Department	Delivery Department	Internal Project Sponsor	Internal Project Manager	Cost Centre	Original Project Budget (CP1)	Initial Approved Budget	Increase to Initial Approved Budget	Current Approved Project Budget	Project Expected Out Turn Cost	Variance (%)	Variance (Value)	Original Planned Project Completion Date (CP1)	Revised Approved Project Completion Date	Anticipated Project Completion Date / Actual Completion Date	Schedule Variation (days)	Risk Log Used	CDM	Notifiable Project	Principal Designer	Progress Report			Contracts In Place (Please provide information on the contracts that are in place as part of the Project)	Contract Type / Form	Contract With	Contract Value	
		Progress / Plan / Schedule	Budget	Issues																																
23	Civic Theatre Refurbishment & Theatre Hullaballoon						●	L	Neighbourhood	Economic Growth	Ian Thompson	Brian Robson	L0115	£50,000	£50,000		£16,069,000	£16,069,000	0	0	01-Aug-13	06-Nov-17	06-Nov-17	0	Yes	Yes	Todd Milburn	Works have commenced and some delay has been encountered due to structural issues. The contractor is making every effort to claw time back		Structural issues have been worked through, site works progressing well	SCAPE	NEC3	Willmott Dixon	£12,885,288		
166	St Georges Academy						●	L	People	People	Steve Nyakatawa	Clark Morrison	E1853	£1,222,000	£1,222,000	£1,222,000	£1,222,000	£1,222,000	0	0	01-Sep-17	01-Sep-17	06-Oct-17	42		Yes		Mike Dawson	Complete, end of defects has taken place and we are just waiting for a handful of jobs to be complete.	PM to provide a budget update and final account - ASAP so we can close the account code.	CP forms are to be completed by RS in the capital project team.	Internal - with Building Services	Internal - with Building Services	Building Services	£1,024,204	
167	Red Hall Primary Reception Alterations						●	L	People	People	Steve Nyakatawa	Rebecca Robson	E1850	£260,000	£260,000	£270,000	£270,000	£270,000	0	0				0	YES	Yes	Mike Dawson	Complete	Final Account agreed	RR needs to complete a CP5	Internal - with Building Services	Internal - with Building Services	Building Services	£214,549		
168	Summer Works 2016/17						●	L	People	People	Steve Nyakatawa	Julia McCabe	Various	£618,550	£618,550	£618,550	£618,550	£618,550	0	0				0	Yes	Yes	Clark Morrison	Complete - All but one project started and completed within the school summer holiday. The Rise Carr Roof replacement scheme had a 10 week construction carried out safely within term time. It was agreed to use the initial 106 contribution to undertake some no abortive pre expansion works at Heathfield Academy to help them ease some current pressures in their communal	Regular valuations provided by Building Design Services. Awaiting Final Accounts.	No issues.	DLO Delivery	DBC standard T&C	Total Construction Value:	£536,023		
169	Heathfield pre expansion works						●	L	People	People	Tony Murphy	Rebecca Robson	E1851	£500,000	£500,000	£750,000	£750,000	£750,000	0	0	24-Jul-17	13-Apr-18	13-Apr-18	0	Yes	Yes	Clark Morrison	106 contribution to undertake some no abortive pre expansion works at Heathfield Academy to help them ease some current pressures in their communal	An additional £150,000 is needed to be approved from the basic need pot to cover the additional funds needed for the larger car park design as the first on wasn't large enough for a 630 site.	Program issues are imminent as the contractor is having difficulties with the steel beam insulation. MC has been asked to supply the client with an amended programme for this phase of works as the school have identified	DLO Delivery	DBC standard T&C. Total construction value tbc	Building Services			
170	Summer Works 2017/2018						●	L	People	People	Steve Nyakatawa	Julia McCabe	Various	£370,000	£370,000	£370,000	£370,000	£370,000	0	0	01-Sep-17	01-Sep-17	22-Sep-17	21	Yes	Yes	Clark Morrison	All works are now complete and we are just awaiting the snagging lists to be produced. Unfortunately due to the bad weather and difficulty undertaking a bat survey we have run over by 2 weeks on the Hall Project	Regular valuations provided by Building Design Services. Awaiting Final Accounts.	Awaiting snagging lists on all jobs.	DLO Delivery	DBC standard T&C	Total Construction Value:			
171	MUGA's						●	L	People	People	Steve Nyakatawa	Julia McCabe	E1862	£300,000	£300,000	£300,000	£300,000	£300,000	0	0	01-Sep-17	01-Sep-17	29-Sep-17	28	Yes	Yes	Clark Morrison	Due to inclement weather both MUGA's have ran over by 3 weeks.	Awaiting final accounts	Awaiting end of defects checks and sign off	DBC standard T&C	DBC standard T&C	Total Construction Value:			
211	Town Centre Fringe- Master Planning						●	L	Economic Growth	Economic Growth	John Anderson	Timothy Crawshaw	R0098	£203,000		£203,000	£198,000	£198,000	-2.5%	£-5,000	31-May-11	31-Jul-11	28-Feb-13	578	Yes	No	No CDM output planned.	Planning and Development Brief for Feethams/Beaumont Street area adopted. Remaining funding now being directed towards preliminary feasibility/scoping work for site use with	£2k was lost in round of cuts from external funding in November. Accrued funding and project closure in last stages of completion. No remaining spend from Single Programme. Positive feedback from highway	None to report - Spending review may affect funding not committed - action being taken to ensure commitment to project reports and studies required. Small budget reduction may apply, situation being monitored. Timetable	Conservation Management Plan - Parking and Movement Studies, Household Survey. Cultural quarter feasibility.	Quotation and Order	Archaeo-environment - Colin Buchanan - GLOBE - Fairhursts	10K - 17K		
220	DFE New Build						●	L	Neighbourhood	Economic Growth	Paul Wildsmith	Brian Robson	L0118	£9,337,476		£9,337,476	£9,337,476	£9,337,476	0	0	31-Mar-15		31-Mar-15	0	Yes	Yes	Paul Foxton - Turner & Townsend	Works Complete	Completed within budget		Scape 2	NEC3	Willmott Dixon	£8,253,070		
223	Rowan West - Site Renewal						●	L	Economic Growth	Economic Growth	Bill Westland	Richard Storey	R0129	£2,200,000		£1,870,000	£1,833,000	£1,833,000	-2.0%	£-37,000	31-Mar-16	15-Nov-16	24-Mar-17	129	YES	YES	Building Design (CM)	Complete. DBC to resurface road 3/4/17. CCTV by Paul Branch/ESS	Under budget	Lease to commence 03/04/2017	Pre Construction design with Capital Projects Team	JCT	Wharton Construction Ltd	ca 1.87m		
225	Riverside Improvements						●	L	Economic Growth	Economic Growth	Dave Winstanley	Brian Robson	D0130	£550,000		£631,370	£628,000	£628,000	-0.5%	£-3,370	30-Jun-16	30-Jun-17	30-Jun-17	0	Yes	Yes	JNP	Works progressing well on site	on budget		Scape 3	NEC3	Willmott Dixon	TBC		
226	Ingenium Parc Masterplan + Infrastructure						●	L	Economic Growth	Economic Growth	Dave Winstanley	Emily Edwards	R0130	£356,000		£4,400,000	£4,400,000	£4,400,000	0	0	31-Aug-18		31-Aug-18	0	Yes	Yes	TBC	Project at feasibility stage. Includes Highways project Salters Lane Upgrade and Yarm Road Roundabout at the moment - however the need for the	Pre development works - £557,292 McMullen/Yarm Road Roundabout - £1,284,221 Utilities - £1,030,765 Salters Lane - £171,491	viability of project once transport assessment and utilities costs are known. There is known archeological risk and DBC are in process of agreeing WSI with Durham University for	1. Ecological Surveys 2. Utility and drainage design 3. GI tender spec 4. Geophysical	Quotation and order	1. Internal 2. BGP/JHP 3. AECOM 4. Durham University 5. Arup	1. £15k 2. £18k 3. £43k 4. £10k 5. £6k		
227	NBMC Car Park						●	L	Economic Growth	Economic Growth	Dave Winstanley	Jill Thwaite	R0131	£611,500.00		£611,500	£611,500	£611,500	0	0	01-Dec-16		01-Dec-16	0	Yes	Yes		CP2 to be developed with agreed option (Green Street - 150 spaces). Project plan to be put in place through close liaison with project team.	budget will be known once fully designed and the specification of car parking (including landscaping) is known. This is to be raised through prudential borrowing. CPI to pay £50k for this	To be scoped at first project team meeting						
228	Feethams House						●	L	Economic Growth	Economic Growth	Ian Williams	Jenny Dixon	D0161	£246,000		£8,500,000	£8,500,000	£8,500,000	0	0	30-Jul-19		30-Sep-19		Yes											
229	Morton Palms Car Park						●	L	Economic Growth	Economic Growth	Ian Williams	Jill Thwaite	D0146	£249,144		£249,144	£249,144	£249,144	0	0				0												
230	Central Park - Network Rail Accessway						●	L	Economic Growth	Economic Growth	Dave Winstanley	Jill Thwaite	R0135	£200,000		£200,000	£200,000	£200,000	0	0	31-Mar-18		31-Mar-18	0	Yes	Yes	TBC									
317	Dophin Centre Refurbishment						●	L	Neighbourhood	Economic Growth	Ian Thompson	Brian Robson	D0125	£2,750,000	£2,850,000	£2,850,000	£2,850,000	£2,850,000	0	0	30-Apr-16	05-May-16	30-Apr-16	-5	YES	YES	Todd Milburn	Works complete	Budget is made up of £2.75m Cabinet approval and additional £100k from Community Services	Works to external canopy complete	Willmott Dixon (Through SCAPE framework)	NEC ECC Option A	Willmott Dixon	£2.75m		

