



Cabinet

Date **Wednesday 21 October 2015**
Time **10.00 am**
Venue **The Music Hall, The Witham, 3 Horsemarket, Barnard Castle,
Co Durham, DL12 8LY**

Part A

**Items during which the press and public are welcome to attend -
members of the public can ask questions with the Chairman's
agreement**

1. Public Questions
2. Minutes of the meetings held on 16 September 2015 (Pages 1 - 8)
3. Declarations of interest

Ordinary Decisions:

4. Welfare Reform and poverty issues - Joint Report of Assistant Chief Executive, Corporate Director, Resources and Corporate Director, Regeneration and Economic Development (Pages 9 - 54)
5. Economy and Enterprise Overview and Scrutiny Review of tourism marketing activity undertaken by Visit County Durham - Report of Assistant Chief Executive (Pages 55 - 88)
6. Auckland Castle Update - Report of Corporate Director, Regeneration and Economic Development (Pages 89 - 106)
7. Future DLI Museum Arrangements - Report of Corporate Director, Neighbourhood Services (Pages 107 - 136)
8. County Durham Partnership Update - Report of Assistant Chief Executive (Pages 137 - 150)
9. Alcohol Harm Reduction Strategy 2015 - 2020 - Report of Corporate Director, Children and Adults Services (Pages 151 - 206)
10. Public Health Update Report - Report of Corporate Director, Children and Adults Services (Pages 207 - 220)
11. 0-5 (Health Visitor and Family Nurse Partnership) and 5-19 (School Nursing) Update - Report of Corporate Director, Children and Adults Services (Pages 221 - 236)

12. The County Durham Rights of Way Improvement Plan 2015-18 - Report of Corporate Director, Regeneration and Economic Development (Pages 237 - 278)
13. Street Lighting Energy Reduction Project - Update - Report of Corporate Director, Neighbourhood Services (Pages 279 - 288)
14. Such other business as, in the opinion of the Chairman of the meeting, is of sufficient urgency to warrant consideration.
15. Any resolution relating to the exclusion of the public during the discussion of items containing exempt information.

Part B

Items during which it is considered the meeting will not be open to the public (consideration of exempt or confidential information)

16. Such other business as, in the opinion of the Chairman of the meeting, is of sufficient urgency to warrant consideration.

Colette Longbottom
Head of Legal and Democratic Services

County Hall
Durham
13 October 2015

To: **The Members of the Cabinet**

Councillors S Henig and A Napier (Leader and Deputy Leader of the Council) together with Councillors J Allen, J Brown, N Foster, L Hovvels, O Johnson, M Plews, B Stephens and E Tomlinson

Contact: Ros Layfield

Tel: 03000 269708

DURHAM COUNTY COUNCIL

At a **Meeting of Cabinet** held in **Committee Room 2, County Hall, Durham** on **Wednesday 16 September 2015** at **10.00 am**

Present:

Councillor S Henig (Leader of the Council) in the Chair

Members of Cabinet:

Councillors J Allen, J Brown, N Foster, L Hovvels, O Johnson, A Napier, M Plews, B Stephens and E Tomlinson

Also Present:

Councillors E Adam, D Bell, A Bonner, D Boyes, J Clare, P Conway, M Dixon, B Graham, J Shuttleworth, A Surtees and F Tinsley.

1 Public Questions

There were no questions received from members of the public.

2 Minutes

The minutes of the meeting held on 15 July 2015 were confirmed as a correct record and signed by the Chairman.

3 Declarations of interest

Councillor Tomlinson declared an interest in item 16 due to his position on the Board of Durham Tees Valley Airport. He left the room during the discussion of the item.

4 Health and Wellbeing Board Annual Report 2014-2015

The Cabinet considered a report of the Corporate Director, Children and Adults Services which presented the Health and Wellbeing Board Annual Report 2014/15 (for copy see file of minutes).

Cabinet members congratulated all those involved with the Board, and remarked that it was an excellent example of partnership working.

Resolved:

That the recommendations contained in the report be approved.

5 Care Act and Adult Social Care Transformation Update

The Cabinet considered a report of the Corporate Director, Children and Adults Services which provided an update on the local and national developments in relation to the implementation of the Care Act 2014 and the transformation of Adult Care services (for copy see file of minutes).

Resolved:

That the recommendations contained in the report be approved.

6 Review of Home to School Transport Policy

The Cabinet considered a report of the Corporate Director, Children and Adults Services which sought Cabinet approval to begin consultation on proposed changes to the home to school transport (for copy see file of minutes).

Resolved:

That the recommendations contained in the report be approved.

7 Update on the delivery of the Medium Term Financial Plan 5

The Cabinet considered a report of the Assistant Chief Executive which provided an update on the progress made at the end of June 2015 on the delivery of the 2015/16 Medium Term Financial Plan (MTFP 5) (for copy see file of minutes).

Resolved:

That the report be noted.

8 Quarter One 2015/16 Performance Management Report

The Cabinet considered a report of the Assistant Chief Executive which presented progress against the Council's corporate basket of performance indicators (PIs), Council Plan and service plan actions and reported other performance issues for the first quarter of the 2015/16 financial year, covering the period April to June 2015 (for copy see file of minutes).

Resolved:

That the recommendations contained in the report be approved.

9 Environment and Sustainable Communities Overview and Scrutiny Review Group – Management of the Woodland Estate owned by Durham County Council

The Cabinet considered a report of the Assistant Chief Executive which presented the findings and recommendations of the Environment and Sustainable Communities Overview and Scrutiny Committee's Review Group report on the management of the woodland estate owned by Durham County Council (for copy see file of minutes).

Councillor B Graham, Chairman of the Environment and Sustainable Communities Overview and Scrutiny Committee presented the report to Cabinet, and provided detail on the scope of the review and its findings. She thanked all Members, officers and everyone who had been part of the working group.

Cabinet Members thanked Councillor Graham and the scrutiny group for the review work, and would provide a response to their findings in line with the recommendations in the report.

Resolved:

That the recommendations contained in the report be approved.

10 Safer and Stronger Communities Overview and Scrutiny Committee Review Report on Organised Crime

The Cabinet considered a report of the Assistant Chief Executive which presented the findings, conclusions and recommendations of the Safer and Stronger Communities Overview and Scrutiny Committee review report on Organised Crime (for copy see file of minutes).

Councillor D Boyes, Chairman of the Safer and Stronger Communities Overview and Scrutiny Committee presented the report to Cabinet, and provided detail on the scope of the review and its findings. He thanked all Members, officers and everyone who had been part of the working group.

Cabinet Members thanked Councillor Boyes and the scrutiny group for the review work, and would provide a response to their findings in line with the recommendations in the report.

Resolved:

That the recommendations contained in the report be approved.

11 Forecast of Revenue and Capital Outturn 2015/16 for General Fund and Housing Revenue Account – Period to 30 June 2015

The Cabinet considered a report of the Corporate Director, Resources which provided a forecast of 2015/16 revenue and capital outturn, based on the period to 30 June 2015 for the Council's General Fund and Housing Revenue Account. The report also included

forecasts for the Council Tax Collection Fund and Business Rates Collection Fund (for copy see file of minutes).

Councillor Napier in setting out the position of the savings that have been achieved during times of austerity, and how the authority had protected front line services as far as possible, explained the position of the reserves held by the council in that they had been used to balance the budget so it was important to keep healthy balances. In recognising that further cuts would be required he pointed out that they may need to start using some of the reserves to continue the protection of front line services. There would be period of consultation prior to finalising the budget in February 2016.

Resolved:

That the recommendations contained in the report be approved.

12 School Loans Scheme

The Cabinet considered a joint report of the Corporate Director, Children and Adults Services and Corporate Director, Resources which set out proposals for the establishment of a new loans scheme for schools (for copy see file of minutes).

Resolved:

That the recommendations contained in the report be approved.

13 Review of Care Connect

The Cabinet considered a report of the Corporate Director, Regeneration and Economic Development which informed Cabinet of the proposed Medium Financial Plan (MTFP) savings associated with the Care Connect service (for copy see file of minutes).

Resolved:

That the recommendations contained in the report be approved.

14 Securing Developer Contributions Towards Education Provision in County Durham

The Cabinet considered a joint report of the Corporate Director, Regeneration and Economic Development and Corporate Director, Children and Adults Services which sought agreement on how the financial contributions required to accommodate pupils from new residential developments are both calculated and secured through the statutory planning process as detailed with the 'Securing Developer Contributions toward Education Provision in County Durham' draft document (for copy see file of minutes).

Resolved:

That the recommendations contained in the report be approved.

15 Exclusion of the public

Resolved:

That under Section 100A(4) of the Local Government Act 1972, the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A to the said Act.

16 Durham Tees Valley Airport Pension Proposals

The Cabinet considered a joint report of the Corporate Director, Resources and the Corporate Director, Regeneration and Economic Development which advised on proposals regarding pension liabilities and the airport company (for copy see file of minutes).

Resolved:

The Cabinet approved the recommendations contained in the report.

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DURHAM COUNTY COUNCIL

At a **Special Meeting of Cabinet** held in Committee Room 2, County Hall, Durham on **Wednesday 16 September 2015** at 11.20 am

Present:

Councillor S Henig (Leader of the Council) in the Chair

Members of Cabinet:

Councillors J Allen, J Brown, N Foster, L Hovvels, O Johnson, A Napier, M Plews, B Stephens and E Tomlinson

1 Declarations of interest

There were no declarations of interest.

2 Exclusion of the public

Resolved:

That under Section 100A(4) of the Local Government Act 1972, the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A to the said Act.

3 Former King James Lower School, South Church Road, Bishop Auckland

The Cabinet considered a report of the Corporate Director, Regeneration and Economic Development which provided an update on the restoration of the former King James School building (Grade II) located in Bishop Auckland (for copy see file of minutes).

Resolved:

That the recommendations contained in the report be approved.

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Cabinet

21 October 2015



Welfare reform and poverty issues

Report of Corporate Management Team

Lorraine O'Donnell, Assistant Chief Executive

Don McLure, Corporate Director, Resources

Ian Thompson, Corporate Director, Regeneration and Economic Development

Councillor Simon Henig, Leader of the Council

Councillor Alan Napier, Deputy Leader and Cabinet Portfolio Holder for Finance

Councillor Jane Brown, Cabinet Portfolio Holder for Corporate Services and

Councillor Eddie Tomlinson, Cabinet Portfolio Holder for Assets, Strategic Housing and Rural Issues

Purpose of the Report

- 1 To provide an update to Cabinet on the government's welfare reform programme and related policies affecting residents in the county and seeks approval to consult on a draft County Durham Poverty Action Plan to build a more comprehensive response to the changes to welfare and the wider poverty issues within the county.

Executive summary

- 2 Given the scale of welfare reform and its potential impact on families and communities in the county, regular updates on policy implications and their impacts have been prepared for members and shared with partners.
- 3 The first large scale change, the Welfare Reform Act 2012, was analysed in a report to Cabinet on 30 May 2012. Since many of the changes in the Act have either yet to be implemented or have not yet had a major impact in the county, a summary and update is provided in this report.
- 4 Universal Credit, which was originally intended to be live in the county in October 2013, has only just been implemented in September 2015 and only for a very small cohort of people. An update on the council's work with partners to prepare for Universal Credit and its likely expansion is provided in this report.

- 5 There was a clear manifesto commitment to save a further £12bn from additional welfare reform measures and details of how the Government intends to deliver this are emerging. This report summarises the content of the summer budget in July 2015 and the Welfare Reform and Work Bill, including legislation to freeze working-age benefits for four years, Tax Credit changes, lowering of the Benefit Cap and changes to the Child Tax Credit and the child element of Universal Credit.
- 6 Previous reports on welfare reform highlighted the lack of a cumulative impact assessment of the various components of welfare reform at national level and drew from a number of sources to understand the potential impact in the county. This trend has continued – the current report highlights, where possible, estimates of impacts across the county. The main impacts are as follows:
 - a) The gap between the national rate for child poverty and that in the county has widened by 2.7 percentage points between 2007 and 2012.
 - b) Over 71,000 households will be affected by the introduction of Universal Credit which has just started to be rolled out in the county. This is equivalent to over one third of all households.
 - c) 18,900 fewer families are now claiming tax credits compared to 2011. The number of families claiming has fallen from more than one in four households then, to less than one in five now.
 - d) The number of people claiming the main out of work benefits has fallen from 56,000 in 2009 to 42,490 in 2015, which is the lowest level for 16 years.
 - e) There has been an increase in the percentage of Job Seeker's Allowance (JSA) claimants receiving adverse sanctions since new rules were introduced in October 2012. The rate in the county now stands at 5.6 percent compared to the national average of 4.1 percent.
 - f) 20,000 residents will be affected by the shift from Disability Living Allowance to Personal Independence Payments.
- 7 The reason for providing such an analysis is to understand as far as possible who might be affected, particularly those at risk of losing significant income, and to communicate changes and provide support into work and to offer sources of support as far as possible. We are also continuing to work with the Association of North East Councils (ANEC) on monitoring the impact of welfare reform and measures to address it across the region.
- 8 The council has responded to welfare changes by working corporately and in partnership with a wide variety of stakeholders. A Poverty Action Steering Group has been established to coordinate a broad programme of work. This has included a comprehensive communications and training programme for council staff, the introduction of a local Council Tax Reduction Scheme in 2013 which has protected vulnerable people from potential reductions in benefit entitlement following the Government's 10 percent cut in grant for council tax support, the use of Discretionary Housing Payments and the establishment of a Welfare Assistance Scheme to support people affected by

benefit changes, coordinated support through housing and training providers to help people help themselves, measures to tackle fuel poverty and financial inclusion, and the establishment of a coordinated advice partnership in the county.

- 9 It is difficult to distinguish between changes resulting from welfare reform, economic trends associated with recession and recovery and underlying issues including poverty. For this reason, the council agreed to widen our response to welfare reform, to include addressing those aspects of poverty that can be tackled locally. A draft poverty action plan is attached, for which approval is sought to consult widely. It includes proposed actions to:
- a) raise awareness of poverty within the council and amongst our partners;
 - b) get our services and partners to understand poverty and how we can all work together to help address it;
 - c) establish ways of monitoring how people are affected by poverty; what other issues result from poverty; and what gaps in support exist that can be addressed within the resources available;
 - d) focus closely on child poverty, issues surrounding credit and debt, fuel poverty, the impact of further changes to welfare and benefits, and initiatives to help people into work.

Background

- 10 Since 2010, welfare reform has been a major theme of government policy and indications are that this is set to continue under the new Conservative administration following the general election in May 2015.
- 11 The Welfare Reform Act 2012 consolidated a raft of changes intended to reduce government spending on welfare by £18bn by 2015 by encouraging people to support themselves through work rather than welfare.
- 12 Changes already legislated for include:
- a) the introduction of Universal Credit (UC), a single benefit to be paid on a monthly basis, to replace Income Support, income-based Job Seeker's Allowance (JSA), income-related Employment and Support Allowance, Housing Benefit, Child Tax Credit, and Working Tax Credit. The effective date for the introduction of Universal Credit in Durham was 21 September 2015;
 - b) the abolition of Council Tax Benefit (CTB) which was administered by local authorities on behalf of the Department for Work and Pensions (DWP). The Act replaced centralised support for CTB with local Council Tax support with effect from 1 April 2013, with funding from un-ringfenced grants paid directly to local authorities. Government funding was reduced by 10 percent before being devolved to local authorities to implement locally;
 - c) changes to Housing Benefit, including the application of a size criterion in social-sector houses, with any working-age household deemed to be

- under-occupying their home having part of their Housing Benefit removed (the so-called 'spare room subsidy' or 'bedroom tax');
- d) the abolition of the Social Fund with effect from 31 March 2013, which used to fund 'last resort' benefits such as crisis loans, and its replacement with a non-ring fenced welfare assistance grant paid to local authorities to fund local schemes;
- e) replacing Disability Living Allowance (DLA) for all working-age claimants with a new Personal Independence Payment (PIP);
- f) the introduction of a cap on the total benefits to which an individual or couple is entitled from out of work benefits. The cap was introduced in April 2013, and set at £26,000 a year (a maximum of £500 per week) for lone parents and couples with or without children, and around £18,000 a year (a maximum of £350 per week) for single people without children or whose children for whom they have responsibility do not live with them;
- g) limiting the amount of time that people can receive contribution-based Employment Support Allowance (ESA) to 365 days for those claimants in a work-related activity group or in the assessment phase;
- h) the abolition of the 'Youth' provision, which enabled disabled young people to qualify for the benefit without paying National Insurance contributions.

Recent policy announcements

- 13 Welfare reform was a significant issue during the general election in May 2015 and a key commitment within the Conservative Party's manifesto.
- 14 Following the outcome of the general election, it is clear that further welfare reforms will be implemented which may affect local residents and communities in the county.

Summer Budget statement

- 15 On 8 July 2015, the Chancellor of the Exchequer made a summer budget statement, which provided more detail on the government's initial policy ideas and its commitment to reduce welfare spending by a further £12bn by 2018.
- 16 Specific announcements included:
 - a) legislation to freeze working age benefits for four years from 2016/17, with the exception of maternity pay, personal independence payments, disability pay and Employment and Support Allowance;
 - b) a 'Youth obligation' for 18-21 year olds to "earn or learn" in return for welfare support;
 - c) abolishing automatic entitlement for housing benefit for 18-21 year olds;
 - d) Employment and Support Allowance to be cut to the level of Jobseeker's Allowance for those deemed fit to work (this applies to future claimants only);
 - e) rents paid in social housing will be reduced by one percent a year for the next four years;

- f) the use of lifetime tenancies in social housing will be reviewed;
- g) a number of technical cuts to tax credits including a reduction in Universal Credit work allowances, which will also no longer be awarded to non-disabled claimants without children;
- h) the rate at which a household's Tax Credit award is reduced as they earn more will be increased, by raising the taper rate to 48 percent. The income rise disregard will be reduced from £5,000 to £2,500 – the same level at which it was originally set in 2003;
- i) the benefits cap will be reduced to £20,000 (£23,000 in London) from £26,000 a year;
- j) no extra tax credit, Universal Credit, or housing benefit support for a third child after 2017 (there will be provisions for exceptional circumstances like "multiple births");
- k) reducing the income threshold in tax credits, from £6,420 to £3,850.