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## 2018/19 Capital Resources Summary

Row Ref.		Approved Commitments £M	Virement of Resources £M	Variance £M	Total £M
1	<b>Capital Commitments</b>				
2	Brought forward from 2017/18	21.561			
3	2018/19 Capital Programme (released by Cabinet)	5.594			<b>27.155</b>
4	Projected (Under)/Over Spend				
5	<b>Total Commitments</b>	<b>27.155</b>	<b>0.000</b>	<b>0.000</b>	<b>27.155</b>
	<b>To Be Funded By:</b>				
	<b>External and Departmental Resources</b>				
6	External Funding and Departmental Supported Borrowing	0.000	-	-	<b>0.000</b>
7	Departmental Unsupported Borrowing	0.000	-	-	<b>0.000</b>
8	Capital Grants	13.146	-	-	<b>13.146</b>
9	Capital Contributions	1.110	-	-	<b>1.110</b>
10	Revenue Contributions	4.742	-	-	<b>4.742</b>
11	Capital Receipts - HRA	0.000	-	-	<b>0.000</b>
	<b>Total</b>	<b>18.998</b>	<b>0.000</b>	<b>0.000</b>	<b>18.998</b>
	<b>Corporate Resources</b>				
12	Capital Receipts (General Fund)/ Prudential Borrowing	8.157	-	-	<b>8.157</b>
	<b>Total</b>	<b>8.157</b>	<b>0.000</b>	<b>0.000</b>	<b>8.157</b>
13	<b>Total Resources</b>	<b>27.155</b>	<b>0.000</b>	<b>0.000</b>	<b>27.155</b>

## Corporate Resources Analysis

	£M	
14	Required Resources to fund 2018/19 expenditure (see above)	8.157
15	Other approved Capital Expenditure not included above see (1) below	8.712
16	<b>Total Planned Use of Corporate Resources</b>	<b>16.869</b>
	Less:	
17	Total Projected Capital Receipts (as per Appendix 3)	(10.371)
18	<b>Prudential Borrowing required to Fund Capital Programme</b>	<b>6.498</b>

(1) - Schemes included in MTFP, not included above: -

	<b>£M</b>
Lump Sum PSD Payment pension fund	2.218
Highway Maintenance - Unclassified Roads	0.500
Highway Maintenance - Bridge maintenance	0.500
Capitalisation utilisation as per MTFP	0.687
Economic Growth Investment Fund	1.961
West Cemetery Extension	0.400
Advanced Design Fees	0.150
Slippage from previous years	2.296
<b>Total</b>	<b>8.712</b>

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## Capital Receipts Utilisation - latest projection

	2018/19	2019/20	2020/21
	£m	£m	£m
Projected Opening Balance as at 1 April	3.195	1.659	2.976
Projected Capital Receipts	7.176	5.697	2.232
Total projected Capital Receipts	10.371	7.356	5.208
<b><u>Less (as per approved capital programme)</u></b>			
Capitalisation utilisation as per MTFP	(0.687)	(0.599)	(0.500)
Lump Sum PSD payment to Pension fund	(2.218)	(2.295)	
Council funded schemes	(1.550)	(1.150)	(1.150)
Economic Growth Investment Fund	(1.961)	(0.336)	(0.513)
Slippage from previous years	(2.296)		
Projected available Cap Receipts as at 31 March	1.659	2.976	3.045

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**CABINET**  
**10 JULY 2018**

ITEM NO. ....

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## **REVENUE BUDGET MONITORING 2018-19 – QUARTER 1**

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**Responsible Cabinet Member - Councillor Stephen Harker**  
**Efficiency and Resources Portfolio**

**Responsible Director - Paul Wildsmith, Managing Director**

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### **SUMMARY REPORT**

#### **Purpose of the Report**

1. To provide an early forecast of the 2018-19 revenue budget outturn as part of the Council's continuous financial management process.
2. To inform Cabinet of the budget rebasing exercise carried out following the 2017-18 outturn results.

#### **Summary**

3. This is the first revenue budget management report to Cabinet for 2018-19. The latest projections following a rebasing exercise show an overall improvement of £0.955M. The overall improvement is due to £0.530M of balances carried forward from the 2017-18 outturn and the rebasing exercise which has returned £0.425M to general reserves. Whilst the Children & Adults Services Group is forecasting a break even position overall, Children's Services are forecasting an over spend of £0.908M. This is being offset by underspend within Adult Social Care of £1.308M, of which £0.400M will be returned to reserves with the remainder balancing the deficit. Details of both are referred to later in this report.

#### **Recommendation**

4. It is recommended that :-
  - (a) The forecast revenue outturn for 2018-19 be noted.
  - (b) Further regular reports be made to monitor progress and take prompt action if necessary.

## Reasons

5. The recommendations are supported by the following reasons :-

- (a) To continue effective management of resources.
- (b) To continue to deliver services to agreed levels.

**Paul Wildsmith**  
**Managing Director**

## Background Papers

No background papers were used in the preparation of this report.

Elizabeth Davison: Extension 5830

S17 Crime and Disorder	There are no specific crime and disorder implications in this report.
Health and Well Being	There are no issues relating to health and well being which this report needs to address.
Carbon Impact	There are no specific carbon impact issues in this report.
Diversity	The report does not contain any proposals that impact on diversity issues.
Wards Affected	All wards are affected.
Groups Affected	No specific groups are particularly affected.
Budget and Policy Framework	This decision does not represent a change to the budget and policy framework.
Key Decision	The report does not require a key decision.
Urgent Decision	The report does not require an urgent decision.
One Darlington: Perfectly Placed	The subject matter of the report, the Councils financial standing and financial management, is critical to delivery of the SCS, but this report does not contain new proposals.
Efficiency	The report contains updated information regarding efficiency savings contained in the MTFP.
Impact on Looked After Children and Care Leavers	This report has no impact on Looked After Children or Care Leavers.



## MAIN REPORT

### Information and Analysis

6. This is the first revenue budget management report to Cabinet for 2018-19 and provides an early forecast of the 2018-19 revenue position as part of the Council's continuous financial management process.
7. To enable timely information to be presented and in accordance with the report publication requirements, this report has been completed before the end of the first quarter. As the Council operates frequent, regular and predictive budget management processes, including quarterly reports to Cabinet, changes in projected outturn, which are inevitable in a large and complex organisation, will be reported to future meetings.
8. The information in this report has been taken from the financial records for May and managers' projections for the remainder of the year, using their knowledge of events affecting the service they manage.
9. As has been the case in the last few years a review of the 2018-19 budgets has been undertaken during April and May and managers have been proactive in scrutinising their budgets in light of the 2017-18 outturn position. In total managers have identified £0.410M of on-going savings and £0.015M of one-off savings which can be removed from budgets into reserves without impacting on service delivery.
10. Overall the projected General Fund reserves position at 31<sup>st</sup> March 2019 is £16.445M, a welcome £0.955M improvement on the planned balances in the 2018-22 MTFP. Of this £0.530M relates to the improvement in the Council's 2017-18 outturn position plus the £0.425M returned to reserves as a result of the recent rebasing exercise.

### Departmental Resources

11. Departmental Resource projections are summarised in **Appendix 2** and detailed in **Appendices 2(a) to 2(d)**. It is difficult for managers to predict year end positions at this early stage and with the exception of the **Children and Adult Services Group**, management projections indicate all other budgets are on line to be achieved.
12. The **Children and Adult Services Group** is forecasting an overall year-end break even position. However, Children's Services is forecasting a pressure of £0.908M within the Looked After Children placement budgets, from externally provided placements;
  - (a) Independent residential placements are projected to be over spent by £0.936M, this is a result of an increase in children from 30 when the budget was set (in January) to 37 in the current projection. At an average cost over £0.100M, any increase in numbers creates a significant pressure on the budget. A number of the placements are still in the assessment stage so the full extent is not yet known, it may therefore be the case that these children will not remain in the placement for the full year and subsequently the projected

expenditure would reduce. That being said at this stage a prudent approach is being taken given the pressures faced on the service over the last few years.

- (b) Independent fostering is projected to be over spent by £0.061M based on the number of currently placed children. Again, there has been an increase in the number of placements with 69 children currently in placements against 61 children when the budget was set.
- (c) The pressures in external provision is being offset by some smaller savings in the in-house provision.
- (d) Work is ongoing within the department to bring the budgets back on line, with all placements being scrutinised and efforts made to ensure they are commissioned at the best rates. Transformation work is continuing to look at alternatives to independent provision to reduce budget pressures. The in-house foster carer offer is being revised, which is expected to increase the amount of children placed with in-house foster carers and therefore reducing the need to use expensive external provision.
- (e) Following on from the positive financial out turn position, Adult Services have continued to underspend. Since the budget was set there has been a 12.5% (66) reduction in residential and nursing placements. There are a number of factors to account for this including provisions made to enable people to remain in their own homes longer and the success of the rapid response team which helps people to get back to normality when they leave hospital which in turn prevents or reduces the need for domiciliary care.
- (f) In total Adults are projected to under spend by £1.308M and whilst in previous years we would look to claw this back into reserves, given the significant pressure in Children's Services only £0.400M has been returned to reserves. The situation will remain under constant review and if the position improves this decision will be revisited.

13. The School balances and allocations are shown in **Appendix 2(e)**. Information on projected closing school balances is not yet available but will be included in future reports to Cabinet.

### **Council Wide and Corporately Managed Resources**

14. The Council Wide and Corporately Managed Resources projections at this stage indicate all budgets are on line to be achieved.

### **Housing Revenue Account**

15. HRA projections are shown in **Appendix 3**. The HRA remains in a stable position.

### **Collection Fund**

16. The Collection Fund account reflects the statutory requirements for the Council to maintain a separate Fund in relation to the operation of Council Tax and Business Rates Retention Scheme (BRRS). The Fund records all of the transactions for

billing in respect of Non Domestic Rates (NDR) and Council Tax, exemptions and discounts granted, provision for bad debts and appeals and payments made to the Council's General Fund, the Police and Fire & Rescue precept authorities and Central Government. At this stage in the year, no surplus or deficit is forecast.

## **Conclusion**

17. The Council's projected revenue reserves at the end of 2018-19 are £16.445M, £0.955M more than the initial 2018-22 MTFP position and include a brought forward amount of £0.530M from 2017-18 and the rebasing exercise of £0.425M. Departmental Resources are forecast to be in line with budget.
18. Of the £16.445M projected reserves, we have a risk reserve balance of £4.330M and a commitment to use £11.134M to support the 2018–2022 MTFP, leaving £0.981M one off funding to further support the general fund moving forward.
19. Whilst the improved position is helpful it does not change the financial context in which the Council is currently planning.

## **Outcome of Consultation**

20. No external consultation has been carried out in preparing this report.

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**REVENUE BUDGET MANAGEMENT 2018/19****Projected General Fund Reserve at 31st March 2019**

	2018-22 MTFP (Feb 2018) £000
<b>Medium Term Financial Plan (MTFP) :-</b>	
MTFP Planned Opening Balance 01/04/2018	20,233
Approved net contribution from balances	(4,743)
<b>Planned Closing Balance 31/03/2019</b>	<b>15,490</b>
 Increase in opening balance from 2017-18 results	 530
 Projected corporate underspends / (overspends) :-	
Adult Social Care & Health based savings	400
Resources based savings	25
 <b>Projected General Fund Reserve (excluding Departmental) at 31st March 2019</b>	 <b>16,445</b>
 <b>Planned Balance at 31st March 2019 Improvement</b>	 <b>15,490</b> <hr/> <b>955</b> <hr/>

**Departmental projected year-end balances**

	Improvement / (decline) compared with 2018-22 MTFP £000
Children & Adults Services	0
Economic Growth & Neighbourhood Services	0
Resources	0
 TOTAL	 <hr/> <b>0</b> <hr/>

**Summary Comparison with :-**

	2018-22 MTFP £000
Corporate Resources - increase in opening balance from 17/18 results	530
Quarter 1 budget claw back	425
Departmental - Improvement / (Decline)	0
 Improvement / (Decline) compared with MTFP	 <hr/> <b>955</b> <hr/>
 <b>Projected General Fund Reserve at 31st March 2019</b>	 <hr/> <b>16,445</b> <hr/>

**GENERAL FUND REVENUE BUDGET MANAGEMENT 2018/19**

	Budget			Expenditure	Variance
	Original 2018/19	Approved Adjustments	Amended Approved Budget	Projected Outturn	
	£000	£000	£000	£000	
<b>Departmental Resources</b>					
Children & Adults Services	55,458	(400)	55,058	55,058	0
Economic Growth & Neighbourhood Services	18,448	84	18,532	18,532	0
Resources	9,468	(231)	9,237	9,237	0
<b>Total Departmental Resources</b>	<b>83,374</b>	<b>(547)</b>	<b>82,827</b>	<b>82,827</b>	<b>0</b>
<b>Corporate Resources</b>					
Council Wide	769	122	891	891	0
Financing Costs	915	0	915	915	0
<b>Contingencies Budget</b>					
Pensions	(2,370)	0	(2,370)	(2,370)	0
Apprentice Levy	195	0	195	195	0
<b>Futures Fund</b>	(400)	2,900	2,500	2,500	0
<b>Mid-Year Savings</b>					
Adult Social Care & Health based savings	0	400	400	0	(400)
Resources based savings	0	25	25	0	(25)
<b>Total Corporate Resources</b>	<b>(891)</b>	<b>3,447</b>	<b>2,556</b>	<b>2,131</b>	<b>(425)</b>
<b>Net Expenditure</b>	<b>82,483</b>	<b>2,900</b>	<b>85,383</b>	<b>84,958</b>	<b>(425)</b>
<b>Contributions To / (From) Reserves</b>					
Planned Contribution from General Fund Reserves (MTFP)	(1,843)	(2,900)	(4,743)	(4,743)	0
<b>General Fund Total (excluding 2017-18 b/f)</b>	<b>80,640</b>	<b>0</b>	<b>80,640</b>	<b>80,215</b>	<b>(425)</b>