17 In addition, the Chancellor also announced some mitigating actions, including:

- a) the introduction of a compulsory national living wage at £7.20 from April 2016 rising to £9.00 by 2020, with future rises recommended by the Low Pay Commission. The intention is that the National Living Wage will be at least 60 percent of median earnings by 2020;
- b) £800m of funding for Discretionary Housing Payments will be provided over the next five years (this compares to £470m between 2012/13 to 2015/16);
- c) All working parents will receive up to 30 hours a week free childcare from September 2017.

Welfare Reform and Work Bill

18 On 9 July 2015, the government published the Welfare Reform and Work Bill to legislate for the reforms it wants to make. The bill makes provision for:

- a) reporting on progress towards full employment and the apprenticeships target, child poverty measures and the effect of certain support for troubled families;
- b) reform of the social mobility and child poverty commission;
- c) the benefit cap;
- d) freezing social security and tax credits;
- e) loans for mortgage interest;
- f) social housing rents.

19 The bill passed its second reading in the House of Commons on 20 July 2015. MPs also agreed a programme motion which scheduled the bill to be considered in a public bill committee, where they can consider the bill in detail and make amendments to it. The first meeting of the public bill committee

took place on 15 and 17 September 2015 and proceedings are scheduled to conclude by Thursday, 15 October 2015.

Benefit cap

- 20 The benefit cap was introduced by the Welfare Reform Act 2012 with the intention of increasing incentives to work, promoting fairness between the tax and welfare systems and helping to reduce the financial deficit. The Act allows the Secretary of State to set a cap on the total amount of welfare payments a household can receive in a year. The level of the cap is determined with reference to estimated average weekly earnings and reviewed each tax year.
- 21 Currently, the cap stands at £26,000. The Welfare Reform and Work Bill will lower the benefit cap, so that the total amount of benefits to which a family on out of work benefits can be entitled to in a year, will not exceed £20,000 for couples and lone parents, and £13,400 for single claimants, except in Greater London where the cap is set at £23,000 and £15,410 respectively. The legislation will remove the link between the level of the cap and average earnings and the requirement for the Secretary of State to review the cap each year, replacing it with a requirement to review the cap at least once in each Parliament and allowing the Secretary of State to review it more regularly at their discretion.

Benefits freeze

- 22 The Bill enables the Secretary of State to freeze the following benefits and tax credits for four tax years starting from April 2016:
- a) the main rates of income support, jobseeker's allowance, employment and support allowance, housing benefit and universal credit;
 - b) the work-related activity group component of Employment and Support Allowance, the work-related activity component of Housing Benefit and the limited capability for work element of Universal Credit;
 - c) the individual element of Child Tax Credit payable to a child or qualifying young person who is not disabled or severely disabled;
 - d) the basic, 30 hour, second adult and lone parent elements of working tax credit; and
 - e) both elements of child benefit, that is, the "enhanced rate" for the eldest child and "any other case" for any other child.
- 23 Pensioner and disability-related benefits and statutory payments such as statutory maternity pay and ordinary and additional statutory paternity pay are not affected by the proposed freeze.

Changes to the Child Tax Credit and the child element of Universal Credit

- 24 The Bill also enables the government, from the 2017/18 tax year, to restrict the child element of Child Tax Credit and Universal Credit to two children per family.

- 25 One of the main principles of Universal Credit is that people who can, must look for work in return for the benefit.
- 26 Currently, carers of young children do not need to look for work, however, the Bill seeks to change the rules so that:
- a) those with a child aged three or four years old should be subject to all-work related requirements;
 - b) those with a child aged two should be subject to work-focused interview and work preparation requirements; and
 - c) those with a child aged one should remain subject to work-focused interview requirements only.
- 27 This will apply to families who become responsible for a child or children born on or after 6 April 2017.

Loans for mortgage interest

- 28 The Bill will enable interest-bearing loans to be made to eligible owner-occupiers in respect of their liability to pay mortgage interest for their home, which will be secured by a second charge on their property. It will replace the existing scheme which allows owner-occupiers who are receiving an income-related benefit to claim additional help towards their mortgage payments. This help will be replaced by the opportunity to apply for a loan which will only be granted if individuals satisfy certain requirements, including that they have received financial advice, and the loan will be secured against their property. The provision of help in the form of a loan rather than a benefit, is intended to continue to help avoid repossessions, while providing better value for the tax payer.

Universal Credit roll-out

- 29 In April 2013, the government's flagship Universal Credit started to roll out to single people (without children) in 11 pathfinder areas. Since then it has been implemented in the North West and the eligibility criteria have recently been expanded in some Jobcentres to include families. Although it was initially anticipated that the roll-out of Universal Credit would be completed across the UK by 2017, this has subsequently been amended and it is currently expected that the benefit will be fully introduced to all claimants by 2019.
- 30 In February 2015 the Public Accounts Committee's inquiry into progress with the introduction of Universal Credit concluded that it could not judge the value for money of the DWP's £700 million expenditure on Universal Credit to date. The Department justified spending large amounts of money on Universal Credit on the promise of benefits in the future, such as from higher employment. However, with just 17,850 claimants receiving Universal Credit in October 2014, out of around seven million expected in the longer term, the Department had only rolled it out to around 0.3 percent of the eligible population. Despite this, the Department had spent £344 million with suppliers developing its live service systems, which were found to be technically limited and expensive to operate because they require manual

intervention, and expects to re-use just £34 million of these systems when it launches the digital service.

- 31 In November 2014 the government announced that the national roll out of Universal Credit would continue and be introduced in four tranches between February 2015 and April 2016. This is a phased roll-out of Universal Credit and first claimants are single new applicant jobseekers without dependents and without mortgage costs.
- 32 In the North East, Hartlepool and Newcastle councils were included in tranche one (February to April 2015) whilst Gateshead was the only local authority to roll out Universal Credit in tranche two (May to July 2015). It was confirmed that Durham would be included in tranche three (which commenced on 21 September 2015).
- 33 Even if the government meets its target to have the benefit rolled out to all jobcentres by 2016, this does not mean that everyone will be able to access it. It is being introduced stage-by-stage to different groups - singles, couples then families - to ensure the system can cope with complex claimants.

Independent Living Fund

- 34 The Independent Living Fund (ILF) has provided financial support to people with disabilities across the UK. ILF was closed to new users in 2010 and in December 2012 the government announced it would close the ILF permanently on 30 June 2015. From 1 July 2015 responsibility for supporting ILF users in England passed to local authorities.

Child Poverty

- 35 On 1 July 2015, the Secretary of State for Work and Pensions announced that the government intended to scrap the current measure of child poverty and associated targets.
- 36 Under the current framework, a child is defined as being in poverty when living in a household with an income below 60 percent of the United Kingdom's average.
- 37 The government believes that the current measure is flawed and a poor test of whether children's lives are improving.
- 38 Under the Welfare Reform and Work Bill, it is intended to drop the four UK-wide targets and measures around relative low income, combined low income and material deprivation, absolute low income and persistent poverty, and to introduce new statutory measures focused on levels of work within a family and improvements in education attainment, which are seen as two key areas in improving social mobility.
- 39 The government will also develop a range of other indicators to measure other causes of poverty, including family breakdown, debt and drug and alcohol dependency, reporting annually on how these indicators affect life chances.
- 40 The bill contains provisions to bring the proposed changes into effect. It also contains provisions to remove most other duties and provisions in the Child

Poverty Act 2010 (other than provisions relating to devolved administrations) and to amend the Act to become the Life Chances Act.

- 41 Amongst the duties to be removed are the duty on local authorities to co-operate to reduce child poverty in their area, including the preparation of a joint child poverty strategy and the duty to publish an assessment of the needs of children living in poverty in their area.

Fuel Poverty

- 42 Fuel poverty arises from a household's inability to afford the energy required to power and heat their home to a satisfactory standard necessary for good health. This standard is defined as domestic temperatures of 21°C in the primary living area (living room) and 18°C in the secondary living areas (other occupied rooms).
- 43 Since 2010 a range of new national fuel poverty funding programmes and reporting requirements have been introduced by the government.
- 44 On 23 July 2015 the government confirmed that in the light of low take-up and concerns about industry standards there would be no further funding to the Green Deal Finance Company and for Green Deal Home Improvement Funds, which provided financial assistance for those installing qualifying energy efficiency measures in accordance with the criteria of the improvement funds programme. Any existing vouchers and applications that were applied for by individuals would not be affected.
- 45 The Fuel Poverty Strategy for England 2015-2030 was released on 3 March 2015. There are over 320,000 fuel poor households in England who live in properties rated below band an "E" level EPC rating who need to spend on average £1,000 a year more on energy to heat their home compared to a typical home. Through the Energy Act 2013, the government established a new duty to adopt a fuel poverty target. The new fuel poverty target for England sets out an ambition that as many fuel poor homes as reasonably practicable achieve a Band C energy efficiency standard by 2030 and this became law in December 2014.
- 46 Government policies relating to the Energy Company Obligation scheme are still being supported for this year but the future of the Energy Company Obligation scheme will be discussed as part of a government review of standards, consumer protection and enforcement of energy efficiency schemes, along with collaboration and partnership working between the Department of Energy and Climate Change and the Department of Communities and Local Government.

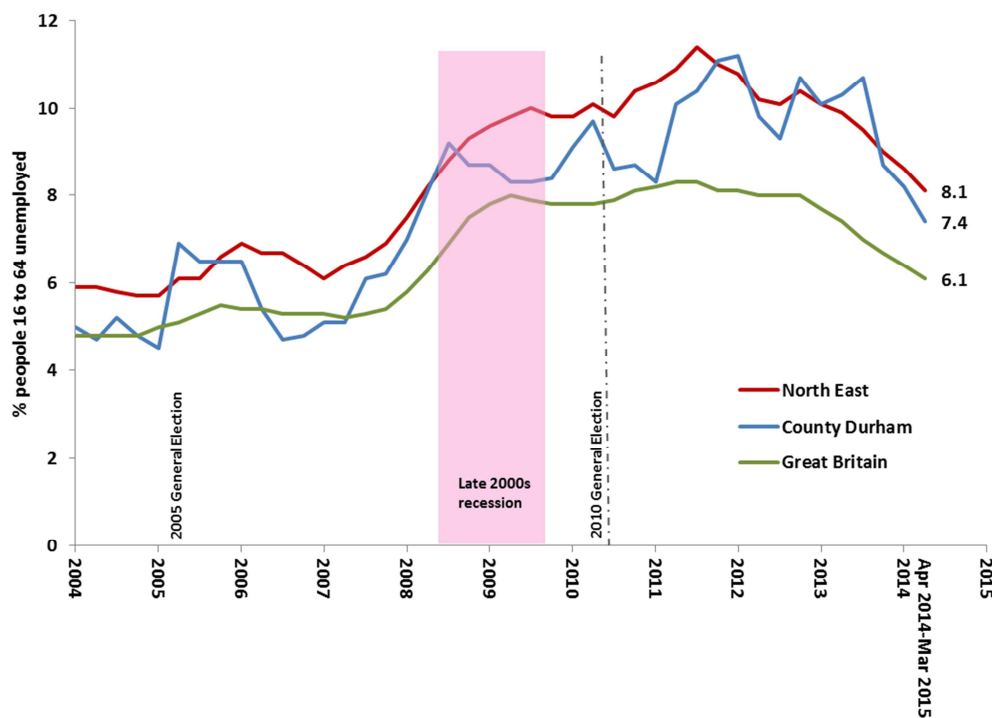
Impacts of welfare reform and poverty

- 47 It is difficult to conclusively distinguish between changes resulting from welfare reform, economic trends associated with recession and recovery and underlying issues including poverty.

Unemployment trends

- 48 Unemployment both locally and nationally has been falling. Latest estimates show unemployment in County Durham is 7.4 percent - the lowest since the recession started in 2008. Unemployment is still relatively high when compared nationally and with pre-recession averages (figure 1).

Figure 1: Unemployment trends



- 49 Correspondingly, employment rates have increased in County Durham since 2012. Nationally trends show employment levels and rates are at their highest ever. Locally, however, rates remain well below the pre-recession peak, The North East has seen recent upward trends but County Durham remains some way off the 72.1 percent achieved during 2006, approximately 4 percent lower than pre-crisis levels.
- 50 It should be noted however, that improved employment prospects since the recession have not benefited all groups in the same way:
- Gender:** the male employment rate in the county is increasing and at 74.9 percent is at a relatively high point since the recession. It is however still 2.8 percent below UK levels. Female employment rates remain relatively low at 62.4 percent, well below the UK (67.6 percent) and approximately 2.5 percent below the North East female employment rate.
 - Age:** the 16-24 employment rate has steadily increased since 2012 and is now around the UK average, but remains relatively low compared to other age groups and pre-recession levels. The 25-49 employment rate in County Durham is around the same as the national average. Employment rates in this age group tend to be highest, but had been relatively low over the last few years. There are relatively low numbers of workers in the older working-age group (50-64). The gap is also relatively large at 10.4

percent - much wider than other age groups. Recent trends show a decline in rates at a county level but this may not be significant because of sampling variation.

Disposable income

- 51 Gross disposable household income (GDHI) in the county has increased since 2012 at a faster rate than the national average, but at £14,659 is still below the North East (£14,927) and £2,900 less than the national average of £17,559.

Child Poverty

- 52 The latest release of the Children in Low-Income Families Local Measure shows the gap between County Durham and England continues to widen.
- 53 Levels of child poverty have remained relatively stable over the last six years with the biggest increase between 2008 and 2009 as the recession took hold and between 2011 and 2012 as the economy struggled to recover. The number of children affected between 2007 and 2012 remained between 20,000 and 21,000.
- 54 In 2007, 22.9 percent of County Durham children aged under 16 were in families receiving less than 60 percent of median national income. This was only slightly higher than the national rate of 21.8 percent. However, the latest data from 2012 indicates the gap has grown to three times the size (County Durham 22.7 percent, England 18.9 percent). If the level of child poverty in the county had followed national trends, there would have been over 3,000 fewer children in poverty in 2012.
- 55 Meanwhile, between 2011 and 2012 there was a greater decrease in regional child poverty when compared with County Durham, with regional and county rates being within 1 percent of each other for the first time since 2007.

Universal Credit

- 56 Universal Credit (UC) began in County Durham on 21 September 2015 and it is estimated that over 70,000 people will be affected by Universal Credit once this has been fully rolled out.
- 57 UC is best understood as a repackaging of existing benefits. It introduces for the first time a consistent benefit withdrawal rate, intended to ensure that claimants are always financially better off in work, but the rules governing eligibility are essentially carried over from the existing benefits it replaces. Unlike the other welfare reforms covered here, Universal Credit is not expected to result in a net reduction in benefit entitlement.
- 58 The initial roll out will affect a small group of claimants and is only for new claims from single people without children and without mortgage costs, who would otherwise have been eligible for Jobseeker's Allowance, including those with existing Housing Benefit and Working Tax Credit claims. As existing benefits transfer to UC over time, more than a third of all households (71,200) in County Durham will be affected. Table 1 provides a breakdown of this estimate.

Table 1: Estimate of claimants affected by Universal Credit

Benefit	UC element	Claimants
Tax Credit Families¹ (a)	Total claimants	40,000
(b)	out-of-work	11,700
Income Based JSA² (c)	16-64 Working Age Group	7,000
Income Related ESA² (d)	16-64 Working Age Group	14,100
Income Support² (e)	16-64 Working Age Group	8,800
(f)	of which are on IB/SDA	1,400
IB/SDA² (g)	16-64 Working Age Group	2,600
Housing Benefit³ (h)	16-64 Working Age Group	33,700
(i)	of which are on passported benefits (not including Pension Credit)	21,900
Total estimated universal credit claims⁴		71,200

59 The following sections provide some detail as to recent trends in the main benefits affected by UC and other welfare reforms.

Tax Credits changes and trends

60 Since 2010 changes to tax credit as a result of welfare reform have included:

- freezes to the main, lone parent and couple elements of the working tax credit;
- increases in the hours-of-work requirements for couples with children to receive working tax credit;
- an increase in the rate at which tax credits are tapered away as income rises from 39p for every £1 of extra income to 41p;
- reductions in the incomes at which tapering away of tax credits begins, most notably for the ‘family element’ of the child tax credit;

¹ HMRC, Child and Working Tax Credits Statistics, December 2014,

<https://www.gov.uk/government/statistics/personal-tax-credits-provisional-statistics-2013-to-2009>

² DWP, Counts of County Durham residents claiming Income Based JSA, Income Related ESA and Income Support, November 2014, <http://83.244.183.180/5pc/tabtool.html>

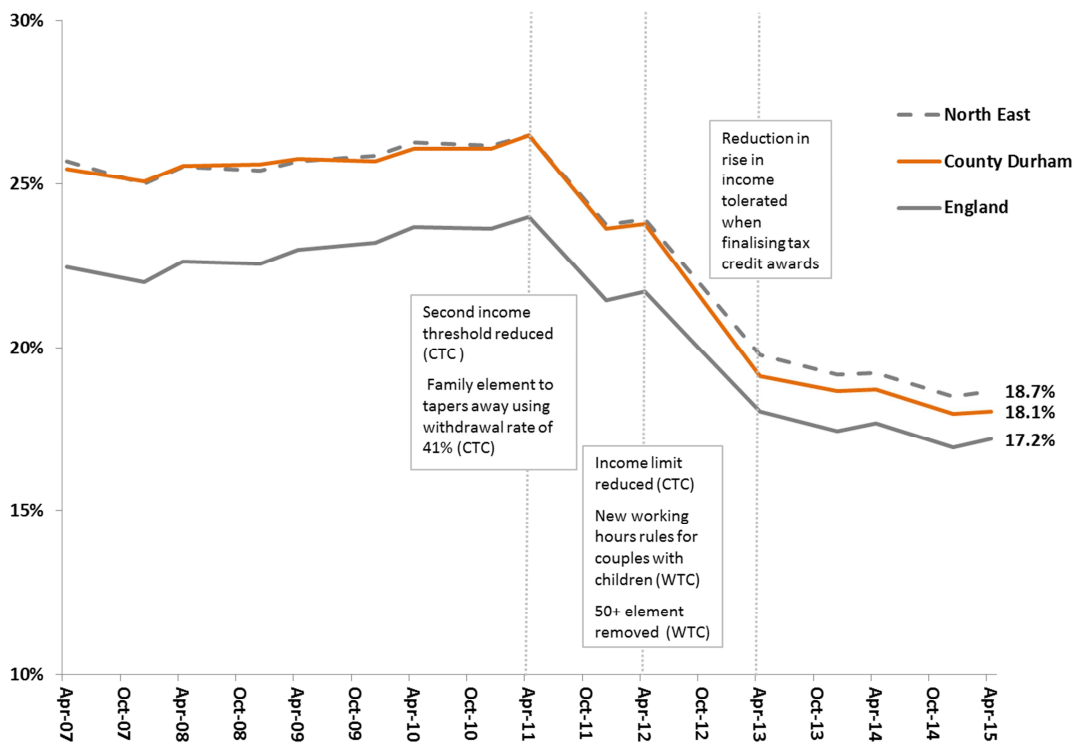
³ DWP, Counts of County Durham residents claiming Housing Benefit, November 2014, <https://stat-xplore.dwp.gov.uk/>

⁴ Total estimated families claiming existing benefits that will transfer to UC. This is estimated through attempting to remove any double counting across different benefits. The UC calculation involves; (a-b)+c+d+e+(g-f)+(h-i). Despite steps to remove double counting some may still remain, for example the number of working age families claiming tax credits and housing benefits cannot be derived from DWP sources. Also while efforts have been made to ensure that data are reflect the same reference point (2014) it should be noted that some data are quarterly and some are monthly.

- reductions in the proportion of childcare costs that can be claimed for, from 80 percent to 70 percent;
- removal of a number of elements of tax credits (such as the 'baby' element paid to families with a child aged under 1);
- and increases in the child element of the child tax credit.

61 The result of these changes is that the poorest (for example, non-working) families with children generally receive a little more support from tax credits than they otherwise would have, but that families with higher income receive less (especially if they claim support for childcare costs). In this way, the changes mean that support has become more targeted at those with the lowest incomes, but at the expense of a weakening of work incentives. In practice this has meant a sharp reduction in the number of families claiming child tax credit and/or working tax credit and a significant reduction in household income, if it is not replaced by earned income (Figure 2).

Figure 2: Proportion of Households Claiming Child Tax Credit and/or Working Tax Credit



62 Between April 2011 and April 2015 the total number of families claiming tax credits fell by 18,900, reducing from more than one in four (26.5 percent) of all households in County Durham to less than one in five (18.1 percent). The fall is largest for in-work families where now 17,600 fewer families claim tax credits.

63 Changes announced in the recent 2015 summer budget are likely to further affect both eligibility for tax credits and the amounts to which families are entitled. The income threshold beyond which tax credits are withdrawn will be reduced from £6,420 to £3,850; whilst the taper rate at which they are withdrawn will be increased from 41 percent to 48 percent. This will result in a

large cut in tax credit income for working families. All working-age benefits will be frozen for four years. In addition, tax credits – and their equivalent under Universal Credit – will be limited to two children, with larger families receiving no increase beyond that for the second child. This will apply to families who become responsible for a child or children or qualifying young person(s) born on or after 6 April 2017. Multiple birth families will, however, be exempt.

- 64 The Chancellor's announcement on the new Living Wage means that over 25s will be entitled to a compulsory National Living Wage of £7.20 from April 2016, with the Low Pay Commission being asked to ensure it reaches at least 60 percent of median earnings – expected to be over £9 per hour – by 2020. However, according to the Social Market Foundation⁵, the combination of cuts to tax credits and the introduction of the National Living Wage mean that many low paid working families claiming tax credits will receive a net reduction in income after taking into account Income tax, National Insurance contributions and falling tax credits.
- 65 This conclusion has also been highlighted by the Institute for Fiscal Studies⁶, which has identified that the average gain from the National Living Wage, which can be expected by the 8.4 million working households currently eligible for benefits or tax credits, amounts to £200 per year. This compares with an average loss of £750 per year from cuts to benefits and tax credits.

Main out-of-work benefits

- 66 The number of people claiming the main out-of-work benefits in County Durham has also been falling since it peaked in 2009 as a result of the recession, with in excess of 56,000 claimants resident in County Durham. Numbers have steadily declined since and are now lower than at any other time in the last 16 years at 42,490 claimants. This reduction is partly the result of improving employment but also influenced by policy changes by DWP, such as Employment Support Allowance. The vast majority of claimants of these benefits will transfer to UC but it should be noted that some JSA and ESA claimants on contributory based benefits will remain outside of UC.

Jobseeker's Allowance (JSA)⁷

- 67 JSA peaked in 2012 with over 15,800 claimants. Claimant numbers then declined until November 2014 (7,480 claimants) although this was still higher than before the recession. This decline may in part be due to the introduction of a new sanction regime in October 2012. There has however been a slight increase in the last quarter of 130 claimants.

⁵ <http://www.smf.co.uk/smf-response-to-the-summer-budget-2015/>

⁶ <http://www.ifs.org.uk/publications/7975>

⁷ DWP Benefits, Benefit Payments - Jobseekers Allowance, accessed via www.nomisweb.co.uk

Employment Support Allowance/Incapacity Benefit (ESA/IB)⁸

- 68 The numbers of people claiming work-related sickness benefits declined steadily between 2008 and 2014 following the introduction of ESA. This allowance replaced Incapacity Benefit and Income Support paid on the grounds of incapacity for new claims from October 2008 and the work capability assessment (WCA).
- 69 In April 2011, a rolling programme was implemented by the previous government in which all existing Incapacity Benefit claimants were re-assessed using WCA. Those who passed the assessment were moved to ESA. Those who failed were disqualified from both ESA and IB, though they were able to apply for JSA if they satisfied its conditions. Nevertheless, many individuals continued to receive Incapacity Benefit during this period until their claims were re-assessed.
- 70 A new sanction regime was also introduced in December 2012, reducing the numbers of people claiming ESA further but the numbers affected are relatively low compared to JSA. Since February 2009, numbers of IB/ESA went through 20 consecutive quarterly falls. In February 2014 the number of County Durham residents claiming ESA/IS reached 27,600 claimants, the lowest number claiming sickness related benefits since comparable records began. However, there has been a recent increase of 1,460 ESA claimants over the two most recent quarters. This might indicate people returning to sickness-related benefits in due course after being moved onto ESA following their work capability assessment.

Income Support

- 71 The number of people claiming income support in County Durham has decreased from a peak of 22,900 in 2003 to 8,400 in February 2015. These reductions have been brought about by a number of policy changes which include the introduction of child tax credit in April 2003, but more recently through reductions in the entitlement age of the youngest child for lone parents (decreasing from age 15 to age 5 years in four phases over four years) and equalisation of the state pension change. The biggest change however was brought about by the introduction of ESA. Many Income Support claimants also claimed Incapacity Benefit – a combination which is not permitted under ESA, which is means tested in a way similar to Income Based JSA.

Housing Benefit (HB)⁹

- 72 The number of working age HB claimants in County Durham has not varied greatly since 2011. Numbers peaked in May 2013 at around 35,000 claimants (10.7 percent of the working age population). Since then the gap between the local and national housing benefit claimant rate has widened slightly. The number of working age claimants in the county in May 2015 is 33,871; 10.3 percent of the working age population, but nationally the rate dropped by 0.5 percent to 8.9 percent of the working age population.

⁸ DWP Benefits, Working age client group – ESA/IB/Income Support, accessed via www.nomisweb.co.uk

⁹ Housing Benefit trend stats, DWP stat-xplore, accessed via <https://stat-xplore.dwp.gov.uk/>

- 73 Overall, the proportion of people claiming HB who are also claiming other DWP benefits has fallen but only slightly (from 69.7 percent of all claims in January 2011 to 66.3 percent in May 2015).

Freeze to Working Age Benefits

- 74 One of the policy announcements in the 2015 Queen's Speech was a two-year freeze on the majority of working-age benefits. Beginning in 2016, the main rates of working-age benefits, tax credits and Child Benefit will be frozen. Pensioners and benefits relating to disability costs will be protected, as well as statutory payments such as Maternity, Paternity and Adoption Pay.
- 75 The policy is intended to make large savings by spreading spending reductions over a broad spectrum of benefits. It follows similar measures brought in under the last parliament. The previous Government made significant savings by switching the indexing of benefit rates from RPI to the less generous CPI rate of inflation. From 2013, the increase of most working-age benefits was capped at 1 percent per year in nominal terms for three years. The Institute for Fiscal Studies¹⁰ (IFS) has calculated that together these changes made a very significant contribution to the £16.7bn worth of cuts made to the welfare system during the last parliament, amounting to £6bn by 2015-16.
- 76 There is evidence that despite inflation being low recently this policy has placed significant financial pressure on millions of low income households. The Citizens Advice Bureau note that over the last four years, there has been a sharp increase in their clients seeking advice on debt. The composition of debt about which their clients seek advice is also changing, with a shift away from consumer credit issues towards problems in meeting basic household bills.
- 77 The planned uprating freeze will therefore take effect at a point when many households are already financially vulnerable. With inflation projected to increase over the next two years, these risks should be considered against the savings intended; growth in problem debt entails very significant costs, both for those affected and the Exchequer, and affects work incentives, health outcomes and family life.

New Sanctions regime¹¹

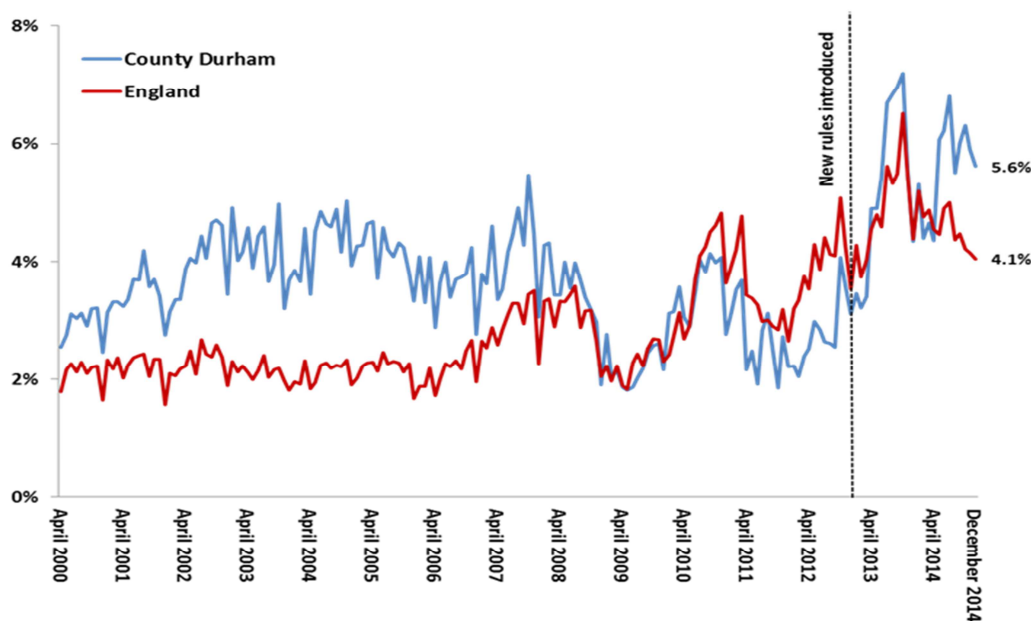
- 78 DWP introduced a new sanctions regime for JSA from October 2012. The new rules introduced three categories of sanction – higher, intermediate and lower – depending on the nature of the offence and also introduced different levels of sanction for first, second and third offences. The new regime has increased the rate of adverse sanctions for individuals claiming JSA both nationally and within County Durham. Overall, the impact of these changes

¹⁰ Hood and D. Phillips (2015), Benefit Spending and Reforms: The Coalition Government's Record, London: Institute for Fiscal Studies, <http://www.ifs.org.uk/uploads/publications/bns/BN160.pdf>
Citizens Advice (2015), Citizens Impact Assessment: Freeze to Working Age Benefits, CAB, <https://www.citizensadvice.org.uk/Global/CitizensAdvice/welfare%20publications/Benefit%20freeze%20impact%20assessment.pdf>

¹¹ DWP JSA sanctions stats accessed via <https://stat-xplore.dwp.gov.uk/>, chart data represents three month average of individuals sanctioned as a proportion of three month average of JSA claimants

has increased the frequency of sanctions on JSA claimants, with a higher percentage of local claimants affected compared to England overall (figure 3).

Figure 3: Increase in percentage of JSA claimants receiving adverse sanctions with new rules introduced in October 2012



Personal Independence Payment (PIP) and Disability Living Allowance (DLA)

- 79 Personal Independence Payment (PIP) is a benefit for people aged 16 to 64 with a long-term health condition or disability which has replaced Disability Living Allowance (DLA) for anyone who is not getting DLA and who wants to make a new claim.
- 80 The underlying rationale for moving from Disability Living Allowance (DLA) to PIP is that help toward extra costs because of a long term ill-health condition or disability should be based on how a person's condition affects them, not the condition they have.
- 81 Just before PIP was rolled out in 2013 there were around 23,100 people on DLA aged 16-64. Since then, this number has fallen but not by as much as PIP has increased. The DLA caseload fell by almost 3,000 but latest data shows almost 5,000 people are now claiming PIP.
- 82 The number of PIP claimants is likely to increase more rapidly over the next year as the gradual rollout accelerates during 2015. From September 2015 onwards, DLA claimants living in DH (Durham) postcodes will be contacted by DWP to be invited to apply for PIP 20 weeks before the claimant DLA entitlement ends. These transitional arrangements are planned to be completed by 2017, but it is not yet clear when DLA claimants in other parts of the county will be invited to claim.
- 83 Overall this means around 20,000 residents in County Durham currently on the DLA caseload are likely to transition to PIP over the next two years. The

first independent review of the PIP assessment published in December 2014¹² noted that the PIP assessment process “gives a disjointed experience for claimants” and that improvements are required in the short-term. As part of their evidence to the Independent Review, the Citizens Advice Bureau¹³ (CAB) reported serious delays in the end to end process with PIP, from making a claim to getting a decision.

- 84 CAB reported delays of over six months for a decision and, in some extreme but not uncommon cases, delays of nine months or more. This includes major delays with both assessment providers Atos and Capita arranging face-to-face assessments of up to six months and reporting back to DWP decision makers after assessments of up to three to five months.
- 85 Despite some feedback of improvements, they also noted delays in ‘special rules’ cases with some terminally ill clients – not expected to live longer than six months - waiting longer than four weeks for a decision. The delays are having a serious impact on clients and support services, who report that they are regularly seeing cases of clients who needed urgent support with extra costs, (for example, having experienced a life-changing event – diagnosed terminally ill, an accident, sudden onset disability or significant deterioration in an existing condition) faced with financial difficulty, and many whose condition has worsened during the wait or as a result of the uncertainty and stress caused by the delays.
- 86 CAB went on to outline real difficulties for clients navigating the claims process, including issues with the scheduling of face-to-face assessments and last minute cancellations, and communication from DWP helpline staff and assessment providers. Throughout this submission they also highlighted the difficulties disabled clients face with access and reasonable adjustments,
- 87 Understanding the impact on local communities of welfare reform is very difficult, in part because the reforms are not uniform and involve a complex range of factors, but also because there has been no attempt to assess the collective impact of the government’s welfare reforms.
- 88 The same applies to the continuing reduction of local government funding and reforms, including the removal of area-based grants and the shift away from the principle of local government funding being based on need. The lack of adequate impact assessments and the knock-on effect of policy change in one area on another, have been highlighted on a number of occasions by the Public Accounts Committee and the National Audit Office.
- 89 As highlighted to Cabinet on 15 July 2015, the reduction in local authority funding is set to continue and over the next few years will inevitably impact on frontline services. We therefore need to continue to increase our understanding of the local impacts of change, so that when we have to reduce

¹² Gray, Paul, An Independent Review of the Personal Independence Payment Assessment, December 2014, https://www.citizensadvice.org.uk/Global/Migrated_Documents/corporate/citizens-advice-pip-first-independent-review-response.pdf

¹³ CAB, Response to Personal Independence Payment (PIP) Assessment – first Independent Review, September 2014, https://www.citizensadvice.org.uk/Global/Migrated_Documents/corporate/citizens-advice-pip-first-independent-review-response.pdf

spending and service delivery, we can continue to mitigate the impacts where we can, through well thought-out and targeted approaches.

- 90 Clearly, many of the drivers of poverty - such as the strength of the economy, employment, wage rates and inflation - are beyond the council's control, but we can attempt to mitigate the effects and make some of the impacts less severe.

Response to date in the county

- 91 The council has taken a lead through a strategic and co-ordinated approach to the changes made to the welfare system to date, including how the funding available from government has been used to support people affected by the changes. This has identified the benefit of joining services across service groupings. In doing so, it has become apparent that alongside the welfare reform changes there are areas of work already being delivered which are complementary and collectively address the underlying issues around the county, such as the Warm up North scheme and the council's work on financial inclusion.
- 92 The council's response to the welfare changes has been shared widely with the County Durham Partnership and has involved working closely with many key partners. In recognition of the wider impact of the changes on the county, the scope of the welfare reform policy work and the Welfare Reform Steering Group has been broadened to take a more comprehensive overview of poverty issues in the context of welfare reform.
- 93 On 17 December 2014, Cabinet considered the latest update on welfare reform and poverty issues and the progress made in establishing a Poverty Action Steering Group for the county.
- 94 Members agreed that the council should work with partners to focus on the following themes:
- a) Attitudes to poverty and raising its profile;
 - b) Focus on child poverty;
 - c) Involvement of agencies with direct involvement in poverty;
 - d) Credit and debt;
 - e) Further welfare reform and benefit changes;
 - f) Work and personal wellbeing and sense of worth.
- 95 The council's Poverty Action Steering Group (PASG) co-ordinates the delivery of a range of new and existing policy work which seeks to achieve a much broader understanding of the issues affecting residents, resulting from continuing changes to welfare and other issues which mean that residents can experience poverty. Building on this understanding, the group will seek to identify actions to support residents and help address identified inequalities.
- 96 As well as considering recent policy developments in relation to welfare, this report also considers the draft poverty action plan for the county, developed by the PASG based on the agreed themes.

- 97 Council employees, particularly those in customer-facing roles, have received information and training to help them understand the changes and how the council and partners can help.
- 98 A comprehensive communications programme has been instigated to ensure that claimants understand proposed changes and are signposted to the most appropriate sources of advice, help and support.
- 99 In addition, as a matter of course when the council considers policy changes or service restructurings, it undertakes thorough impact assessments to understand the effect of proposed changes and to identify what could be done to mitigate any detrimental effects on disadvantaged communities and vulnerable groups, where possible.
- 100 This is particularly important as the recession and public spending reductions have disproportionately affected northern and poorer areas such as the county, which have lower levels of economic growth, higher rates of benefit dependency and disproportionately higher levels of public sector employment.
- 101 Reductions in welfare support, at a time when public sector employment is falling and private sector growth has yet to create sufficient numbers of replacement jobs, present the county and local partners with a significant and major challenge.