**Note:** Appendix 1 shows an increase in reserves of £0.530M brought forward from 2017/18.

**REVENUE BUDGET MANAGEMENT UPDATE 2018/19**

	<b>Budget</b>			<b>Expenditure</b>			<b>(Under)/ Over Spend £000</b>
	<b>Original Budget £000</b>	<b>Approved Adjustments £000</b>	<b>Amended Approved Budget £000</b>	<b>Expenditure to May £000</b>	<b>Projected Spend £000</b>	<b>Total Projection £000</b>	
<b><u>Council Wide</u></b>							
Salary Pay Award	916	0	916	0	916	916	0
Airport	27	0	27	0	27	27	0
Senior Management Savings	(152)	122	(30)	0	(30)	(30)	0
Procurement Savings	(22)	0	(22)	(89)	67	(22)	0
	<b>769</b>	<b>122</b>	<b>891</b>	<b>(89)</b>	<b>980</b>	<b>891</b>	<b>0</b>
<b>In Year Over/(Under) Spend</b>	<b>769</b>	<b>122</b>	<b>891</b>	<b>(89)</b>	<b>980</b>	<b>891</b>	<b>0</b>

## REVENUE BUDGET MANAGEMENT UPDATE 2018/19

	<i>Budget</i>			<i>Expenditure</i>			(Under)/ Over Spend £000
	Original Budget £000	Approved Adjustments £000	Amended Approved Budget £000	Expenditure to May £000	Projected Spend £000	Total Projection £000	
<b><u>Children &amp; Adults Services</u></b>							
<b>Director of Adults &amp; Children</b>	179	0	179	47	132	179	0
<b><u>Children &amp; Adult Services</u></b>							
Transformation & Performance	498	0	498	72	426	498	0
Business Support	1,186	(11)	1,175	194	981	1,175	0
	<b>1,684</b>	<b>(11)</b>	<b>1,673</b>	<b>266</b>	<b>1,407</b>	<b>1,673</b>	<b>0</b>
<b><u>Children's Services</u></b>							
Children's Services Management & Other Services	487	(1)	486	58	428	486	0
Assessment Care Planning & LAC	2,944	158	3,102	540	2,562	3,102	0
First Response & Early Help	2,177	(241)	1,936	(322)	2,258	1,936	0
Youth Offending / ASB	228	15	243	(10)	253	243	0
Adoption & Placements	11,416	(93)	11,323	1,770	10,461	12,231	908
Quality Assurance & Practice Improvement	452	0	452	(20)	472	452	0
	<b>17,704</b>	<b>(162)</b>	<b>17,542</b>	<b>2,016</b>	<b>16,434</b>	<b>18,450</b>	<b>908</b>
<b><u>Development &amp; Commissioning</u></b>							
Commissioning	1,943	118	2,061	447	1,614	2,061	0
Voluntary Sector	282	0	282	87	195	282	0
Workforce Development	183	0	183	(31)	214	183	0
	<b>2,408</b>	<b>118</b>	<b>2,526</b>	<b>503</b>	<b>2,023</b>	<b>2,526</b>	<b>0</b>
<b><u>Education</u></b>							
Education	2,046	55	2,101	1,789	312	2,101	0
Schools	0	0	0	891	(891)	0	0
Transport Unit	0	0	0	230	(230)	0	0
	<b>2,046</b>	<b>55</b>	<b>2,101</b>	<b>2,910</b>	<b>(809)</b>	<b>2,101</b>	<b>0</b>
<b><u>Public Health &amp; Community Safety</u></b>							
Public Health	99	0	99	(1,357)	1,456	99	0
Community Safety	0	0	0	0	0	0	0
Healthy New Towns	0	0	0	(167)	167	0	0
	<b>99</b>	<b>0</b>	<b>99</b>	<b>(1,524)</b>	<b>1,623</b>	<b>99</b>	<b>0</b>
<b><u>Adult Social Care &amp; Health</u></b>							
External Purchase of Care	25,223	(130)	25,093	(4,325)	28,301	23,976	(1,117)
Intake & Reablement	892	(270)	622	180	442	622	0
On-going Long Term Care - Older People	1,336		1,336	60	1,292	1,352	16
On-going Long Term Care - Physical Disability	5		5	9	(4)	5	0
On-going Long Term Care - Learning Disability	1,691		1,691	122	1,574	1,696	5
On-going Long Term Care - Mental Health	888		888	121	942	1,063	175
On-going Long Term Care - Children's	443		443	36	420	456	13
Service Development & Integration	860		860	21	839	860	0
<b>Total Adult Social Care &amp; Health</b>	<b>31,338</b>	<b>(400)</b>	<b>30,938</b>	<b>(3,776)</b>	<b>33,806</b>	<b>30,030</b>	<b>(908)</b>
<b>In Year Over/(Under) Spend</b>	<b>55,458</b>	<b>(400)</b>	<b>55,058</b>	<b>442</b>	<b>54,616</b>	<b>55,058</b>	<b>0</b>



**REVENUE BUDGET MANAGEMENT UPDATE 2018/19**

	<b>Budget</b>			<b>Expenditure</b>			<b>(Under)/ Over Spend £000</b>
	<b>Original Budget £000</b>	<b>Approved Adjustments £000</b>	<b>Amended Approved Budget £000</b>	<b>Expenditure to May £000</b>	<b>Projected Spend £000</b>	<b>Total Projection £000</b>	
<b><u>Economic Growth &amp; Neighbourhood Services</u></b>							
Director of Economic Growth & Neighbourhood Services	164	0	164	27	137	164	0
<b><u>Planning, Economic Initiatives &amp; Asset Management</u></b>							
AD Economic Initiative	128	0	128	22	106	128	0
Building Control	134	0	134	19	115	134	0
Built & Natural Environment	145	0	145	22	123	145	0
Consolidated Budgets	152	0	152	0	152	152	0
Development Management	(112)	0	(112)	20	(132)	(112)	0
Economy	294	0	294	(84)	378	294	0
Environmental Health	270	0	270	61	209	270	0
Experience Darlington	40	0	40	1	39	40	0
Place Strategy	297	0	297	28	269	297	0
Property Management & Estates	(597)	0	(597)	(251)	(346)	(597)	0
	<b>751</b>	<b>0</b>	<b>751</b>	<b>(162)</b>	<b>913</b>	<b>751</b>	<b>0</b>
<b><u>Capital Projects, Transport &amp; Highways</u></b>							
<b><u>Planning</u></b>							
AD Transport & Capital Projects	121	0	121	20	101	121	0
Building Design Services	28	0	28	(82)	110	28	0
Capital Projects	173	0	173	38	135	173	0
Car Parking R&M	577	0	577	477	100	577	0
Concessionary Fares	3,221	0	3,221	456	2,765	3,221	0
Flood & Water Act	82	0	82	(59)	141	82	0
Highways	2,396	0	2,396	117	2,279	2,396	0
Highways - DLO	(504)	41	(463)	568	(1,031)	(463)	0
Investment & Funding	(23)	0	(23)	(11)	(12)	(23)	0
Regeneration Projects	139	0	139	25	114	139	0
Sustainable Transport	189	0	189	(255)	444	189	0
	<b>6,399</b>	<b>41</b>	<b>6,440</b>	<b>1,294</b>	<b>5,146</b>	<b>6,440</b>	<b>0</b>
<b><u>Community Services</u></b>							
AD Community Services	121	0	121	20	101	121	0
Allotments	9	0	9	(7)	16	9	0
Building Cleaning - DLO	77	0	77	(351)	428	77	0
Cemeteries & Crematorium	(818)	0	(818)	(18)	(800)	(818)	0
Commercial Catering - DLO	0	0	0	0	0	0	0
Community Services - Other DLO	0	0	0	0	0	0	0
Dolphin Centre	479	(86)	393	214	179	393	0
Eastbourne Complex	(21)	0	(21)	55	(76)	(21)	0
Emergency Planning	94	0	94	(11)	105	94	0
Head of Steam	231	(4)	227	63	164	227	0
Hippodrome	(41)	76	35	(407)	442	35	0
Indoor Bowling Centre	13	0	13	1	12	13	0
Libraries	827	(4)	823	158	665	823	0
Markets	(7)	0	(7)	38	(45)	(7)	0
Move More	0	0	0	(141)	141	0	0
Outdoor Events	174	0	174	10	164	174	0
School Meals - DLO	23	(2)	21	60	(39)	21	0
Strategic Arts	101	0	101	15	86	101	0
Street Scene	4,703	9	4,712	1,166	3,546	4,712	0
Transport Unit - Fleet Management	(12)	(10)	(22)	(1,738)	1,716	(22)	0
Waste Management	2,746	1	2,747	(365)	3,112	2,747	0
Winter Maintenance	416	0	416	180	236	416	0
	<b>9,115</b>	<b>(20)</b>	<b>9,095</b>	<b>(1,058)</b>	<b>10,153</b>	<b>9,095</b>	<b>0</b>