Council Tax Reduction Scheme

- 102 Through its Local Council Tax Reduction Scheme, the council has protected economically vulnerable working age people from the 10 percent national cut in Council Tax support. This scheme has been extended for a further year into 2015/16 in order to maintain the same level of benefit support provided before the scheme was changed in 2013, providing valuable support to many in need. Council is to consider a recommendation to extend this for a further year when it meets on 28 October 2015.

Benefit Cap

- 103 The council continues to engage with those claimants affected by the benefit cap including working with the Stronger Families programme to maximise the opportunity to join up the support required. The number of claimants affected by the benefit cap remains low. When it was introduced in County Durham in July 2013 approximately 120 households were affected and the latest figures indicate that there are 97 households affected by the cap in the county, with the average reduction being £45.16 per week, ranging from £0.43 per week to £137.00 per week. The small number of claimants affected by the benefit cap reflects the ongoing movement of individuals into and out of benefits
- 104 In May 2015 there were approximately 22,500 households in the UK affected by the current benefit cap. The DWP impact assessment for the new reduced benefit cap states around 92,000 additional households over and above those affected by the current cap will have their benefits reduced in 2017/18. Within those households the additional number of adults affected is 112,000 and the number of children 224,000. The assessment points out that these are 'static'

estimates that do not take account of behavioural factors such as the cap encouraging more people to move into work.

- 105 Research conducted by the National Housing Federation compared the amount of housing element a range of household types were able to get before hitting the benefit cap. This was compared with the average rents and eligible service charges for different housing association properties in the different regions of the UK, for couples with two children and again with three children. Results showed the housing element for families with three or more children in the North East would not be sufficient to cover rent and services charges, with a shortfall ranging from £21.38 per week to £67.05 per week depending on the property type.
- 106 Given changing individual circumstances, the final number affected by the reduction will not be known until the DWP provides confirmed details. However, modelling based on the DWP figures in paragraph 103 would suggest a crude estimate of an additional 300 families will be affected by the reduced benefit cap in County Durham.

Under occupancy

- 107 With the introduction of the under-occupancy size criteria in the social rented sector in March 2013, housing benefit was reduced for 8,003 tenants in County Durham. Despite a decrease to 6,916 in December 2013, the number affected as at March 2015 was 7,162, with the majority of tenants under occupying their property by one bedroom.
- 108 To help tenants with their housing costs, the council has been working very closely with social housing providers through the 'triage' process where tenants receive detailed advice and support specific to their circumstances. The council is also using Discretionary Housing Payments (DHP) to provide short term financial support to tenants, whilst we work with tenants through the 'triage process' to improve their long term situation. At the end of August 2015, over 40 percent of the DHP budget for 2015/16 had been allocated to payments due to under occupancy.
- 109 Alongside this, there has been a clear downward trend in social housing rent arrears. This can be attributed in part to the positive work the council and housing providers are delivering, although anecdotally, there is an assumption that tenants are prioritising their housing costs over other living expenses.
- 110 The number of tenants requesting smaller properties via Durham Key Options (the choice based lettings scheme operated for social housing providers across County Durham) still remains high, compared with the numbers that have been able to move to a smaller property. For 2014/15 over 1,100 tenants requested a move to a smaller property of which only 823 were successful. The council is working closely with housing providers to analyse turnover of stock, trends in the number of empty properties, existing supply/demand and trends in the private sector.

Discretionary Housing Payments

- 111 Through its Discretionary Housing Payments policy, the council has made awards to nearly 4,100 people, which has helped towards meeting their housing costs during the period 1 April 2013 and 28 September 2015.
- 112 Following a High Court ruling earlier in the year about the consideration of income from Disability Living Allowance (DLA) in the financial assessment of Discretionary Housing Payments, the DHP Assessment Officer Procedures have been amended with effect from 30 March 2015 to allow for the disregard of DLA (care and mobility components) income.
- 113 The existing policy will continue for 2015/16, but will be reviewed to assess levels of expenditure and demand on budget. It is expected that the £982,000 DHP grant allocation for 2015/16 will be fully expended.

Welfare Assistance Scheme

- 114 In 2013 the council established a Welfare Assistance Scheme, to provide emergency and crisis support to fill the gap left by the termination of the government's Social Fund. The scheme was initially delivered with Civica and Five Lamps, promoted as Help and Advice Network Durham. In 2014/15 the scheme made 1,938 awards and granted assistance to individuals amounting to £914,224.
- 115 The council's budget for 2015/16 makes provision for £1m of expenditure on the Welfare Assistance Scheme (including administration costs) and this will be maintained on an on-going basis until the scheme is reviewed.
- 116 In April 2015, the scheme was brought in-house and is now being delivered directly by the council, using existing service teams in Revenues and Benefits.
- 117 To ensure cost-effective assistance to residents in need, the council developed its own fulfilment solutions for recycled white goods and furniture, working with East Durham Partnership and Durham Furniture Help Scheme. This has been further developed with the introduction of Asda food baskets, to provide prompt, consistent support to individuals in crisis throughout County Durham.
- 118 In the first three months of operating the scheme in-house, the number of awards made decreased, with 372 awards made in the period January to March 2015, and 287 awards made in the period April to June 2015. Whilst the number of awards has decreased, the average amount allocated increased.
- 119 Although the existing policy is being applied, the reduction may be the result of agreed amendments to the policy implemented in January. These clarified the circumstances for the award of settlement assistance to help individuals set up home in the community as part of a planned resettlement programme following an unsettled way of life, support to move out of inappropriate accommodation and an upper limit of £500 for the cost of carpets, restricted to those rooms which are essential to enable an applicant to move into a property, or where an existing floor covering may present a risk to the health and wellbeing of the applicant.

- 120 The existing welfare assistance policy, together with associated expenditure, will be reviewed during the first six months of 2015/16. Forecasted spend on awards during 2015/16 is £495,600, plus £140,000 for AAP welfare assistance project funding.

Housing Solutions

- 121 The council's Housing Solutions Service provides assistance and support to residents affected by welfare reform who are experiencing financial difficulties, funded by government new burdens funding.
- 122 The team works in partnership with landlords (mainly in the social sector) across County Durham supporting the triage process introduced as part of the application process for Discretionary Housing Payments (DHP). This includes East Durham Homes, Durham City Homes and Dale and Valley Homes, which are now part of the County Durham Homes Group, and Livin. Home Housing has also received support.
- 123 Between April 2014 and March 2015 the team worked with more than 2,000 clients. The outcomes achieved include clients gaining employment, having their hours of work increased, their income increased and being rehoused.
- 124 Assistance is provided to other clients who access the Housing Solutions Service requesting help with their financial situation. The number of people accessing the Housing Solutions Service is approximately 2,500 per quarter. The main reason for clients requesting general housing advice is due to financial hardship. This continues to increase.
- 125 In the light of the increasing demand, the Poverty Action Steering Group agreed to allocate £35,000 from the welfare assistance budget to enable the Housing Solutions Team to continue to support people affected by welfare reform who are experiencing financial difficulties in 2015/16.

Employment and Employability Initiatives

- 126 Partners have continued to maintain and expand programmes to help local residents into employment, including the County Durham Apprenticeship Programme, the Rural Employability Programme, local delivery of the Work Programme and targeted support programmes funded by individual partners and the area action partnerships.
- 127 Using employment initiatives as a way of responding to the changes to the welfare system, £500,000 has been set aside from the Welfare Assistance budget to develop a specific employability and wage subsidy scheme to help disadvantaged people into work. The overall aim of the project is to support individuals affected by welfare reform and either support them in becoming closer to the employment market or to assist those who would like to explore self-employment as a route to improving their life chances and achieving a positive outcome.
- 128 The priority beneficiaries are:
- a) Residents living in the county's most deprived settlements.

- b) Unemployed residents in receipt of JSA who would like to become self-employed but who were unable to meet the criteria or timescales of New Enterprise Allowance.
 - c) Under-occupancy – those liable to pay the spare room subsidy or ‘Bedroom Tax’.
 - d) Benefit cap - those families whose benefit entitlement has been reduced to the maximum of £26,000 per annum.
 - e) ESA - those in the Work Related Activity Group (although those in the support group willing to progress towards the labour market will be supported).
 - f) Private rented sector - those who have to contribute to their rent from out of work benefits should their local housing allowance not cover the whole rent of the property.
 - g) Ex-forces - those discharged from the regular forces.
- 129 The scheme provides access to training and work-based learning, skills provision, financial support, wage subsidies for employers and targeted discretionary support where required. To 9 July 2015 the scheme has provided skills training to 63 individuals, assisted 114 individuals into employment and supported 20 people into self-employment.
- 130 Some examples of the skills training provided include: HETAS 03 (Registered installer of solid fuel, wood and biomass heating solutions), CPCS Dumper Truck, 17th Edition Electrical Installation, LGV Class 2, Gym Instruction, CPCS Crane Supervisor, Slinger and Signalling, Site Management, Level 3 Education and Training, Cytech Bicycle Mechanics and ADR Transporting Hazardous Goods.
- 131 Examples of where the discretionary spending has been used include licences, food and fuel subsistence until salary payments begin, rent and council tax payments, DBS applications, personal protection equipment, tools, a moped to support travel to employment in a rural area with poor transport links and travel to work.
- 132 The self-employment strand of the programme is managed by Business Durham but delivered through County Durham Enterprise Agencies: Derwentside, Chester-le-Street, South Durham and East Durham. The key elements of the project are an initial diagnostic to assess eligibility and support needed, vouchers to buy one-to-one personalised support and advice (which can be used pre and post start) and access to a small start-up grant if needed.
- 133 One hundred and seventeen initial diagnostic sessions with clients have been undertaken with a member of Agency staff to assess their suitability for support. Of those who were not deemed suitable for support (around 30 percent of diagnostics) from the programme, the majority were referred to alternative, more appropriate support from the agencies.

- 134 Eighty residents affected by welfare reform have been accepted onto the self-employment programme.
- 135 To date, 78 clients have been issued with vouchers of £700 per client, giving a total potential spend of £54,600.
- 136 To date, 22 grants have been awarded at an average of £832.42 per client.
- 137 Twenty individuals have now progressed into self-employment.
- 138 To 9 July 2015, the average spend to help clients into employment has been £1,499 and £832 to help those into self-employment. This compares very favourably with the scheme's agreed initial target for provision at an average cost per outcome of £3,300 (employed) and £2,500 (self-employed).
- 139 The lower level average spend means that funding is available to support more individuals within the targeted cohort.
- 140 To continue to support the development of the project and promote both assistance to individuals and the partnership arrangements already in place with triage colleagues and others, an element of the existing budget has been utilised to extend the contract of the Employability Performance Officer, initially appointed to a twelve month fixed term post, by three months (1 August – 31 October, 2015). This will allow the project to continue through a period of transition within the service, whilst the outcome of a number of employment, training and funding programmes are finalised.
- 141 The current provision of employability support is changing both in response to adjustments to the programmes and finance available, but also in line with new government policy.
- 142 A large proportion of the programmes to support unemployed residents are funded through the European Programme. Between April and July 2015 all support programmes from the previous round of European monies have ceased accepting new referrals and are completing work with existing participants. Many aspects of the provision will be re-procured under the 2014-2020 European Programme, as part of the £48 million allocation of European Social Fund (ESF) for County Durham.
- 143 Unfortunately, delays in the agreement of the programme with the Commission mean that the majority of new activity will not commence until autumn at the earliest, leaving a reduced package of support for residents in the months leading up to the roll out of Universal Credit in County Durham.
- 144 Recognising the lack of programme support and the cumulative impacts of changes to welfare legislation, a great deal of effort has been made to ensure some form of provision across the county. The triage review in conjunction with registered landlords and their tenants has identified that there has been a complicated network of provision which is inconsistent and difficult to refer into. Consequently, a priority through 2015 is to develop a consistent and streamlined employment support framework to operate across County Durham that can ensure consistent, high quality advice and support to assist residents into work. This will be achieved by building upon the common aspects of the current and emerging provision which includes:

- Youth Employment Initiative / Generation North East;
- Mental Health Trailblazer;
- Employability Mentoring Programme;
- Welfare Reform Support Programme.

145 In addition, aligned programme activity such as the Building Better Opportunities Fund, an ESF-funded social inclusion programme currently being commissioned by the Big Lottery, as well as a range of locally resourced employment support initiatives such as the community jobs clubs and County Durham Apprenticeship Programme, are being developed and utilised to ensure that, regardless of age, location or benefit type, all residents can gain access to an appropriate level of support.

Universal Credit

146 The introduction of the government's flagship Universal Credit went live to new applicants in Durham on 21 September 2015. Initially, the change will affect a small number of claimants, as it will be available only for new applicants who are single without dependents and without mortgage costs.

147 A working group was established to prepare for the implementation of Universal Credit in the county. The group included representatives from all council services, the DWP and housing providers. An action plan was developed and was continually reviewed as more detail became available about the government's roll-out plans.

148 Two Universal Credit workshops, delivered by the DWP and facilitated by the council, took place in June for social housing providers and private landlords, to assist in planning for the introduction and supporting residents affected by the change.

149 A communications plan was prepared to ensure that anyone affected by the change to Universal Credit was made aware and knew what the changes involved. Alongside this, training has been provided to frontline staff across the council so that they are able to advise people accordingly.

Independent Living Fund

150 In County Durham it was agreed that all council service users receiving ILF (114 people) would have a social work review prior to the end of June 2015 and that the same level of service currently being received via ILF and the council would continue until a full review has been undertaken later in 2015/16.

151 All service users with ILF have been reviewed and these services have been incorporated into individual care plans.

152 All funding has been ring-fenced to those individuals already accessing it, but all services will be subject to review in the future in line with the Care Act and eligibility criteria.

Working in Partnership

- 153 It is essential that we develop a strong partnership approach, working across sectors and with partner organisations, to understand impacts and to support individuals and communities affected by welfare reform and related poverty issues.
- 154 The council's response to the welfare changes has been shared widely with the County Durham Partnership and has involved working closely with many key partners.
- 155 Using established partnership structures, welfare reform and poverty is regularly reported to partners, including the Strategic Board, local councils, the voluntary and community sector, armed forces, AAPs, the faith network, foodbanks and the Community Wellbeing Partnership.
- 156 The council has worked across service groupings and with partners to anticipate benefit changes, mitigate impacts and support benefit claimants to become more independent where possible.
- 157 Two major welfare conferences have been held in the county, bringing delegates together from a variety of sectors to share thoughts and practice and cement our multi-sector approach. A further conference to consider the wider issues of poverty and welfare is planned for later this year.
- 158 Teams in housing, revenues and benefits, economic development and adult social care have worked together with housing providers to develop specific packages of support to help residents and service users adapt.

Area Action Partnerships

- 159 Many of the AAPs have identified welfare reform as one of their key priorities and have supported various projects in their areas, focusing on the issues which are particularly relevant to each local community.
- 160 The council provided £10,000 of additional funding to each of the 14 area action partnerships from the Welfare Assistance Scheme to support local action to address welfare issues in 2014/15. The range of interventions has varied across the county, including projects linked to employability, training and helping residents cope with the changes, such as access to guidance on benefits and foodbank projects.
- 161 Derwent Valley AAP Apprenticeship Project, led by the council's Employability Team, is creating additional apprenticeship opportunities for young people in the area by providing a wage subsidy to SMEs. The partnership's investment, matched by funding from the National Apprenticeship Service, will focus on employers which have not previously recruited an apprentice, or have not recruited an apprentice in the previous year, to encourage businesses to offer opportunities for young people in the area.
- 162 Bishop Auckland and Shildon AAP and Spennymoor AAP have supported employability skills projects, to assist unemployed individuals on the road to future employment by responding to specific training needs and removing barriers that prevent clients from accessing training. Funding specialist

training linked to employment opportunities supports clients to move closer to or into employment.

- 163 Stanley AAP's assistance to a project providing face to face local Welfare Rights advice, through a series of surgeries throughout the area, has provided support to residents affected by welfare changes and who are experiencing difficult times. The service is being further enhanced by partnership links with Macmillan Cancer Support, Stepchange debt charity, sensory support services and local mental health support projects.
- 164 In recognition of the effectiveness of the local initiatives developed, an additional £10,000 has been allocated to each AAP for 2015/16, to support projects and schemes which deliver the best outcomes for communities.

Foodbanks

- 165 Foodbanks in the county have helped more than 14,300 people in the last 12 months, with the majority of funding being through the charitable sector.
- 166 The provision of support to foodbanks has been an element in a significant number of AAP projects, both in providing foodbank assistance, but also in building on the delivery of food assistance to offer vulnerable clients additional services.
- 167 In mid-Durham, the AAP has used funding to support the expansion of the services offered at County Durham Foodbank, which has operated in the area for more than a year. This has allowed the development of a one stop shop for advice, information and support, including debt support and access to the internet. More recently this has been enhanced with the provision of a clothes bank, the first of its kind in County Durham. The service operates twice a month alongside the foodbank and offers residents who are on benefits, have been sanctioned or are homeless access to clothing and toiletries. Since its opening in October 2014 it has assisted over 300 individuals.
- 168 The 4-Together AAP is supporting the work of the local foodbank, offering a range of wrap-around support services and filling an identified gap in what the foodbank service can provide, with items and assistance not usually made available at distribution networks in Ferryhill and Chilton. This includes funding for energy, fresh produce and access to cooking on a budget and healthy eating classes.

Working with Housing Providers

- 169 The Housing Welfare Reform Group was established in 2012 and has worked successfully over the last three years to understand and plan for the changes brought about by welfare reform and to monitor the impact.
- 170 As a result of this partnership working, the expected rise in rent arrears has been prevented. Rent arrears across the social housing sector in the county have reduced by 11.6 percent over the last year. This is a very different picture in other parts of the country, where huge increases have occurred.

- 171 There have been no evictions where the arrears were as a result of the under-occupancy charge only. Protocols are in place to intervene and assist tenants to prevent eviction.
- 172 Over 7,000 tenants have been assessed since a triage process was introduced in April 2013. A number of these tenants have gone on to find employment, enter into training or reduce their debts. The triage process is continuously under review to develop it further to assist tenants.

Fuel Poverty

- 173 High energy costs, low incomes and energy inefficient dwellings are impacting on many elderly and vulnerable low income households in County Durham. Cold homes, cold-related illness, increased winter deaths, housing in poor repair and high healthcare costs are all visible signs of fuel poverty. In 2012, 11.4 percent of households in County Durham suffered fuel poverty with up to 30 percent in rural off gas areas, the regional average is 11.6 percent.
- 174 The council's Affordable Warmth Strategy has been refreshed to cover the period 2015-2020 in order to align it to the new national fuel poverty indicator, the National Fuel Poverty Strategy 2015-2030 which was launched in March 2015 and to comply with the reporting requirements under the Home Energy Conservation Act 1995.
- 175 The seven key aims of the Affordable Warmth Strategy are based around targeting schemes to reach those households most in need of assistance:
- a) Maintain a strategic partnership to co-ordinate delivery of affordable warmth and energy efficiency programmes in County Durham;
 - b) Maintain a countywide housing energy database to target assistance and report on fuel poverty, energy efficiency and carbon reduction programmes;
 - c) Maximise the uptake of all current energy efficiency programmes in private sector properties;
 - d) Maximise awareness of energy efficiency programmes in Social and Registered Provider properties;
 - e) Signpost vulnerable households to income maximisation and debt management services;
 - f) Improve the health and well-being of residents and reduce health inequalities by minimising the negative health impacts of cold homes;
 - g) Provision of energy efficiency advice services.
- 176 The council is part of the regional Warm up North Partnership (British Gas). Most work through the partnership for Durham residents has been related to Energy Company Obligation funding provided by British Gas as the supplier. This provides subsidies for insulation and central heating measures to improve stock condition, drive down bills, assisting vulnerable and low income households.

- 177 From April 2014 to March 2015 there were a total of 2,042 referrals to Warm up North (WUN) for the Durham locality, leading to 423 energy efficiency measures being installed in 404 properties (19 properties had two measures installed). These measures included 15 external wall insulations, 59 cavity wall insulations measures, 168 loft insulation measures and 173 central heating boiler replacements. The remaining eight measures included a combination of boiler repairs, heating control repair and draft proofing.
- 178 The Warm and Healthy Homes Project funded by public health, assists private sector householders who have a cold-related health condition as a result of living in a cold damp home. From April 2014 to March 2015, 130 referrals were made by health practitioners and social care staff resulting in 52 energy efficiency measures being installed and 169 front line staff received briefings and promotional information.

Social Justice Pilot

- 179 Partnership work in the Crook area has improved understanding of how the new benefits regime is affecting individuals. Through a greater awareness of how benefits are processed and the requirement to avoid sanctions, support agencies are better informed and are helping to improve welfare and wellbeing outcomes for customers receiving DWP benefits and ensure that clients do not lose their entitlement, particularly those who are vulnerable and/or have particularly challenging circumstances.
- 180 The approach takes a 'customer centric' view of the support that customers may receive at the same time from different organisations and considers whether relevant agencies can improve the effectiveness of this support for individual customers. This has identified the impact on individuals with mental health issues, drug and alcohol dependency and recent offending.
- 181 Participants in the project include the DWP Regional Office, local Jobcentre Plus, Probation Service, NHS, Greater Willington Town Council, Willington Community Association, Tow Law Community Association, Signpost, Salvation Army, Citizens Advice Bureau, and council service teams including the area action partnership, Housing Solutions, Revenues and Benefits, Stronger Families and Welfare Rights.
- 182 A number of issues were identified by partner agencies including a lack of basic skills within some customer groups, increasing numbers of people with financial difficulties and debt problems, travel and transport difficulties for customers in attending venues where support is available, the impact of benefit sanctions and the difficulties some customers with chaotic lifestyles experience in prioritising appointments.
- 183 The project raised awareness amongst partner agencies of the support available locally. This included Jobcentre Plus briefings, a Jobcentre Plus open day, a benefit sanctions workshop and mapping of local resources.
- 184 Building on the work undertaken, formal complaints to the Department for Work and Pensions concerning clients in the area have decreased and there is now a sense of shared responsibility amongst the organisations involved to work together, particularly between the voluntary and public sectors.

- 185 Whilst the benefit sanctions rate in the area rose sharply following the introduction of new sanctions in October 2012, this has since reduced and is similar to Great Britain and Jobcentre Plus North East regional averages.
- 186 Future work will focus on the consideration of specific cases, as organisations continue to focus on individuals who may ‘fall between the cracks’.
- 187 In addition, steps have been taken to improve the sharing of data between agencies, so that they understand the commitments which are being placed on individuals by Jobcentre Plus and other agencies, and can take this into account in their planning, in order to avoid having to resort to sanctions.
- 188 Early indications are that the approach is proving effective and it is likely to be extended to other Jobcentres in the area.

Advice in County Durham

- 189 To help co-ordinate and develop capacity to provide welfare and poverty advice in the county, the council has worked with partners to support the Advice in County Durham Partnership.
- 190 The council has agreed to allocate £70,000 over two years to fund a partnership co-ordinator and take a more active role in the Advice in County Durham Partnership. The partnership seeks to bring together statutory and community and voluntary sector organisations under a ‘no wrong door’ approach, to improve the co-ordination of advice services and ensure agencies work together to support the needs of our communities.
- 191 The partnership has a number of key objectives and issues which will need to be tackled, including:
- a) developing the advice delivery pathway, to ensure seamless, effective, responsive and equitable services for residents in County Durham, ensuring the pathway provides a seamless, yet comprehensive range of advice services for all levels of need and types of advice;
 - b) working together to attract funding from external sources to deliver advice more effectively;
 - c) providing strategic direction for advice services, ensuring effective collaboration amongst service providers and integration of service delivery;
 - d) the development and co-ordination of a standard performance management framework that will help inform demand, capacity and performance;
 - e) developing a co-ordinated approach to the delivery of training that will ensure all front line staff, including those in key access points across the council, are kept informed on a regular basis and trained to support service users.

Financial inclusion

- 192 Activity in support of financial inclusion continues to be developed and delivered in line with the financial inclusion action plan focussing on the four priorities of employment and skills, debt and credit, financial capability and partnership working.
- 193 Some of the key activity to support the priorities includes:
- a) The Big Lottery funded Monkey project, delivered through County Durham registered providers, has just been given permission to extend its offer to non-social housing tenants; extending to 25 percent of target users.
 - b) The project has a range of discounts it has negotiated and is commissioning partners to deliver some courses, including budgeting and cooking on a budget.
 - c) The Monkey project is also working with the area action partnerships in south Durham to support the credit union expansion.
 - d) East Durham AAP has funded the debt first-aiders, and community job clubs based in community venues. A bid will be considered shortly by Chester-le-Street AAP for one in Bullion Hall.
 - e) Local partnerships have been established in east and south Durham, to promote NEFirst credit union in those areas.
 - f) The Prince Bishop Community Bank schools project, funded by mid-Durham AAP, has signed up 172 young people, 15 adults and 5 staff to the salary deduction scheme. Bids are being compiled for the extension of the project in other areas.
 - g) Prince Bishop Community Bank Smarterbuys project has been franchised into other areas with the support of social housing providers, with staff being employed in Stanley.
 - h) The council's salary deduction scheme has been taken up by almost 350 staff (a greater take-up than Middlesbrough, Darlington and Gateshead councils combined).
 - i) Northern Money received funding from the Northern Rock Foundation to develop a short-term loan platform which is presently being piloted, and both County Durham credit unions are interested in adopting this.
 - j) NEFirst was successful in its bid to become Durham University's credit union partner and is currently developing the service.
 - k) 15 local businesses have been engaged in salary deduction schemes, linking them with the two local credit unions to improve the finance offer to their employees.
 - l) Lloyds has agreed the 350 hours of support available to the council as part of the social values element of the new corporate banking contract and has already engaged with the credit unions to support back office

function, and referral to credit unions by in-branch staff. Lloyds has committed to supporting schools as part of the push to improve financial awareness/financial literacy.

- m) Lloyds also supported the council's loan shark week of action in Woodhouse Close, Bishop Auckland at the end of July.

Next Steps

- 194 To ensure a greater understanding of the challenges and to develop effective responses, it is vital that we continue to work with partners, particularly those with direct experience of the impact of welfare reform and poverty issues facing residents, such as health providers, GPs and schools.
- 195 In order to focus on the actions necessary to respond to the challenges facing the county's residents, the Poverty Action Steering Group has developed a draft Poverty Action Plan based on five key themes agreed by Cabinet in December 2014:
 - a) attitudes to poverty and raising its profile;
 - b) focus on child poverty;
 - c) credit and debt;
 - d) further welfare reform and benefit changes;
 - e) work and personal wellbeing and sense of worth.
- 196 The draft Poverty Action Plan is attached (Appendix 2) and through the consultation, all partners will be encouraged to comment and contribute to the development of the plan, as this will be fundamental to its successful delivery and achieving better outcomes for the residents of County Durham.

Conclusion

- 197 As expected, the government intends to continue with its programme of welfare reform in order to tackle what has been described as a dependency culture and to reduce public spending on welfare.
- 198 While a number of poverty-related measures are showing improvement as the economy has started to grow, it is apparent that the county still lags behind national averages.
- 199 Since the welfare reforms commenced in 2011, the council and its partners have experienced increases in demand for welfare-related services, including advice and assistance, applications for Discretionary Housing Payments and Welfare Assistance, foodbank and charity referrals and personal financial action planning.
- 200 It is expected that this trend will continue. The forthcoming implementation of Universal Credit in the county and the additional reforms outlined in the summer budget statement will have a further impact on residents and communities in the county.

201 In such circumstances, it is vital that the council maintains its partnership-based approach to understanding and tackling poverty and welfare-related issues.

Recommendations and Reasons

202 Cabinet is recommended to:

- a) note the contents of this report and the progress being made by the council and its partners in addressing welfare reform and the wider poverty issues in the county;
- b) approve the draft Poverty Action Plan for County Durham for consultation with partners and stakeholders.

Contact: Roger Goodes **Tel:** 03000 268050

Background papers

Cabinet, 17 December 2014, Welfare reform and poverty issues

Appendix 1: Implications

Finance – The £140,000 for Area Action Partnership welfare-related projects will be met from provision carried forwards from the 2014/15 welfare assistance budget; the £35,000 additional support for the Housing Solutions Service will also be met in this way; the estimated £70,000 cost over two years for the Advice in County Durham partnership co-ordinator is being funded by welfare reforms new burdens funding; the £7,374 (plus travel expenses) to extend the contract of the Employability Performance Officer by three months will be met from the existing allocation to the employability project from the welfare assistance budget.

Staffing – There are no new staffing implications contained within the report.

Risk – N/A

Equality and Diversity / Public Sector Equality Duty – The council's Welfare Assistance Scheme and Discretionary Housing Payments policy have been subject to equality impact assessments where appropriate.

Accommodation – N/A

Crime and Disorder – N/A

Human Rights – N/A

Consultation – The draft County Durham Poverty Action Plan would be subject to consultation with other organisations and groups, including the County Durham Partnership

Procurement – N/A

Disability Issues – N/A

Legal Implications – N/A

Appendix 2**Poverty Action Plan for County Durham****Vision**

To work together to reduce and prevent poverty as far as possible across County Durham.

Objectives

- *To raise awareness of poverty within the council and amongst our partners.*
- *Ensure our services and partners understand poverty and how we can all work together to help address it.*
- *Identify practical solutions which the council and partners can implement to help reduce and prevent poverty.*

Actions identified will be co-ordinated under five themes:

- *Attitudes to poverty and raising its profile through partnership with agencies and individuals with direct involvement in poverty.*
- *Focus on child poverty.*
- *Credit and debt.*
- *Further welfare reform and benefit changes.*
- *Work, increasing employability, personal wellbeing and sense of worth.*

Poverty Action Plan

Attitudes to poverty and raising its profile through partnership with agencies and individuals with direct involvement in poverty

Goal	How will we do this (Actions)	Timeframe	Lead
Ensure staff providing frontline services understand poverty and how it affects communities and families within County Durham	Raise awareness amongst council frontline staff on the issues surrounding poverty through existing training programmes, to include information to help staff understand levels of poverty and the impact this is having on residents. Include in this training information on how staff can signpost residents in need of support to services and appropriate organisations	January 2016	Head of Policy & Communications
Make information easily available for frontline staff to help residents affected by poverty	Bring together in one place information about the support available to low income families and ensure that all staff are made aware of this	January 2016	Head of Policy & Communications
	Review how people currently get information and the different places they can find it, for example websites including LOCATE, leaflets and other means of making information available. Rationalise information where necessary to simplify how the information can be accessed	March 2016	Head of Policy & Communications
Understand poverty and how it affects communities and families within County Durham	Establish processes to collect feedback from council frontline services and partners to understand how changes to poverty and welfare are affecting residents and to identify new issues affecting residents	March 2016	Head of Policy & Communications
	Establish a framework that includes agreed indicators of poverty and definitions of poverty. The framework will include information on Department for Work and Pensions (DWP), including benefit sanctions and delays	March 2016	Head of Policy & Communications
	This framework will be monitored regularly and results reported through the Poverty Action Steering Group	Ongoing	Head of Policy & Communications

Poverty Action Plan

Attitudes to poverty and raising its profile through partnership with agencies and individuals with direct involvement in poverty

Goal	How will we do this (Actions)	Timeframe	Lead
All partners working collectively and thinking about how their work can help address the issues associated with poverty	Put in place methods for two-way communication both within and outside of the council to include all partners that would be able to support work to identify gaps and possible solutions	March 2016	Head of Policy & Communications
	Arrange a conference on poverty, building on previous conferences on welfare reform, which will showcase how organisations are addressing issues and encourage discussion on what gaps currently exist in responding to poverty	March 2016	Head of Policy & Communications
	Work with DWP to establish a social justice programme across the County; to better understand the sanction regime; to ultimately work together to reduce the frequency and impact of benefit sanctions and delays	March 2016	Head of Policy & Communications
	Establish the Advice in County Durham Partnership (ACDP)	September 2015 (completed)	Head of Financial Services
	Identify role of ACDP in helping to address issues arising from poverty and establish a series of actions to maximise the resources available to provide residents with support. Actions to be captured and monitored in the County Durham Poverty Action Plan	March 2016	Head of Financial Services
Ensure we have captured all of the actions identified to help address poverty and monitor implementation and effectiveness	Review, in consultation with partners, the effectiveness of the County Durham Poverty Action Plan and update this as necessary	March 2016	Head of Policy & Communications
	Responsibility for monitoring implementation of the actions will sit with the Poverty Action Steering Group	Ongoing	Assistant Chief Executive

Poverty Action Plan

Focus on child poverty

Goal	How will we do this (Actions)	Timeframe	Lead
Ensure that poverty does not prevent young people from achieving their potential	Develop an understanding of how poverty is affecting children within County Durham. This will be done through engagement with existing forums and organisations including:	January 2016	Assistant Chief Executive
	<ul style="list-style-type: none"> Schools; Durham Schools Forum, Durham Association of Primary Headteachers and Durham Association of Secondary Headteachers Youth organisations 	January 2016	Head of Financial Services
	Understand the impact our fees and charges policy has on young people from low income families	March 2016	Consultant in Public Health/Medicine
	In response to the issues identified we will:		
	<ul style="list-style-type: none"> Undertake a review of the Council's existing key strategies and policies to identify how they address child poverty When updating key strategies and plans ensure they include actions to address child poverty Establish a process to ensure all new strategies and policies address child poverty, where appropriate Review the way we work with families who come to us through the children's service single assessment process to ensure they're given appropriate support into benefits and housing services 	Ongoing	Lead Childcare Development
Ensure the Poverty Action Steering Group is updated each term on the numbers of children receiving free thirty-hour early years places through the Early Years Strategy		December 2015	Strategic Manager
Resource initiatives aimed at preventing poverty and supporting children affected by utilising the pupil premium funding within schools. To facilitate this we will:			
<ul style="list-style-type: none"> Arrange a conference specifically to target the use of pupil premium funding to combat the impact of poverty with 50 schools attending Ensure half of those attending commit to develop projects in their area that 			

	<p>will tackle poverty.</p> <ul style="list-style-type: none"> Share learning by reporting back findings on an online community (with findings published more widely) or a follow-up marketplace event, to which a range of schools and settings would be invited 		
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Poverty Action Plan

Credit and debt

Goal	How will we do this (Actions)	Timeframe	Lead
Residents have the best support and advice available concerning their financial situation	<p>Review the information we have on the range of financial support and advice currently available to understand how effective this is. Use the findings to improve the information and advice available, working with the Advice in County Durham Partnership, credit unions and other organisations</p> <p>Build on the existing triage process already established for welfare reform to extend to all appropriate frontline services and partners to ensure residents are provided with advice and support which helps address the underlying issues</p> <p>Increase Family Learning programmes in tackling poverty, particularly Family Literacy, Language and Numeracy programmes to raise the basic skills of parents/carers. Target programmes in areas of high deprivation</p> <p>Ensure future commissions for Community Learning provision include anti-poverty measures</p>	<p>March 2016</p> <p>December 2016</p> <p>July 2016</p> <p>October 2016</p>	<p>Head of Financial Services</p> <p>Housing, Project & Service Improvement Manager</p> <p>Strategic Manager Progression and Learning Strategic Manager Progression and Learning</p>
The Council to continue to provide financial support for residents affected where it can	<p>As part of the annual budget setting process review the DCC Local Council Tax Support Scheme with the aim of maintaining the scheme, recognising this has been a key part of our support for people experiencing poverty since 2013</p> <p>Extend the existing loans scheme offered by the Housing Solutions Service through the Financial Assistance Policy</p>	<p>October 2015 onwards</p> <p>October 2015</p>	<p>Head of Financial Services</p> <p>Housing Solutions Manager</p>
Promote financial awareness in young people	Working with four schools, establish 'financial literacy champions' in each. The plan will be to reach at least four schools per year to raise financial awareness and promote a savings culture	March 2016 onwards	Strategic Manager

	Ensure participants on the Youth Employment Initiative 'DurhamWorks' (approx. 5,000 unemployed young people) are supported to develop their financial management skills	Ongoing until July 2018	Strategic Manager Progression and Learning
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Poverty Action Plan