**REVENUE BUDGET MANAGEMENT UPDATE 2018/19**

	<b>Budget</b>			<b>Expenditure</b>			<b>(Under)/ Over Spend £000</b>
	<b>Original Budget £000</b>	<b>Approved Adjustments £000</b>	<b>Amended Approved Budget £000</b>	<b>Expenditure to May £000</b>	<b>Projected Spend £000</b>	<b>Total Projection £000</b>	
<b><u>Economic Growth &amp; Neighbourhood Services</u></b>							
<b><u>Community Safety</u></b>							
AD Regulatory Services	114	0	114	15	99	114	0
CCTV	200	0	200	(181)	381	200	0
Community Safety	100	0	100	(42)	142	100	0
Environmental Crime Team	45	0	45	7	38	45	0
General Licensing	0	0	0	(14)	14	0	0
Parking	(2,011)	0	(2,011)	(371)	(1,640)	(2,011)	0
Private Sector Housing	8	0	8	20	(12)	8	0
Stray Dogs	53	0	53	13	40	53	0
Taxi Licensing	0	0	0	(78)	78	0	0
Trading Standards	221	0	221	35	186	221	0
Youth Offending	12	0	12	5	7	12	0
	<b>(1,258)</b>	<b>0</b>	<b>(1,258)</b>	<b>(591)</b>	<b>(667)</b>	<b>(1,258)</b>	<b>0</b>
<b><u>Building Services</u></b>							
Construction - DLO	(443)	(6)	(449)	(2,564)	2,115	(449)	0
Maintenance - DLO	(344)	(35)	(379)	1,023	(1,402)	(379)	0
Other - DLO	0	1	1	(36)	37	1	0
Corporate Landlord	2,549	103	2,652	710	1,942	2,652	0
	<b>1,762</b>	<b>63</b>	<b>1,825</b>	<b>(867)</b>	<b>2,692</b>	<b>1,825</b>	<b>0</b>
<b><u>General Support Services</u></b>							
Works Property & Other	105	0	105	0	105	105	0
<b><u>Joint Levies &amp; Boards</u></b>							
Environment Agency Levy	105	0	105	26	79	105	0
Outside Contributions	51	0	51	0	51	51	0
	<b>156</b>	<b>0</b>	<b>156</b>	<b>26</b>	<b>130</b>	<b>156</b>	<b>0</b>
<b><u>Housing</u></b>							
Local Taxation	344	92	436	170	266	436	0
Rent Rebates / Rent Allowances / Council Tax	(132)	0	(132)	3,388	(3,520)	(132)	0
Housing Benefits Administration	141	27	168	66	102	168	0
Customer Services	470	(119)	351	62	289	351	0
Homelessness	301	0	301	(37)	338	301	0
Service, Strategy & Regulation and General Services	130	0	130	(408)	538	130	0
	<b>1,254</b>	<b>0</b>	<b>1,254</b>	<b>3,241</b>	<b>(1,987)</b>	<b>1,254</b>	<b>0</b>
<b>In Year Over/(Under) Spend</b>	<b>18,448</b>	<b>84</b>	<b>18,532</b>	<b>1,910</b>	<b>16,622</b>	<b>18,532</b>	<b>0</b>

**REVENUE BUDGET MANAGEMENT UPDATE 2018/19**

	<b>Budget</b>			<b>Expenditure</b>			<b>(Under)/ Over Spend £000</b>
	<b>Original Budget £000</b>	<b>Approved Adjustments £000</b>	<b>Amended Approved Budget £000</b>	<b>Expenditure to May £000</b>	<b>Projected Spend £000</b>	<b>Total Projection £000</b>	
<b><u>Resources</u></b>							
<b>Managing Director</b>	391	(143)	248	105	143	248	0
<b>Darlington Partnership</b>	16	0	16	(131)	147	16	0
<b><u>AD Resources</u></b>							
Finance & Governance	1,349	13	1,362	390	972	1,362	0
Financial Assessments & Protection	208	0	208	29	179	208	0
Communications & Engagement	839	2	841	58	783	841	0
Systems	657	0	657	271	386	657	0
Xentrall (D&S Partnership)	1,461	0	1,461	0	1,461	1,461	0
Human Resources	527	(4)	523	94	429	523	0
Health & Safety	141	(15)	126	35	91	126	0
	<b>5,182</b>	<b>(4)</b>	<b>5,178</b>	<b>877</b>	<b>4,301</b>	<b>5,178</b>	<b>0</b>
<b><u>AD Law &amp; Governance</u></b>							
Complaints & FOI	168	0	168	32	136	168	0
Democratic Services	1,203	0	1,203	133	1,070	1,203	0
Registrars	(40)	0	(40)	(37)	(3)	(40)	0
Administration	720	(84)	636	113	523	636	0
Legal & Procurement	1,069	0	1,069	148	921	1,069	0
	<b>3,120</b>	<b>(84)</b>	<b>3,036</b>	<b>389</b>	<b>2,647</b>	<b>3,036</b>	<b>0</b>
<b><u>AD ICT</u></b>	577	0	577	9	568	577	0
<b><u>Joint Levies &amp; Boards</u></b>							
Coroners	182	0	182	(12)	194	182	0
<b>In Year Over/(Under) Spend</b>	<b>9,468</b>	<b>(231)</b>	<b>9,237</b>	<b>1,237</b>	<b>8,000</b>	<b>9,237</b>	<b>0</b>

**BUDGET MANAGEMENT 2018/19**

<b>SCHOOLS PROJECTED BALANCES 2018/19</b>					
School Name	Opening Balance at 1st April 2018	Formula Budget Allocation	Total Available	Projected Closing Balance at 31st March 2019	Projected Closing Balance as proportion of Formula Budget Allocation
	£000	£000	£000	£000	%
<b><u>Primary</u></b>					
Borough Road Nursery	35	308	343	35	11%
George Dent Nursery	(28)	421	393	(28)	(7%)
Red Hall Primary	175	859	1,034	175	20%
St. Teresa's RC Primary	193	1,152	1,345	193	17%
Whinfield Primary	139	2,031	2,170	139	7%
Harrowgate Hill Primary	317	2,067	2,384	306	15%
<b>Primary Total</b>	<b>831</b>	<b>6,838</b>	<b>7,669</b>	<b>820</b>	

Information on projected closing school balances at 31st March 2019, other than for Harrowgate Hill Primary, is not yet available. Closing balances have been entered to match the opening balances.

**HOUSING REVENUE ACCOUNT 2018/19**

	<b>Budget</b>			<b>Expenditure</b>			<b>(Under)/ Over Spend £000</b>
	<b>Original Budget £000</b>	<b>Approved Adjustments £000</b>	<b>Amended Approved Budget £000</b>	<b>Expenditure to May £000</b>	<b>Projected Spend £000</b>	<b>Total Projection £000</b>	
<b>Housing Revenue Account</b>							
<b>Income</b>							
Working Balance Brought Forward	0	0	0	(13,884)	0	(13,884)	(13,884)
Rents Of Dwellings (Gross)	(19,619)	0	(19,619)	(3,288)	(16,237)	(19,525)	94
Sundry Rents (Including Garages & Shops)	(446)	0	(446)	(72)	(347)	(419)	27
Charges For Services & Facilities	(3,055)	0	(3,055)	(309)	(2,761)	(3,070)	(15)
Contribution towards expenditure	(290)	0	(290)	0	(290)	(290)	0
Interest Receivable	(25)	0	(25)	0	(25)	(25)	0
<b>Total Income</b>	<b>(23,435)</b>	<b>0</b>	<b>(23,435)</b>	<b>(17,553)</b>	<b>(19,660)</b>	<b>(37,213)</b>	<b>(13,778)</b>
<b>Expenditure</b>							
Management	5,442	114	5,556	1,608	3,955	5,563	7
Maintenance	3,917	0	3,917	(321)	4,238	3,917	0
Capital Financing Costs	18,206	0	18,206	0	18,206	18,206	0
Rent Rebate Subsidy Limitation	30	0	30	0	30	30	0
Increase in Bad Debt Provision	350	0	350	0	350	350	0
Working Balance Carried Forward	(4,510)	(114)	(4,624)	16,266	(7,119)	9,147	13,771
<b>Total Expenditure</b>	<b>23,435</b>	<b>0</b>	<b>23,435</b>	<b>17,553</b>	<b>19,660</b>	<b>37,213</b>	<b>13,778</b>
<b>(Surplus)/Deficit</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

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**CABINET**  
**10 JULY 2018**

ITEM NO. ....

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**WRITE-OFF OF FORMER HOUSING TENANT ARREARS, HOUSING BENEFIT  
OVERPAYMENTS, NON-DOMESTIC RATES AND COUNCIL TAX**

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**Responsible Cabinet Member - Councillor Stephen Harker**  
**Efficiency and Resources Portfolio**

**Responsible Directors**  
**Paul Wildsmith, Managing Director**

**Ian Williams, Director of Economic Growth and Neighbourhood Services**

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**SUMMARY REPORT**

**Purpose of the Report**

1. This report gives an update on the current position on former Housing tenant rent arrears, Housing Benefit overpayments, Non-Domestic Rates and Council Tax, and seeks approval to write-off debts of £1,391,772.

**Summary**

2. Approval is being sought to write-off £108,994 of former Housing tenant rent arrears in respect of 74 individual cases where arrears exceed £500, for the financial year 2017/18. All reasonable recovery action has been taken and no further economically viable steps can be taken to recover the sums due. This sum represents 0.47% of the annual rent debit of £23.4 million.
3. Approval is also being sought to write-off £129,915 of Housing Benefit overpayments in respect of individual cases exceeding £500 for the financial year 2017/18, where it has become apparent that no further steps can be taken to recover the sums due. This sum represents 0.36% of the total Housing Benefit expenditure for 2017/18 of £36.3 million.
4. Approval is also being sought to write-off £1,152,863 of Non-Domestic Rates and Council Tax in respect of individual cases exceeding £500 for the financial year 2017/18, where it has become apparent that no further steps can be taken to recover the sums due. This sum represents 1.31% of the total debit raised for 2017/18 of £88.2 million.

## Recommendation

5. It is recommended that a total amount of £108,994 of former Housing tenant arrears, £129,915 of Housing Benefit overpayments and £1,152,863 of Non-Domestic Rates and Council Tax be written-off subject to steps for recovery being taken, wherever possible, if and when contact is made.

## Reasons

6. The recommendation is supported as regular arrangements for writing off debts are in accordance with best practice for good financial management.

**Paul Wildsmith, Managing Director and  
Ian Williams, Director of Economic Growth and Neighbourhood Services**

## Background Papers

No Background papers were used in the preparation of this report

Anthony Sandys: Extension 6926

S17 Crime and Disorder	It is not considered that the contents of this report have any such effect
Health and Well Being	There are no issues relating to health and well-being which this report needs to address
Carbon Impact	There are no carbon impact implications in this report
Diversity	There are no diversity issues
Wards Affected	Not applicable
Groups Affected	Not applicable
Budget and Policy Framework	The issues contained within this report do not represent change to Council budget or the Council's policy framework.
Key Decision	This is not a key decision
Urgent Decision	For the purpose of the 'Call-in' procedure this does not represent an urgent decision
One Darlington: Perfectly Placed	The report has no particular implications for the Sustainable Community Strategy
Efficiency	Effective write-off mechanisms ensure streamlining of processes in terms of financial management and good housekeeping
Impact on Looked After Children and Care Leavers	This report has no impact on Looked After Children or Care Leavers



## MAIN REPORT

### Information and Analysis

#### Former Housing Tenant Arrears

7. A summary of former tenant arrears recommended for write-off is given in Table 1:-

**Table 1: Proposed Arrears to be Written Off - 2017/18**

<b>Category</b>	<b>No</b>	<b>Value £</b>
Deceased	12	£10,187
No forwarding Address	15	£24,996
Statute Barred <sup>1</sup>	3	£3,215
Cases referred for Debt Recovery action and/or legal action but not financially viable to proceed, for example, cases where the debtor has no assets or is in receipt of state benefits.	44	£70,596
<b>Total</b>	<b>74</b>	<b>£108,994</b>

8. Applicants who apply for housing with former tenancy debts will be considered objectively. The Choice Based Lettings policy states that applicants with housing related debts exceeding £1,500 will be ineligible for housing, unless there are any current mitigating circumstances. Applicants with housing related debts under £1,500 will be overlooked initially but can be re-housed in accordance with the criteria detailed in table 2 below.

**Table 2: Re-housing Criteria for Applicants with Debts**

<b>Circumstances</b>	<b>Decision</b>	<b>Action taken by Applicant</b>
Under £500 Arrears/ Not evicted	Overlook for offers	Clear debt in full or maintain repayment schedule for 13 consecutive weeks or more
Over £500 Arrears/Not evicted	Overlook for offers	Clear debt in full or maintain repayment schedule for 26 consecutive weeks or more
Evicted	Make ineligible	Clear debt in full or fresh application can be made after 12 month ineligibility period, providing repayment schedule maintained for 26 consecutive weeks or more
Former Tenants Rechargeable Repairs under £500	Overlook for offer	Repayment schedule must be maintained for 13 consecutive weeks or more

<sup>1</sup> Statute barred – Debts outstanding over six years, where it is had not been possible to obtain an acknowledgement to the debt, are statute barred from recovery by sections 5 or 24(1) Limitation Act 1980.

Former Tenants Rechargeable Repairs over £500	Overlook for offers	Repayment schedule must be maintained for 26 consecutive weeks or more
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9. Housing Services will take all reasonable steps to recover former tenant arrears and will only write-off debt where it is appropriate. As at 31 March 2018, a total of £90,720 has been received in income from former tenants towards arrears for the financial year 2017/18.
10. Housing Services has a dedicated Income Management team, in order to ensure that appropriate resources are available to maximise all income streams.
11. Housing Services carry out pre-termination visits and set in place arrangements to clear any outstanding arrears or debt. Officers actively work in partnership with our key partners and external agencies offering financial advice and assistance to all customers.
12. Recovery action includes address searches across a number of databases, letters and phone calls. When required, cases are referred to the Council's contracted collection agents.
13. Housing Officers have also provided appropriate training scripting and support to front line staff to assist them in:
  - (a) Triaging calls
  - (b) Providing good quality, relevant advice and support
  - (c) Providing appropriate signposting services
14. Payment terminals are available in the Customer Services Centre. This enables Officers to take cash or card payment in person. This facility is used for both current and former tenant arrears.
15. The sum of £27,558 has also been written off under delegated powers, for a total of 142 cases, where arrears were below £500.

#### Housing Benefit Overpayments

16. Table 3 below is a schedule of Housing Benefit overpayments recommended for write-off:

**Table 3 – Proposed Housing Benefit overpayments to be written-off (individual cases exceeding £500) - 2017/18**

<b>Category</b>	<b>Number</b>	<b>Value £</b>
Hardship	1	£2,081
Official error	11	£16,279
Deceased	6	£17,779
No forwarding address	14	£17,153
Bankruptcy	17	£43,182
Other reason*	23	£32,721
<b>Total</b>	<b>72</b>	<b>£129,195</b>

\***Other reason** will be aged debts where all reasonable steps to recover the amounts have been taken, but it is no longer financially viable to proceed further.