Credit and debt

Goal	How will we do this (Actions)	Timeframe	Lead
Raise awareness of the dangers of using pay day and doorstep lenders and promote alternative means of support	Continue to introduce and review activities to target illegal money lending, working with Trading Standards	Ongoing	Economic Development Manager
	Continue to reduce the influence and impact of payday and doorstep lenders and weekly payment stores by linking into advice and credit union opportunities	Ongoing	Economic Development Manager
	Continue to raise the profile of credit unions	Ongoing	Economic Development Manager
	Promote salary deduction schemes for credit unions to employers across County Durham	Ongoing	Economic Development Manager
Maintain a strategic partnership to co-ordinate delivery of affordable warmth and energy efficiency programmes in County Durham	Establish a working group to coordinate energy conservation and affordable warmth programmes across County Durham and ensure energy conservation activities are at the heart of all services we deliver	April 2015 completed	Housing Regeneration Manager
	Update the countywide Affordable Warmth Action Plan	Review annually	Housing Solutions Manager
	Review and monitor implementation of the Home Energy Conservation Act Report to ensure actions are addressing poverty issues	Review annually	Housing Solutions Manager
Provide an energy efficiency advice and signposting service	Through the DCC Housing Regeneration Team provide a countywide one stop shop relating to ECO and Warm up North	October 2015	Housing Regeneration Manager
	Promote the support that is available to private households from the Home Improvement Agency	Ongoing	Private Sector Housing Manager
	Hold briefing sessions with organisations that work face-to-face with vulnerable members of the community	Ongoing	Housing Regeneration Manager

Poverty Action Plan

Credit and debt

Goal	How will we do this (Actions)	Timeframe	Lead
Maximise the uptake of energy efficiency improvement programmes	Seek to maximise the uptake of all national energy efficiency and fuel poverty grant schemes utilising DCC's Warm Homes Campaign to co-ordinate a countywide area based delivery programme	Ongoing	Housing Regeneration Manager
	Distribute affordable warmth information to residents through the Warm Homes Campaign newsletter which is delivered to community venues, AAPs and Members	Ongoing	Housing Regeneration Manager
	Get more people to apply to the energy conservation programmes by carrying out area-based promotions	Review annually	Housing Regeneration Manager
	Promote Energy Company Obligation Grant information in Council Tax communication	Review annually	Housing Regeneration Manager
	Work with registered providers to ensure that any improvements to their housing include energy efficiency measures	Ongoing	Housing Regeneration Manager
Maintain a countywide housing energy database to target and report on fuel poverty, energy efficiency and carbon reduction programmes	Continue to maintain a countywide housing energy database to co-ordinate all relevant energy data	Ongoing	Housing Regeneration Manager
	Establish energy targets for priority housing areas identified via the housing strategy	March 2016	Housing Regeneration Manager
	Monitor achievement of targets and success of programmes and report through to Poverty Action Steering Group	Ongoing	Housing Solutions Manager
Enable the Council and partners to respond effectively when residents are affected by fuel poverty	Train frontline staff including social workers, health workers and housing to understand the signs of fuel poverty and be able to refer residents for further help and advice, particularly where acute conditions are experienced e.g. cold damp homes	January 2016	Consultant in Public Health/Medicine
	Work with partners to ensure they are aware of signs of fuel poverty and can refer residents for further help and advice	January 2016	Consultant in Public Health/Medicine

Poverty Action Plan

Further welfare reform and benefit changes

Goal	How will we do this (Actions)	Timeframe	Lead
Respond as appropriate to changes in the Welfare system and seek to understand and manage the impact on residents within County Durham	Continue to develop the relationship with the Department for Work and Pensions (DWP) both strategically and operationally	Ongoing	Assistant Chief Executive
	Through the Poverty Action Steering Group (PASG) manage how the council responds to the implementation of Universal Credit, including the establishment of the Universal Support local support framework, joint working with housing providers and other partners, preparing the Council for the change:	May 2015 completed	Head of Financial Services
	<ul style="list-style-type: none"> Establish working group to lead the preparation for the implementation of Universal Credit Identify initial action plan to support implementation of Universal Credit in County Durham Establish partnership with DWP in order to implement the Universal Support framework 	January 2016	Head of Financial Services
	Increase the understanding of the impact of Personal Independence Payment (PIP), building on the current work being undertaken by Welfare Rights and our Children and Adult Services (CAS).	Ongoing	Housing, Project & Service Improvement Manager
	Continue to work with housing providers and private landlords to respond to welfare reform and the impact of Universal Credit by helping tenants get the maximum support available, including Discretionary Housing Payments	Ongoing	Head of Policy & Communications
	Appropriate training programmes for frontline staff to be established to provide information on changes to welfare in order that staff can advise and support residents affected	Ongoing	Assistant Chief Executive
	The council will continue to work collaboratively with other councils across the North East in responding to the changes and work with ANEC and the ILG to identify impacts and share best practice		

Poverty Action Plan

Further welfare reform and benefit changes

Goal	How will we do this (Actions)	Timeframe	Lead
Continue to provide support and assistance to residents affected by changes in welfare	The Welfare Assistance Scheme to be brought in-house with a new scheme implemented from 1 April 2015	April 2015 Completed	Revenue & Benefits Manager
	Expand the scope of support available through the scheme throughout 2015, ensuring the help provided to people is better integrated across the range of support services available within the Council	March 2016	Revenue & Benefits Manager
	Develop a proposal for continuation of Welfare Assistance Scheme from April 2016 building on the development work above	December 2015	Revenue & Benefits Manager
	Continue Welfare Right's preventative work and ensure it is targeted at those most in need, using a priority system that delivers the required response	Ongoing	Revenue & Benefits Manager
Residents understand the impact of the changes to welfare	The communication programme established for welfare reform will continue. Information already produced will be updated to reflect the ongoing changes, for example the implementation of Universal Credit	Ongoing	Head of Policy & Communications

Poverty Action Plan

Work, increasing employability, personal wellbeing and sense of worth

Goal	How will we do this (Actions)	Timeframe	Lead
<p>Increase opportunities to support residents into work</p>	<p>Review the overall structure of employment-related training, skills, funding and employability provision in County Durham and revise to improve effectiveness</p>	<p>TBC</p>	<p>Economic Development Manager</p>
	<p>Review existing employability programmes and critically evaluate these to identify those that are successful and where gaps currently exist. Identify opportunities to fill any gaps</p>	<p>December 2015</p>	<p>Economic Development Manager</p>
	<p>Develop a robust and accurate ongoing monitoring programme to evaluate the effectiveness of the schemes and the value for money they provide, i.e. establishing unit costs within the scheme</p>	<p>December 2015</p>	<p>Economic Development Manager</p>
	<p>Extend the 'Mentoring and Brokerage Service' which provides help with job-hunts, CVs and applications from South Durham to other AAP areas</p>	<p>December 2016</p>	<p>Economic Development Manager</p>
	<p>Continue using the planning framework to encourage businesses to employ local people through the Targeted Recruitment and Training Programme</p>	<p>Ongoing</p>	<p>Economic Development Manager</p>
	<p>Review how we promote local employment when new employers move into County Durham</p>	<p>December 2015</p>	<p>Head of Economic Development & Housing</p>
	<p></p>	<p></p>	<p></p>

Poverty Action Plan

Work, increasing employability, personal wellbeing and sense of worth

Goal	How will we do this (Actions)	Timeframe	Lead
Increase opportunities to support young people into work	Carry out the County Durham Apprenticeship Action Plan. Use it to provide comprehensive support to help young people progress into apprenticeships; provide career opportunities and ensure young people have the skills that local businesses need	TBC	Economic Development Manager
	Seek to increase Apprenticeship provision delivered through the DCC Adult Learning and Skills Service	March 2016	Strategic Manager Progression and Learning
	Implement the DCC Traineeship Programme for vulnerable young people (initial focus on Looked After Children) with identified progression pathways to Apprenticeship provision. Following this undertake an evaluation to determine the schemes effectiveness	March 2016	Strategic Manager Progression and Learning
	Implement the Youth Employment Initiative, 'DurhamWorks' which seeks to support 15-24 year old unemployed County Durham residents into employment, education or training through intensive and long-term support; innovative and engaging activities to develop motivation, work-related skills and work experience and increased employment opportunities	Ongoing until July 2018	Strategic Manager Progression and Learning
Increase the opportunities for training to improve skills	Review all current training programmes across the county and develop a plan to introduce further programmes to fill any gaps	December 2015	Economic Development Manager
	DCC Adult Learning and Skills Service to prioritise delivery of training programmes for the unemployed targeting: unemployed adults, especially those long term unemployed and those living in deprived areas; adults with low or no skills; learners with learning difficulties and disabilities and those with mental health issues; adults recovering from substance misuse; and those suffering from domestic violence	July 2016	Strategic Manager Progression and Learning
	Consider how volunteering can play a part in helping residents into long-term employment	March 2016	Economic Development Manager

Cabinet

21 October 2015



**Economy and Enterprise Overview
and Scrutiny Review of tourism
marketing activity undertaken by
Visit County Durham**

Report of Lorraine O'Donnell, Assistant Chief Executive

Purpose

1. The attached report presents the key findings and recommendations of the Economy and Enterprise Overview and Scrutiny Committee's Review Group report of tourism marketing activity undertaken by Visit County Durham (VCD).

Background

2. At a special meeting of the Economy and Enterprise Overview and Scrutiny Committee held on 28 January 2015 members agreed the terms of reference for the review with the aim of investigating the performance of VCD in marketing County Durham as a visitor destination and to determine how future marketing will continue to build upon recent success. It was agreed that the review would focus on:
 - the role and responsibilities of VCD in marketing the County as a visitor destination.
 - the work of other key partners in marketing Durham as a visitor destination, how they work in partnership with VCD and their views of the role and work of VCD, to include members of the Strategic Marketing Partners Group: Durham University; Durham Cathedral; Durham County Cricket Club; Durham Business Improvement District Company; Beamish and The Bowes Museum.
 - the performance of VCD in marketing the County as a visitor destination, with a focus on the 'This is Durham' brand.
 - the future marketing plans of VCD and identify any future challenges in marketing County Durham as a tourism destination.
 - a case study of a recent marketing campaign undertaken by VCD (VCD's national marketing campaign).
 - examine with representatives from key visitor economy businesses their views on the work undertaken by VCD in marketing County Durham.
3. A review group of ten members was established from the membership of the Economy and Enterprise Overview and Scrutiny Committee. Evidence was gathered over a period of six meetings and the Chair and Vice-Chair of the

committee attended a meeting of the Visit County Durham Board on the 23 June 2015 to see how the Board carried out business.

4. The review group's key findings are attached at appendix 2 and have resulted in the formulation of the following recommendations:
 - In relation to the partnership approach to marketing, VCD seeks to extend its work with partner destinations and the Durham Strategic Marketing Partnership and also use major events to attract out of region visitors to raise the profile of the county as a visitor destination.
 - That VCD continues to develop and redesign the 'thisisdurham.com' website and ensure that it remains responsive to the increasing and changing information demands resulting from developments in technology.
 - That VCD continues to research and identify national marketing campaign opportunities which benefit partners within the DSMP and wider tourism industry and promote County Durham as a tourism destination.
 - VCD ensures that robust performance targets and monitoring procedures for all online and offline marketing activity are in place.
 - That the performance evaluation of the effectiveness of marketing activity undertaken in relation to the national marketing campaign is promoted and reported to the County Council as part of its performance management process.
 - That VCD maximises all identified future marketing opportunities for 2015/16 including:
 - The use of major events and developments at attractions in County Durham.
 - The Northern Tourism Growth Fund, promoting northern destinations to overseas markets.
 - Championing as a future priority with the NECA the importance of the visitor economy.
 - That a review of this report and progress made against the recommendations will be undertaken six months after the report is considered by Cabinet.

Service Response

5. The report was shared with the Regeneration and Economic Development (RED) Management Team and was well received. RED Management Team accepted the key findings and recommendations detailed in the report. The report highlights the partnership approach used by Visit County Durham (VCD) working with key tourism partners nationally, regionally and locally to market County Durham as a 'Destination of Distinction' for existing and new visitors. The Service Grouping will provide a response to members by the agreed timescale to the various recommendations contained within the review report.

Recommendations

6. Cabinet is asked to note the recommendations in the report attached (Appendix 2, pages 6-7) and to formulate a response within the six month period identified in the report for systematic review of the recommendations.
7. That the report is shared with the County Durham Economic Partnership.

Background papers:

Scrutiny Review Report of tourism marketing activity undertaken by Visit County Durham – 2015.

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Author: Diane Close

Tel: 03000 268141

Appendix 1: Implications

Finance – None

Staffing – None

Risk – None

Equality and Diversity / Public Sector Equality Duty – The necessary Equality Impact Assessment has been prepared concerning the review report.

Accommodation – None

Crime and Disorder – None

Human Rights – None

Consultation – None

Procurement – None

Disability Issues – None

Legal Implications - None



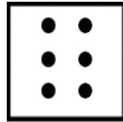
Economy & Enterprise OSC

Scrutiny review of tourism
marketing activity undertaken by
Visit County Durham

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Chairman's Foreword



Economic Development and Regeneration remains the top priority of Durham County Council with tourism contributing £731m to the economy of County Durham and supporting 10,800 (FTE) jobs in 2013. It is against this backdrop that the Economy and Enterprise Overview and Scrutiny Committee agreed to undertake a detailed review of tourism marketing delivered by Visit County Durham.

County Durham is on a journey towards becoming a 'Destination of Distinction' with major events such as the Lindisfarne Gospels Exhibition attracting 100,000 visitors and Lumiere attracting 175,000. These events along with the Ashes Test and other key events across the county helped boost visitor numbers to 17.9m in 2013. Events like these help to keep County Durham firmly on the cultural map and allow us to compete with other tourism destinations such as Northumberland, Yorkshire and Bath.

A further packed schedule of events is underway for 2015 to build upon the success of previous years and to continue to attract visitors from across the country. Events in 2015 include Magna Carta and the Changing Face of Revolt, Yves Saint Laurent exhibition at the Bowes Museum, Bishop Auckland Food Festival, Lumiere and England v New Zealand at the Emirates Durham International Cricket Ground.

It is anticipated that through the successful partnership approach used by Visit County Durham (VCD) working with key tourism partners nationally, regionally and locally to market the county as a tourism destination, 2015 will see a further increase in visitor numbers and more tourism spend within the economy.

During the review we received information on the tourism economy nationally, regionally and locally; the role and responsibilities of VCD in marketing the county; the marketing role of key partners together with their views on the marketing activity undertaken by VCD; the performance of VCD; future marketing activity and a case study focusing on VCD's national marketing campaign. The Vice-Chair and I also attended a meeting of the Visit County Durham Board on the 23 June, 2015.

This review report details key findings and proposes a number of recommendations which aim to build on the excellent work undertaken by VCD in promoting County Durham as a 'Destination of Distinction' for existing and new visitors.

I would like to thank all of those who have been involved in gathering information especially officers from VCD, representatives from the Durham Strategic Marketing Partnership and the Chair of Visit County Durham. I would also like to thank my fellow Councillors who have served on the review group.

Councillor Rob Crute
Chair Economy and Enterprise Overview and Scrutiny Committee

Executive Summary

- 1 As part of its work programme, the Economy and Enterprise Overview and Scrutiny Committee receive an annual update on the development of the tourism offer within County Durham.
- 2 The last update provided to the committee on 23 June 2014 highlighted that tourism supports over 10,800 (FTE) jobs in the County and brings additional spend of £731m (Scarborough Tourism Economic Activity Model (STEAM) evaluation report 2013/14) to the economy of County Durham. In addition, reference was made to the success of key signature events in 2013/14 such as Lumiere, the Lindisfarne Gospels Durham, the Ashes Test Series and the Bishop Auckland Food Festival.
- 3 During the subsequent discussion members identified tourism as playing a key role in the economy of County Durham and marketing as central to promoting the tourism offer. It was agreed by the committee that a scrutiny review would focus on the work undertaken by VCD in marketing County Durham as a tourism destination.

Focus of the Review

- 4 The aim of the review is to investigate the performance of Visit County Durham in marketing County Durham as a visitor destination and to determine how future marketing will continue to build upon recent success.
- 5 The terms of reference for the review were agreed by the committee at the meeting held on the 28 January, 2015. The review would cover the following objectives:
 - Examine the role and responsibilities of VCD in marketing the County as a visitor destination.
 - Examine the work of other key partners in marketing Durham as a visitor destination, how they work in partnership with VCD and their views of the role and work of VCD, to include members of the Strategic Marketing Partners Group: Durham University; Durham Cathedral; Durham County Cricket Club; Durham Business Improvement District Company; Beamish and The Bowes Museum.
 - Investigate the performance of VCD in marketing the County as a visitor destination, with a focus on the 'This is Durham' brand.
 - Consider the future marketing plans of VCD and identify any future challenges in marketing County Durham as a tourism destination.
 - Examine a case study of a recent marketing campaign undertaken by VCD (VCD's national marketing campaign).
 - Examine with representatives from key visitor economy businesses their views on the work undertaken by VCD in marketing County Durham.

Methodology

- 6 A review group of 10 members was established from the committee's membership which gathered evidence over six meetings with the Chair and Vice-chair of the committee also attending a meeting of the Visit County Durham Board on the 23 June 2015.
- 7 The evidence was provided via reports, presentations and discussions with the following DCC officers and partners:

Melanie Sensicle – Chief Executive, Visit County Durham;
Sarah Johnson – Marketing Manager, Visit County Durham;
Michelle Gorman – Senior Manager, Visit County Durham;
Alex MacLennan – Recreation and Public Affairs Manager, Hamsterley Forest;
Louise Thompson – Marketing Manager, Dalton Park;
Jacki Winstanley – Marketing Officer, Beamish Museum;
Dr Keith Bartlett – Director of Culture, Durham University;
Adam Deathe – Business Engagement Manager, Durham Business Improvement District Company;
Ruth Robson – Head of Marketing and Events, Durham Cathedral;
Richard Dowson – Chief Operating Officer, Durham County Cricket Club;
Ivor Stolliday – Chair, Visit County Durham.

Key Findings and Conclusions

- 8 VCD adopts a partnership approach to marketing County Durham working with key tourism partners including Visit England, Visit Britain, partner destinations and the Durham Strategic Marketing Partnership (DSMP). VCD has been very successful at working in partnership with neighbouring partner destinations and partners within the DSMP using major events organised by partners which have the greatest potential to attract out of region visitors as 'hooks' to then raise the profile of the county as a visitor destination, encourage visitors to stay longer and spend more in the local economy. Examples include the Ashes Test matches where the 'this is durham' branding was visible at the ground, information on the county was included in press packs and county wide images were displayed in the press room. VCD is currently working with Newcastle/Gateshead in relation to the Rugby World Cup and has worked with Northumberland on a food and drink campaign and the ongoing Dark Skies activity. This partnership approach to marketing increases the opportunities available for VCD to market the county whilst ensuring VCD's budget and staff resources are utilised to achieve maximum marketing impact.
- 9 VCD has a marketing activity budget of £58,100 for 2014/15 and adopts a mixed approach with both online and offline marketing activity, but with the majority of marketing activity now undertaken online. Online marketing provides the best return on investment and includes articles on partner websites, a monthly e-newsletter to over 40,000 recipients, social media marketing and search marketing ensuring that 'thisisdurham.com' appears prominently in search engine results. VCD continues with ongoing web and

content development with the website currently undergoing redesign. Offline marketing consists of traditional advertising in newspapers and magazines but only when funded by external sources (not covered by VCD's core budget), complimented by press and public relations work undertaken by VCD. Whilst there is a need for a mixed approach to marketing using both online and offline activity, VCD needs to continue to ensure best return on investment by continuing to develop and redesign the 'thisisdurham.com' website. This will ensure that the website remains responsive to increasing and changing information demands resulting from developments in technology.

- 10 VCD does not deliver or market individual events within County Durham, although they do market events as part of a destination sell (promoting key events outside of the region to encourage overnight stays and longer stays in the county). The delivery and marketing of individual events is undertaken by event organisers, which includes amongst others, partners within the DSMP, a partnership of key tourism partners including for example Beamish Museum; Durham Cathedral; Hamsterley Forest; Durham BID (see paragraph 53 for full details of partners). The DSMP and VCD work in partnership with VCD researching and identifying marketing campaign opportunities which promote County Durham nationally which are presented to the DSMP with appropriate partners invited to contribute to the various campaigns. VCD will then work with partners to develop the partner's input and identify how they will be featured in campaign activity. The DSMP will contribute cash and in-kind support, shaping the individual campaigns and are profiled in the resulting campaign activity. VCD and the DSMP need to continue to develop this successful approach to partnership working to ensure that current and future marketing opportunities are identified and developed for the benefit of County Durham.
- 11 VCD monitors both online and offline marketing activity. Online activity on the 'thisisdurham.com' website continues to increase year on year with on average 80,000 unique visitors on a monthly basis. Each online activity has associated targets with performance measures including social media engagement rates, number of e-newsletters opened and unique visitors to the 'thisisdurham.com' website. In relation to offline monitoring and evaluation this involves VCD identifying increases in web traffic and customer details captured following traditional advertising in newspapers and magazines in the form of advertorials or supplements. In addition, VCD sets an annual target (based on equivalent advertising value), for the value of out of region PR with the target for 2013/14 of £6m exceeded (£6.1m achieved) resulting in the target set for 2015/16 of £11m. The influence and impact of the Durham Pocket Guide has previously been evaluated by visitor surveys in 2009 and 2011 however future evaluation of the guide will be undertaken using an in-house online survey. It was felt by the Review group that VCD need to continue to set robust targets and performance monitor all online and offline marketing activity to ensure that campaigns and marketing activity undertaken have the required reach and produce the best return on investment.
- 12 The Review group as part of the review process considered a case study of Durham's Regional Growth Fund national marketing campaign undertaken by VCD which included detail of the evaluation of the campaign (for detail of case study see Appendix 1). The evaluation of the campaign was undertaken by

Visit England, and consisted of public focus groups looking at the effectiveness of the campaign creative with Durham's campaign artwork determined to be the 'most motivational' of all 14 destination campaigns and a twice yearly survey sent to consumers who had signed up to the campaign websites. The survey results were externally verified and signed off by the Department for Business Innovation and Skills (BIS). There is still 18 months left of the evaluation process however in relation to Durham's campaign the results so far show: a £13.1 million additional visitor spend for the County Durham economy; 245 jobs created or supported; £327,278 of match funding and over 14 million people reached by the campaign. The Review group consider that the performance evaluation of the effectiveness of marketing activity undertaken by VCD should be promoted and reported to the County Council as part of its performance management process.

- 13 Regional Growth Fund (RGF) investment of £450,000 provided a significant opportunity for VCD to market the county extensively to a national audience over a three year period from 2012-2015. However this funding has now ended which has resulted in VCD identifying a number of marketing challenges for the future including: the need to continue to develop effective partnership working to maximise the marketing budget; a small tourism business base both in number and size of businesses; lack of a new product; need to ensure a good visitor experience to encourage repeat visits; a range of marketing opportunities are provided suitable for all tourism businesses; County Durham continues to get a national profile in media and staff resource. In addition, VCD has also undertaken work to identify future marketing opportunities for 2015/16 including:
- Focusing on partnership working with the DSMP and using major events and developments at attractions including:
 - Auckland Castle;
 - Durham County Cricket Club;
 - Magna Carta;
 - Open Treasures;
 - The Bowes Museum - Yves Saint Laurent event;
 - Bishop Auckland Food Festival;
 - Lumiere;
 - Brass;
 - Durham Book Festival.
 - The Northern Tourism Growth Fund (£10m) provides opportunities to promote northern destinations to overseas markets with VCD already contributing to a project proposal along with other northern destinations which has been agreed by the Department for Culture, Media and Sport.
 - The establishment of the North East Combined Authority (NECA) has also been identified as a further opportunity to promote the importance of the visitor economy at a regional level.

Members of the Review group and VCD, as part of the Northern Tourism Alliance were agreed in seeking to champion the visitor economy via the NECA as a future priority.

- 14 Representatives from the DSMP attended a Review group meeting to provide detail of the marketing activity they undertake and their views on the role and work of VCD in marketing the county as a tourism destination. Seven

partners from the DSMP attended the meeting together with the Chairman of VCD's Board. It was confirmed that partners use a range of marketing activities with some using a mix of online and offline activities and some opting to use only offline or online activities. Partners commented that as a result of limited marketing budgets and tourism not being a core activity for a number of partners within the DSMP, a joint approach between partners and VCD is essential. This partnership approach provides the opportunity to pool resources (budget and staff) and use VCD's expertise, guidance and robust evidence base to respond to changing market conditions and target future marketing activity. The DSMP highlighted the success of using major events taking place within the county as a 'hook' to raise the county's profile as a tourism destination and it was confirmed that the DSMP and VCD intend to continue to use this approach in 2015/16. The DSMP welcomed the continuing support and importance placed upon tourism by DCC, particularly against a backdrop of ongoing austerity pressures.

Recommendations

Recommendation 1

In relation to the partnership approach to marketing, VCD seeks to extend its work with partner destinations and the Durham Strategic Marketing Partnership and also use major events to attract out of region visitors to raise the profile of the county as a visitor destination.

Recommendation 2

That VCD continues to develop and redesign the 'thisisdurham.com' website and ensure that it remains responsive to the increasing and changing information demands resulting from developments in technology.

Recommendation 3

That VCD continues to research and identify national marketing campaign opportunities which benefit partners within the DSMP and wider tourism industry and promote County Durham as a tourism destination.

Recommendation 4

VCD ensures that robust performance targets and monitoring procedures for all online and offline marketing activity are in place.

Recommendation 5

That the performance evaluation of the effectiveness of marketing activity undertaken in relation to the national marketing campaign is promoted and reported to the County Council as part of its performance management process.

Recommendation 6

That VCD maximises all identified future marketing opportunities for 2015/16 including:

- The use of major events and developments at attractions in County Durham.
- The Northern Tourism Growth Fund, promoting northern destinations to overseas markets.
- Championing as a future priority with the NECA the importance of the visitor economy.

Recommendation 7

That a review of this report and progress made against the recommendations will be undertaken six months after the report is considered by Cabinet.

Detailed Report

Background on the tourism economy

- 15 Since 2010 tourism has been the fastest growing sector in the UK in employment terms, responsible for one third of the net increase in UK jobs between 2010 and 2012. In 2013, Visit Britain commissioned a report 'Tourism; Jobs and Growth' (Deloitte UK), which stated that the tourism economy in the UK was worth £127 billion (includes investment and effects of supporting businesses in the supply chain) equivalent to 9% of the Gross Domestic Product (GDP). It supports over 3.1 million jobs (9.6% of all jobs) with the sector predicted to grow at an annual rate of 3.8% through to 2025, significantly faster than the overall UK economy. The report continues by forecasting that the 'Tourism Economy' is expected to increase to £257 billion in value added terms by 2025 (9.9% of forecast UK GDP) representing almost 3.8 million jobs.
- 16 Tourism spend in 2013 reached £113 billion of which £24 billion was spending by international visitors on visits to the UK and fares paid to UK carriers and £89 billion spend from the domestic market. Inbound tourism is expected to continue to be the fastest growing tourism sector with spend by international visitors forecast to grow by 6.1% annually in comparison with domestic spending by UK residents at just over 3%. The report forecasts the value of inbound tourism to grow from £24 billion in 2013 to £57 billion by 2025.
- 17 In 2012, the North East attracted 74 million day visits resulting in 8.79m overnight visitors to the region. These visitors contributed £4.2 billion to the regional economy which supported 65,148 (FTE) jobs in the region (4.5% of regional jobs) with the visitor economy contributing 5.9% to regional Gross Value Added (GVA) (Office of National Statistics – ONS).
- 18 The visitor economy in 2012 supported 10,000 businesses within the North East including 3,300 accommodation businesses and 6, 700 pubs, restaurants and cafes (Office of National Statistics).
- 19 In County Durham, over 1.5 million overnight tourists visited County Durham in 2012 spending over £300m. A further 16.3 million day visits were made to the County accounting for £408 million, making the County Durham visitor economy in 2012 worth £708 million and supporting more than 10, 600 (FTE) (6.7% of total jobs (158,500) in County Durham) jobs in the County (Office of National Statistics).
- 20 The Scarborough Tourism Economic Activity Model (STEAM is an economic impact model used by destinations across the country to determine the volume and value of tourism). The evaluation report 2013 shows the economic value of tourism to County Durham economy as £731m supporting 10,800 (FTE) (6.5% of total jobs (167,200) in County Durham) jobs in the County.
- 21 The following are the key tourism bodies/ organisations nationally, regionally and locally:

- Visit Britain – is the trading name for the British Tourist Authority (BTA) which has been in existence since the 1969 Development of Tourism Act, with Visit Britain in its current form standing since 2009 when responsibility for marketing England to the British was passed to Visit England.
- Visit England – launched in 2009 following the British Tourism Framework Review (BTFR) which recommended that England should have a national tourist board just like Scotland, Wales and Northern Ireland. Visit England is a non-governmental organisation supported through a grant from the Department for Culture, Media and Sport (DCMS) and is the National Tourist Board for England.
- Northern Tourism Alliance – formed in 2011 to maintain regional co-ordination and grow the visitor economy after the demise of One North East. The Alliance works to share information plan and work cooperatively on a coordinated, coherent and effective approach to the development of North East England's visitor economy and the promotion of its visitor offer. The Alliance consists of representatives from North Tyneside Council, South Tyneside Council, Sunderland City Council, Visit County Durham, Newcastle Gateshead Initiative, North East Hotels Association and Northumberland Tourism.
- Visit County Durham (VCD) – formed in 2006 is the Destination Management Organisation (DMO) for Durham. VCD work closely with Visit England, Visit Britain and a wide range of public and private sector partners and tourism businesses, both in Durham and across England, to grow the county's visitor economy and coordinate the promotion of the county nationally and internationally. VCD is core funded by Durham County Council.
- Durham Strategic Marketing Partnership (DSMP) – formed by Visit County Durham in 2012 to aid the development and delivery of the Regional Growth Fund national marketing project. The partnership currently consists of 16 key tourism partners within the County.

Local tourism sector

- 22 County Durham has about 70 visitor attractions with the most visited including Durham Cathedral and Beamish Museum. Other attractions with significant visitor numbers include Hardwick Park (primarily residents), Locomotion, Hamsterley Forest, the World Heritage Site Visitor Centre (Palace Green-Durham City), Durham County Cricket Club, Adventure Valley, The Bowes Museum, Raby Castle, Botanic Gardens (Durham City), Barnard Castle, Killhope Lead Mining Museum, High Force, Durham Light Infantry Museum and Sedgfield Racecourse.
- 23 The County boasts a number of historic townscapes and attractive rural areas that offer local and national walking, cycling and riding routes which link beyond County Durham's borders. The County holds major events and exhibitions which attract large visitor numbers including Lumiere (Durham City), the Lindisfarne Gospels Durham 2013 (Durham City) and the Great Goodbye at Locomotion.
- 24 The emerging County Durham Plan identifies the visitor economy as an important and resilient part of the County Durham economy, however it

highlights that there remains a great deal of untapped tourism potential within the County. The plan identifies the need for further enhancement, promotion and expansion of tourism and leisure development including visitor attractions, leisure facilities and visitor accommodation.

Durham Tourism Management Plan (DTMaP)

- 25 In 2007 VCD developed the Durham Tourism Management Plan (DTMaP) in collaboration with the county's tourism industry and a range of partners including Durham County Council. The plan is the blueprint for development of the visitor economy in the County, prioritising investment in the tourism industry.
- 26 The DTMaP is based on a series of studies that provided market intelligence including visitor surveys, economic impact surveys, customer segmentation study in 2007, an image and identity study of the county and benchmarking at a national level.
- 27 The DTMaP is developed and monitored by the Board of VCD with the priorities identified in the plan endorsed by the DTMaP committee, the tourism industry conference and a range of visitor economy partners. The DTMaP is refreshed on an annual basis to take account of new and completed projects. The DTMaP 2012-16 identifies the following eight priorities (bullet points 5 and 7 are the most pertinent to the review):
- Manage and maintain the public realm taking into account the needs of visitors as well as residents in the county.
 - Increase the contribution of Durham's rural areas to the overall value of the county visitor economy.
 - Optimise the potential of Durham City to attract visitors to the county by making it a viable 48 hour stay.
 - Increases in spend by implementing a step change in the quality of the visitor experience post arrival so that the county attracts higher spending visitors.
 - *Develop local distinctiveness by using the destination brand name 'Durham', its sub brands – Durham City, Vale of Durham, Durham Coast and the Durham Dales.*
 - Tackle seasonality by focusing on two areas of development: events and business tourism.
 - *Grow the profile of the county regionally and nationally by developing and marketing products with national resonance.*
 - Extend the length of stay by optimising the potential of market towns and town centres to draw visitors into rural areas.

County Durham's target visitor markets

- 28 VCD uses a lifestyle visitor segmentation model used by Visit England to identify which groups to target with marketing activity. The model identifies 'Discoverers and Traditionals' as the two main groups who need to be targeted. These groups like the County Durham product and are already visiting the County in some numbers. Wherever possible County Durham develops its product and gears marketing towards these two groups to grow the visitor economy.

- 29 'Discoverers' are: independent individuals; little influenced by style/brand unless it represents their personal values; value technology, new products services and experiences; unlikely to be worried about what others might think; function far outweighs style as a purchase driver; high spenders on what they want, but intolerant of substitutes; they enjoy intellectual challenges but 'arts and culture' are negatively perceived and they value good service.
- 30 'Traditionals' are: relatively self-reliant and independent; more likely to hold traditional values; unlikely to justify spending on expensive alternatives; brand is not a key purchase driver but the preferences they have will tend to value more traditional established brands; functionality is far more important than style and individuality; they value and will pay for good service which to them means recognition and individual attention and they live life at a relaxed pace enjoying intellectual challenges, arts and culture.

Role and responsibilities of Visit County Durham in marketing the county

Visit County Durham

Key Conclusions:

- All VCD marketing campaigns are supported by a strong evidence base to ensure the best return on investment by marketing to people with the greatest propensity to visit.
- VCD has aligned the research available and identified the following three main marketing themes for the county which are prominent in VCD's marketing activity: Outdoors, Heritage and Food & Drink.
- VCD has developed a strong identity for the county through the 'this is durham' branding with over 50 businesses now using the brand in their promotional activity.
- VCD works in partnership with DSMP and partner destinations to market the county through third parties. This includes the use of significant events taking place in the county and in neighbouring partner destinations to profile County Durham ensuring VCD's marketing budget and staff resources are used to maximum effect.
- VCD works in partnership with Visit England, England's Heritage Cities and Visit Britain to ensure that the county is profiled nationally and internationally.
- VCD adopts a multi-layered approach to both online and offline marketing activity with the majority of marketing activity now undertaken online.
- Online marketing provides the best return on investment and includes articles on partner websites, a monthly newsletter distributed to over 40,000 recipients, social media marketing and 'search marketing'.

Background

- 31 VCD was established on 1 April 2006 as a private, not-for-profit company, limited by guarantee and has a board of eleven directors, nine private sector and two public sector. In 2011 VCD became part of the Regeneration and Economic Development Service Grouping (Economic Development and Housing Service) of Durham County Council.
- 32 VCD is a Destination Management Organisation (DMO) performing the role of destination management and marketing for County Durham, working on behalf of businesses and public agencies. The company also acts as a

'facilitator' to bring people and organisations together to make things happen, or as a 'deliverer' where VCD undertakes and runs activities or projects. It also has a key role in the county's large festivals and events using them as a 'hook' to encourage overnight stays and longer visits.

- 33 VCD has 21 staff (15 FTE at the time of the review), plus project staff which are split between four divisions: development, marketing, visitor and industry services and administration. The core budget is £800,000 per annum.
- 34 VCD's key roles and responsibilities are: market intelligence; partnership working; strategic direction; support for sector; promoting the destination; connecting and championing the sector; developing the sector; leveraging Investment and generating income to support marketing initiatives (consultancy work; advertising within the Durham Pocket Guide and project delivery).

Marketing role and responsibilities

- 35 VCD promotes Durham as a whole destination, changing perceptions of the county, raising awareness and communicating its appeal, attracting visitors from outside of the region and persuading them to stay. Currently 8% of total visitors to the county stop overnight, however these visitors make up 42% of the total tourism spend, therefore persuading visitors to stay longer and spend more will grow the county's visitor economy. VCD has a marketing team consisting of five staff members with a marketing activity budget of £58,100 for 2014/15.
- 36 VCD ensures there is a strong evidence base to support the rationale behind marketing campaigns. This includes research carried out by Visit England and other sources on what the latest national trends are for holidaying at home aligning this with visitor research for County Durham (lifestyle visitor segmentation model) which identifies the target visitor groups for County Durham as 'Discoverers' and 'Traditionals'. This evidence based approach ensures the best return on investment by marketing to people with the greatest propensity to visit.
- 37 In 2011 VCD reviewed national trends, the type of visitor attracted to the county and the county's tourism products which resulted in the identification of three main marketing themes which are prominent in VCD's marketing activity. These themes are Outdoors, Heritage and Food and Drink. There are also a number of supporting themes including culture, spa breaks, hidden gems, family fun, sport, events and parks and gardens which add breadth and depth to the county's offer, broadening our audience and ensuring a promotional platform for all tourism businesses.
- 38 A key element of VCD's approach to marketing is to develop a strong identity for the county by communicating a consistent, coherent and compelling image through all of VCD's promotional work. This resulted in the development of the 'this is durham' branding. VCD works with tourism businesses in the county to encourage them to use the Durham brand with currently over 50 businesses now using the brand in their own promotional activities. In addition, VCD has launched an image library so tourism businesses and

media have access to over 120 on-brand images of the county, a further way of developing consistent images.