17. For information, the Housing Benefit overpayments written-off that were under £500 are 263 debts totalling £33,194.
18. Housing Benefit is paid to many thousands of claimants and landlords each year through the Housing Benefit scheme. Whilst every effort is made to minimise overpayments, due to the very nature of the scheme some overpayments will occur.
19. Overpayments can be caused by:
  - (a) A failure of the claimant or landlord to report a change of circumstance, which may affect the level of entitlement to benefit, or
  - (b) Incorrect information being supplied, or
  - (c) Errors made by the Local Authority, or
  - (d) Errors made by the Department for Works and Pensions (DWP) and by Her Majesty's Revenues and Customs (HMRC).
20. Depending upon how the overpayment occurs will determine whether or not it can be recovered or must be written-off as irrecoverable.
21. In respect of recoverable overpayments, these may be recovered by:
  - (a) Raising an invoice, or
  - (b) Deductions from ongoing benefit entitlement, or
  - (c) Recovery from the landlord's scheduled payment, or
  - (d) Deductions from certain social security benefits payable to the claimant in certain circumstances, or
  - (e) Deductions from earnings for people in work.

22. In respect of invoiced debts, during the course of recovery procedures, it may be found that an individual cannot be located, has been made bankrupt, or an appeal has been successful. Where appropriate, the Revenues and Benefits section will make every attempt to trace individuals by enquiries through other departments of the Council, and if necessary via tracing agencies and the Council's contracted collection agents. Only when all avenues of recovery have been exhausted, will the overpayment be considered for write-off.
23. Table 4 provides details of the total amounts of Housing Benefit written-off when compared to the total of Housing Benefit paid and overpayments generated.

**Table 4: Housing Benefit paid compared to overpayments in 2017/18**

<b>Total benefit paid (£,000)</b>	<b>Total over-payments created (£,000)</b>	<b>Total over-payments written-off (£,000)</b>	<b>Write-offs as a % of total benefits paid</b>	<b>Write-offs as a % of over-payments created</b>
£36,254	£1,670	£162	0.45%	9.70%

24. The total amount of Housing Benefit overpayments recovered in 2017/18 was £1,106,519.

#### Non-Domestic Rates and Council Tax

25. In 2017/18 the Council collected 95.6% of Council Tax due in that year. In-year collection of Non-Domestic Rates was 98.9% during 2017/18. The collection of both Council Tax and Non-Domestic Rates continues to be a challenge for the Council during these financially difficult times.
26. Under the local Council Tax Support (CTS) scheme, all working aged recipients of CTS have to pay a minimum of 20% of their Council Tax. In 2017/18 the total Council Tax liability for people in receipt of CTS was £2,485,593 of which £1,971,116 was collected during 2017/18 (or 79.30%).
27. The majority of Council Tax and Non-Domestic Rates accounts are paid following receipt of the bill without any recovery action having to be taken. Reminders and recovery action significantly increases the amount of Council Tax and Non-Domestic Rates collected. Before a debt is considered irrecoverable and recommended for write-off, the following recovery procedures are applied:
- (a) During the course of billing and recovery procedures it may become apparent that an individual has absconded or been declared bankrupt, or in the case of a company that it has ceased trading and winding-up procedures commenced. In these circumstances, the Revenues and Benefits section will try to find absconders or submit claims to receivers/liquidators. Enquiries are made through other departments and, if appropriate, at the properties concerned. Supplementary procedures involve contacts with solicitors, estate agents,

landlords, the DWP, other Councils and tracing agents.

- (b) Furthermore, if in the course of the distress process the Council's contracted enforcement agents find a debtor has absconded, they will make their own enquiries to trace the person concerned.

28. As at March 2018, the total outstanding Council Tax (excluding costs) stood at £4.407 million. A team of dedicated Recovery Officers specifically undertake the recovery of these debts, and recent actions by the team have included bankruptcy proceedings and the forced sale of properties. In 2017/18, £1,477,347 of Council Tax arrears from previous years was collected by Recovery Officers. However, some of the older outstanding debts have been identified for write-off.

29. As at March 2018, the total outstanding Non-Domestic Rates (excluding costs) stood at £0.939 million.

30. Table 5 is a schedule of debts recommended for write-off:

**Table 5 – Proposed Non-Domestic Rates and Council Tax to be written-off (individual debts exceeding £500) - 2017/18**

<b>Fund</b>	<b>Classification</b>	<b>No.</b>	<b>Value £</b>
Non-Domestic Rates	Bankruptcy / receivership	38	£342,188
	No forwarding address	4	£10,647
	Other reason	13	£39,501
	<b>Total</b>	<b>55</b>	<b>£392,336</b>
Council Tax	Bankruptcy	81	£102,298
	Deceased	15	£16,373
	No forwarding address	37	£30,956
	Other reason	142	£156,940
	Debt over 6 years old	187	£176,998
	Council Tax Support	424	£276,962
	<b>Total</b>	<b>886</b>	<b>£760,527</b>
Totals	Non-Domestic Rates	55	£392,336
	Council Tax	886	£760,527
	<b>Total</b>	<b>941</b>	<b>£1,152,863</b>

31. The classifications for the write-off of Non-Domestic Rates and Council Tax debts are as follows:

- (a) **Bankruptcy / receivership** – these are debts where the debtor has been made bankrupt, insolvent or the business is in receivership, and there are no

assets left to recover the debt.

- (b) **Deceased** – these are debts where the debtor is deceased and there are no assets left in the estate.
- (c) **No forwarding address** – these are debts where all reasonable steps have been taken to trace the debtor, but their current whereabouts are not known. If contact is made in the future, the debt will become recoverable again.
- (d) **Other reason** – these are debts where all reasonable steps to recover the amounts have been taken, but it is no longer financially viable to proceed further.
- (e) **Debt over 6 years old** – these are debts where all reasonable steps to recover the amounts have been taken, but it is no longer financially viable to proceed further and the debt is over 6 years old.
- (f) **Council Tax Support** – these are debts which are actively being collected through deductions from the debtor’s DWP benefits.

However, the amount of cumulative debt outstanding since 2013, together with their ongoing Council Tax liability, is more than the maximum amount that we can recover via these deductions (currently £3.70 each week). Therefore, write-off is recommended for any excess amount.

The only alternative to writing-off this excess amount would be to refer the debts to the Council’s contracted enforcement agents. However, this will incur additional costs for the debtors and is likely to result in hardship.

32. Members should be aware that, from the same period and in accordance with Financial Procedure Rule 9(e), the following debts have been authorised for write-off in respect of sums of less than £500, where all practical steps have been taken:

**Table 6 – Non-Domestic Rates and Council Tax written-off (individual debts less than £500) - 2017/18**

Non-Domestic Rates	£7,907
Council Tax	£350,505
<b>Total</b>	<b>£358,412</b>

**Table 7 – Summary of Non-Domestic Rates and Council Tax written-off and credits written back - 2017/18**

<b>Fund</b>	<b>Classification</b>	<b>Value £</b>
Non-Domestic Rates	Debts over £500 written-off	£392,336
	Debts under £500 written-off	£7,907
	Credits written back	-£62,554
	<b>Net</b>	<b>£337,689</b>
Council Tax	Debts over £500 written-off	£760,527
	Debts under £500 written-off	£350,505
	Credits written back	-£173,100
	<b>Net</b>	<b>£937,932</b>
	<b>Net Total</b>	<b>£1,275,621</b>

### Financial Implications

33. Financial regulations require authorities to make an annual assessment of the extent to which any money owed to the Council is likely to prove irrecoverable and to make adequate provision in their accounts. The financial implications of writing off the proposed former tenants arrears debt of £108,994 has therefore, already been taken into account in the Housing Revenue Account.
34. In respect of Housing Benefit overpayments, the DWP has recognised that in a system as complex as the Housing Benefit scheme, errors will occur. The DWP provide incentives for local authorities to minimise the number of these errors. As a result, local authorities receive subsidy depending on the type of overpayment.
35. Local authority error overpayments are subsidised at 100% providing we remain below the error threshold of 0.48% of total expenditure. For 2017/18 the error level was 0.26%; therefore these overpayments will be fully subsidised by the DWP. All other eligible overpayments due to tenant or landlord error are funded at 40% subsidy, most of which are then successfully recovered. There will be no financial impact on the Council's current revenue budget as provisions have been made in the previous year.
36. From April 2013, following the introduction of the Non-Domestic Rates Retention scheme, the Council has become liable for its proportion (49%) of the bad and doubtful debts with the remainder being shared between Central Government (50%) and the Durham and Darlington Fire Authority (1%). This has been allowed for in the Council's accounts. Provision for bad and doubtful Council Tax debt has already been made in the Council's accounts so that the write-offs as recommended have no additional financial impact on the Council.

37. For comparison purposes, the amounts of debit raised during 2017/18 (excluding costs) for Non-Domestic Rates and Council Tax were £34.703 million and £53.473 million respectively. The total amounts recommended to be written-off represent 1.13% of Non-Domestic Rates and 1.42% of Council Tax.
38. Despite the ongoing economic conditions, high collection levels remain. Local Tax collection is critically important to provide the Council with an increasingly large part of the resources that it needs to provide essential services to residents and businesses and must, therefore remain a very high priority.



**CABINET**  
**10 JULY 2018**

ITEM NO. ....

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## **PROPOSED WRITE-OFF OF IRRECOVERABLE DEBTS**

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**Responsible Cabinet Member - Councillor Stephen Harker,  
Efficiency and Resources Portfolio**

**Responsible Director - Paul Wildsmith, Managing Director**

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### **SUMMARY REPORT**

#### **Purpose of the Report**

1. To seek approval from Cabinet for the write-off of sundry debtor invoices with individual values greater than £500 that are considered to be irrecoverable.

#### **Summary**

2. Approval is being sought to write-off 23 individual sundry debts totalling £33,087.32, being less than 0.1% of the debt collectable, in which during 2017/18 it has become apparent that no further practical or economical steps can be taken to recover the sums due.
3. Of the debts to be written-off, 21 individual debts (91%) amounting to £30,614.93 are more than one year old with 10 (48%) of those amounting to £9,864.94 being over two years old. As such these debts have already been reflected in budgets and fully provided for in the Medium Term Financial Plan (MTFP), as all sundry debts over one year old are included in the bad debt provision. The total write-off including debts of less than £500 represents 0.2% of debts raised.

#### **Recommendation**

4. It is recommended that Sundry Debtor invoices over £500 in value amounting to £33,087.32 for 2017/18 be written-off, subject to further action if and when contacts are made.

#### **Reasons**

5. The recommendation is supported by the following reasons :-
  - (a) It is considered all practical steps have been made to recover the debts.
  - (b) To enable the Council's accounts to be maintained in accordance with the Financial Procedure Rules.

**Paul Wildsmith  
Managing Director**

**Background Papers**  
Sundry Debtor records

Elaine Hufford : Extension 5404

S17 Crime and Disorder	This Report has no implications for crime and disorder.
Health and Well Being	There are no issues which this report needs to address.
Carbon Impact	There are no issues which this report needs to address.
Diversity	There are no issues which this report needs to address.
Wards Affected	The proposal effects all wards
Groups Affected	The proposal effects al groups within the community.
Budget and Policy Framework	The report does not represent a change to the Council's budget or policy framework.
Key Decision	The proposal does not represent a key decision.
Urgent Decision	This is not an urgent item.
One Darlington: Perfectly Placed	This report does not seek to deliver aspects of the sustainable community strategy.
Efficiency	This report does not contain proposals but refers to on-going initiatives to increase income and reduce costs.
Impact on Looked After Children and Care Leavers	This report has no impact on Looked After Children or Care Leavers.

## MAIN REPORT

### Information and Analysis

6. Following submission of a Sundry Debtor account to a customer, a period of 28 days is normally allowed for payment after which a reminder is sent. A notice advising that legal proceedings may be taken is sent after a further 14 days following which the account is sent to the Assistant Director, Law and Governance in appropriate cases for action through the court.
7. During the course of recovery procedures, it may be found that an individual has absconded or been made bankrupt, or in the case of a company has ceased trading and winding up procedures commenced. In these circumstances, the authority will try to find absconders or submit claims to receivers/liquidators. Enquiries are made through other departments of the Council and if appropriate, searches initiated by bailiffs. Only when all recovery routes have been exhausted is it considered that invoices should be written off.
8. The following is a schedule of debts over £500 recommended for write-off;

<b>Category of Write-Off</b>	<b>2017/18</b>	
	<b>No. of Invoices</b>	<b>Value £</b>
<b>Unable to Trace</b>	<b>6</b>	<b>8,478.81</b>
<b>Deceased – No estate</b>	<b>2</b>	<b>1,238.62</b>
<b>Uneconomical to Pursue</b>	<b>10</b>	<b>18,159.22</b>
<b>Recovery Proceedings Exhausted</b>	<b>5</b>	<b>5,210.67</b>
<b>Total</b>	<b>23</b>	<b>33,087.32</b>

9. The totals above represent a reduction in both values and number of invoices from the previous year. The main area of write-off relates to debts for repair or maintenance of Housing properties (19 individual debts amounting to £30,497.12) where the debt is either uneconomical to pursue or tenants have absconded and recovery proceedings have been exhausted.
10. Of the £33,087.32 of debts identified above, £30,614.93 relates to 21 (91%) invoices that are more than one year old, with 10 (48%) of those amounting to £9,864.94 being over two years old.
11. A provision for bad debts is made in the accounts on a monthly basis and reflected in budgets. Debts over one year old are provided for on a 100% basis, so the write-off outlined above will have no adverse effect on the MTFP. Debts of less than one year old may also be provided for and the decision of how much to provide is taken in consultation with the manager responsible for the service.
12. Cabinet should be aware that in accordance with Financial Procedure Rules, the Assistant Director Resources has authorised write-offs amounting to £40,686 during 2017/18 in respect of 336 individual debts of less than £500 where all practical steps have been taken to recover the debt.

13. An analysis by group of all debts to be written off is shown in the following table:-

<b>Department</b>	<b>No. of Invoices</b>	<b>Total £</b>
<b>Adults &amp; Children</b>	<b>68</b>	<b>5,874</b>
<b>Economic Growth</b>	<b>35</b>	<b>1,476</b>
<b>Neighbourhood Services and Resources</b>	<b>61</b>	<b>8,297</b>
<b>Housing</b>	<b>195</b>	<b>58,126</b>
<b>Total</b>	<b>359</b>	<b>73,773</b>

14. The total amounts to be written off compared to the total invoices raised for 2017/18 are shown in the table below:

	<b>£M</b>	<b>£M</b>
<b>Debt Brought Forward</b>	<b>5.340</b>	
<b>New debt raised during the year</b>	<b>27.773</b>	
<b>Total debt collectable during 2015/16</b>		<b>33.113</b>
<b>Less Cash collected during year</b>	<b>27.972</b>	
<b>Less total debt to be written off</b>	<b>0.073</b>	<b>28.045</b>
<b>Debt carried forward</b>		<b>5.068</b>
<b>Total Debt written off as a percentage of debt collectable in 2017/18</b>		<b>0.2%</b>
<b>Total Debt written off as a percentage of debt collectable in 2016/17</b>		<b>0.5%</b>

15. It should be noted that during 2017/18, 20 individual debts amounting to £7,378.37 which had been written off in previous years were resurrected when debtors were found, these debts were subsequently paid.

16. Darlington Borough Council continually works on debt collection to minimise loss of income by speeding up collection times and reducing the need for invoicing debt by maximising “up front” payment for services wherever possible. Councils are, however, obliged to provide some services that cannot be withheld prior to payment.

### **Outcome of Consultation**

17. No consultation was undertaken in producing this report.

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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