- 39 VCD works in partnership, utilising partner's funds and promoting County Durham through third parties. This approach ensures that VCD's budget and staff resources are used to maximum effect whilst strengthening marketing activity with potential visitors receiving information about the county from a number of sources. Current partners include:
- Durham Strategic Marketing Partnership (DSMP) (local) - VCD works in partnership with partners in the DSMP, using events that partners organise which attract out of region visitors to market the county. This approach ensures the maximum economic benefit for the county by using the events as 'hooks' to then raise the county's profile and encourage longer stays and more spend in the economy. For example, VCD worked with Durham County Cricket Club during the Ashes test matches to ensure branding at the ground, information in press packs, county wide images in the press room and a supply of video footage of the county to broadcasters.
 - Partner 'destinations' (regional) such as Northumberland, Newcastle/Gateshead -- A joint approach to marketing is stronger and VCD has worked with Northumberland on the recent Food and Drink campaign and the ongoing Dark Skies activity. Working in partnership provides an opportunity for Durham to benefit when a significant event is taking place in a neighbouring county with work currently taking place with Newcastle /Gateshead on the Rugby World Cup.
 - Visit England and Visit Britain (national) - VCD works closely with Visit England and Visit Britain to ensure that the county is profiled through their marketing activities and when it is, that it is on brand and supports the messages that VCD are communicating. Visit Britain had recently profiled Durham as part of a £1m advertising campaign at Heathrow airport focusing on the North East. VCD work with Visit England and Visit Britain on press trips, welcoming national and international journalists to the county and they ensure that the county receives prominent profiling on both Visit England and Visit Britain websites.
- 40 Group travel is not a growth area within the county, however it is recognised that for some of the county's tourism businesses it is their 'bread and butter' and VCD works in partnership with 'Discover Durham' a consortium of the county's main attractions (including Beamish, The Bowes Museum, Auckland Castle, Durham Cathedral and Raby Castle) with an interest in group travel. The consortium works together, under the Durham umbrella to promote the county as a group travel destination via a destination wide offer.
- 41 The Review group commented on the success of the partnership approach adopted by VCD, working with the DSMP and partner destinations, using events that have the greatest potential to attract out of region visitors as 'hooks' to then raise the county's profile, encourage longer stays and more spend in the economy. Members felt that VCD needs to continue with this successful partnership approach to marketing, extending its marketing activity with neighbouring partner destinations and the DSMP. This approach

increases the marketing opportunities available whilst ensuring VCD's budget and staff resources are utilised to achieve maximum marketing impact.

Recommendation 1

In relation to the partnership approach to marketing, VCD seeks to extend its work with partner destinations and the Durham Strategic Marketing Partnership and also use major events to attract out of region visitors to raise the profile of the county as a visitor destination.

Marketing approach

- 42 To attract new visitors to the county, VCD adopts a mixed approach to both online and offline marketing activity with the majority of marketing activity now undertaken online. Research shows that 80% of people now research or book holidays online and this figure is growing year-on-year.
- 43 Online marketing is funded by VCD's core activity budget and provides the best return on investment. Online activity is constant and includes: articles on partner websites; a monthly e-newsletter distributed to over 40,000 recipients; social media marketing on Facebook, Twitter, Pinterest, YouTube and Instagram; and 'search marketing', ensuring that 'thisisdurham.com' appears prominently in search engine results. The 'thisisdurham.com' website offers free listings to businesses and includes information about the county events taking place and any special offers. VCD continues with ongoing web and content development with all current marketing and PR activity aimed to drive traffic to the website. The current website is two years old and work is currently being undertaken by VCD to redesign it.
- 44 Offline marketing activity includes more traditional advertising in newspapers and magazines which are selected through research as being the publications read by the visitor groups we are trying to attract. Articles on Durham have appeared in the Times, the Guardian and the Observer. This type of activity is funded externally through monies received for national marketing via the Regional Growth Fund and the Durham Strategic Marketing Partnership.
- 45 VCD has undertaken externally funded national marketing 'out of home advertising' which includes posters on the London Underground and key stations on the rail network (Birmingham, Manchester and Liverpool) together with digital billboards at London King Cross, Edinburgh Waverley and Manchester Piccadilly.
- 46 Press and Public Relations (PR) work undertaken by VCD compliments the various campaigns and is seen by the consumer as impartial endorsement. Coverage can be as a result of a press trip, pitching feature/story ideas to journalists and submissions for round ups. Recent examples include a six page spread in the Discover Britain magazine focusing on the Durham Dales and roundups in the Mail on Sunday and the Times (100 fantastic Autumn events and 100 perfect places to get away from it all in the UK).
- 47 The Durham Pocket Guide produced and distributed by VCD encourages visitors to stay longer and spend more. The guide combines inspirational

editorial with business adverts, maps and special offers. A total of 250,000 copies of the guide were produced in 2015 with production costs and distribution costs met through advertising income. Research shows that each copy was seen by at least 2 people, a reach of 500,000 people and displayed in 300 Durham outlets and a further 350 outlets regionally.

- 48 The Review group commented that whilst there is a need for a mixed approach to marketing County Durham using both online and offline activity, VCD needs to continue to ensure best return on investment by being proactive in the development and redesign of its website. This will ensure that 'thisisdurham.com' website remains responsive to the increasing and changing information demands as a result of developments in technology.

Recommendation 2

That VCD continues to develop and redesign the 'thisisdurham.com' website and that it remains responsive to the increasing and changing information demands resulting from developments in technology.

Marketing activity of Durham Strategic Marketing Partnership (DSMP)

Key conclusions:

- VCD does not deliver or market individual events within County Durham, although they do market events as part of a destination sell. The delivery and marketing of individual events within the county is undertaken by event organisers and includes amongst others, partners within the Durham Strategic Marketing Partnership (DSMP).
- The Durham Strategic Marketing Partnership (DSMP) was established in 2012 by VCD following the announcement that Durham was to receive Regional Growth Fund investment of £450,000 across a three year period for national marketing activity.
- VCD had to secure £210,000 in match funding (cash and in-kind) in order to secure monies.
- The partnership consists of the key marketing partners within the county who are committed to retaining the DSMP and developing the partnership by increasing the number of partners and undertaking more partnership working with VCD.
- VCD works in partnership with DSMP identifying national campaign opportunities develop the campaign with partners and determine how they will feature in the campaign activity.
- As part of this partnership approach the DSMP will contribute cash and in-kind support, help shape the campaign and will be profiled in campaign activity.
- VCD continues to offer marketing opportunities to microbusinesses and SME's including advertisements in the Durham Pocket Guide and e-newsletters.

- 49 As part of the review process members identified that they wanted to receive detail of the marketing activity undertaken by key partners within County Durham and how they work in partnership with VCD

- 50 VCD does not deliver or market individual events within County Durham, although they do market events as part of a destination sell (promoting key events outside of the region to encourage overnight stays and longer stays in the county). The delivery and marketing of individual events within the county is undertaken by event organisers, which includes amongst others, partners within the Durham Strategic Marketing Partnership (DSMP).
- 51 DSMP was established in 2012 by VCD in response to the announcement that Durham was to receive £450,000 Regional Growth Fund Investment across a three year period (2012-2015) to promote County Durham to a national audience. VCD had to secure £210,000 in match funding (cash and in-kind) in order to secure monies.
- 52 The range of marketing activities used by individual partners within the DSMP varied with some using traditional based marketing such as leaflets and local newspaper advertisements (offline), some using social media (online) including Facebook and Twitter and some using a mixture of both.
- 53 The DSMP consists of the key marketing partners within the County and includes: Beamish Museum; The Bowes Museum; Locomotion; Durham Cathedral; Durham University; Hamsterley Forest; Dalton Park; North Pennines AONB partnership; Durham Heritage Coast Partnership, Northumbrian Water; Seaham Hall; Auckland Castle; Durham BID and Durham County Cricket Club.
- 54 The DSMP take a destination wide view and understand how their business can derive benefit from working with each other and VCD as part of the destination offer. VCD will research and identify national campaign opportunities which are then presented to the group with appropriate partners invited to contribute to the various campaigns. VCD will then work with partners to develop partner's input and identify how they will be featured in campaign activity. As part of this partnership approach the DSMP will contribute cash and in-kind support, help shape the campaign and will be profiled in the resulting campaign activity.
- 55 Partners are committed to retaining the DSMP beyond RGF funding by continuing to develop the partnership, increasing the number of partners with a further three partners joining in 2014/15 (Auckland Castle, Durham BID and Seaham Hall) and more marketing activity undertaken in partnership. The DSMP continue to work with VCD on additional marketing campaigns, match funded by VCD's core budget. These campaigns include:
- Visit England's English Countryside Campaign which ran in March 2014 with Durham receiving 2 pages in a 24 page supplement in the TimeOut magazine.
 - Year of the Bike was a national tourist board campaign that aimed to capitalise on the increased interest in cycling generated by the Tour de France activity and included a 100 page guide in The Guardian with Durham receiving 4.5 pages.
 - VCD is currently taking part in a national Visit England campaign (with the Bowes Museum, Beamish, Durham Cathedral and Durham University as partners) to promote England's historic spots, with Durham featured on Classic FM and online adverts.

- VCD are participating in national activity to commemorate the 800th anniversary of the Magna Carta with the development of trails and a website, with Durham Cathedral and Durham University as partners.
- 56 VCD as part of the national marketing campaign offered a range of marketing opportunities to microbusinesses and small and medium sized enterprises (SME's) within the county including being featured on the campaign website. VCD continues to provide marketing opportunities to microbusinesses and SME's including advertisements in the Durham Pocket Guide (from £150) and on e-newsletters (from £50).
- 57 As a result of this successful approach to partnership working VCD has been asked to feature in a case study produced by Visit England for the Regional Growth Fund activity. The Review commented that this partnership approach needs to continue to be developed to ensure that current and future marketing opportunities are identified and developed for the benefit of County Durham.

Recommendation 3

That VCD continues to research and identify national marketing campaign opportunities which benefit partners within the DSMP and the wider tourism industry and promote County Durham as a tourism destination.

Monitoring of Visit County Durham's marketing activity

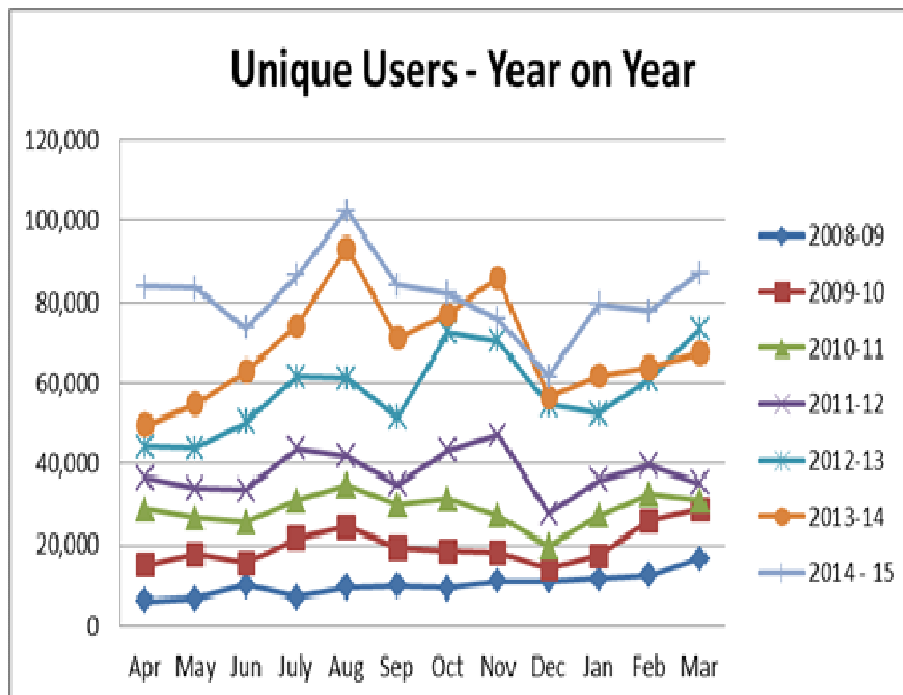
Key conclusions:

- VCD monitors the performance of each online activity and has associated targets with performance measures including social media engagement rates, number of e-newsletters opened and unique visitors to the 'thisisdurham.com' website.
- Offline monitoring and evaluation involves VCD identifying increases in web traffic and consumer details captured enabling further marketing activity to take place including the receipt of the monthly e-newsletter.
- Pocket Guide surveys have been undertaken in 2009 and 2011 providing a variety of tourism data on the post arrival publication including detail of the influence and impact of the Guide. An in-house online survey has been developed for 2015 which will update the data provided in the 2011 survey.
- The evaluation process for the RGF national marketing campaign involved public focus groups looking at the effectiveness of the campaign creative of all 14 destinations. Durham's campaign artwork was determined the 'most motivational' of all 14 destinations with Durham scoring above average for almost all categories.
- The evaluation also included a twice yearly survey undertaken by Visit England and sent to consumers who had signed up to the campaign websites. The survey showed that 66% of visitors who were undecided when visiting the website then visited County Durham, 35% were influenced to stay longer, and 38% visited more places than planned.
- There is 18 months left of the evaluation process however the results so far show £13.1m additional visitor spend for the County Durham economy, with

245 jobs created or supported, £327, 278 of match funding and over 14 million people reached exceeding all targets.

58 VCD monitors the performance of each online activity and has associated targets to ensure effectiveness, inform future developments and enhance activity. Performance measures used include the 'open rate' of e-newsletters (identifying how many people clicked on the e-newsletter to read it), social media engagement rates (how many people interact with Facebook and Twitter), unique visitors on a monthly basis to the 'thisisdurham.com' website (on average has 80,000 unique visitors a month), bounce rates and dwell time to inform developments.

59 Below is the web traffic graph showing the year on year increase in online activity (the anomaly in November 2014 was due to Lumiere in the previous year).



60 Offline monitoring and evaluation activity undertaken by VCD will look at increases in web traffic and consumer details captured which enables further marketing to take place as they will then receive the monthly e-newsletter.

61 In relation to national marketing 'out of home advertising' VCD monitors and evaluates this type of activity by looking at increases in web traffic. This activity was externally funded through the Regional Growth Fund which has now ended.

62 VCD monitors press and public relations (PR) performance through a press cuttings contract which monitors coverage against an annual target/value for national destination PR for out of region coverage based on equivalent advertising value (the value of the press coverage received if VCD had paid for the advertising space). For 2013/14 the target was set for an annual value of £6m however VCD achieved £6.1m of coverage with the assistance of a national PR agency. VCD has set a target of £11m for 2015/16 for out of region and national media outlets. Due to budget reductions VCD can no

longer use the services of a national PR Agency and some of this activity has been brought in-house.

- 63 Pocket Guide surveys carried out in 2009 and 2011 provided a wide variety of data on the guide including detail of its impact and influence. The evaluation of the guide showed that 84% of users surveyed visited an attraction they had not planned to as a result of the guide and 79% visited an area of the county they had not planned to. The survey in 2011 showed that the Pocket Guide had generated an additional spend of £21.03 per visitor resulting in an additional £6 million spend in the County Durham economy. In order to implement a cost saving an in-house online Pocket Guide survey for 2015 has been developed which will update the data obtained in 2011 and will include detail of the impact and influence of the Guide.
- 64 The Review group highlighted the importance of continuing to set targets and monitor performance to ensure that the marketing activity undertaken has the required reach and produces the best return on investment.

Recommendation 4

VCD ensures that robust performance targets and monitoring procedures for all online and offline marketing activity are in place.

National marketing campaign evaluation

- 65 As part of the review process, the Review group considered a case study of Durham's RGF national marketing campaign. As part of the case study the review group received detail of the evaluation process undertaken by Visit England in relation to the 14 destination campaigns including information on the performance of Durham's campaign. The evaluation consisted of focus groups arranged by Visit England's research agency requiring members of the public to look at the campaign creative of all 14 destinations, focusing on the effectiveness of the various marketing activity undertaken in relation to:
- Showing the destination in a new light – Durham scored highly in this area along with York and Newcastle/Gateshead and Bristol.
 - Strong location – Durham identified as strong, along with York however Leeds identified as being less effective.
 - The effect the advertising had including:
 - Being aware – makes members of the public think differently about the destination, it is imaginative and stays in your mind.
 - Forming some sort of opinion - Identifies a lot to see and do at the destination.
 - Seeing, liking and being motivated to do something about it - Destination is different to other destinations in England.

Durham's campaign artwork was determined the 'most motivational' of all 14 destinations with Durham scoring above average for all the above categories.

- 66 The evaluation process also consisted of a twice yearly survey carried out by Visit England to consumers who had signed up to the individual campaign websites developed by VCD following campaign activity. The surveys

showed that 66% of the visitors who were undecided were influenced by the website to turn a possible visit in to a certainty with 35% influenced by the site to stay longer and 38% influenced to visit more places than planned.

- 67 There is still 18 months left of the evaluation process however the results so far of the campaign are:
- £13.1 million additional visitor spend for the County Durham economy.
 - 245 jobs created or supported (above the target of 149 set by Visit England).
 - £327, 278 of match funding (including over £60,000 from the SMP and over £31,000 from SME's), with 47% cash (above the target of £210,616).
 - Over 14 million people reached by the campaign.

All evaluation was undertaken by Visit England with the survey results externally verified and signed off by the Department for Business Innovation and Skills (BIS). For full details of the case study see appendix 1.

- 68 The Review group commented that the performance evaluation of the effectiveness of the marketing activity undertaken by VCD and DSMP should be promoted and reported to the County Council as part of its performance management process.

Recommendation 5

That the performance evaluation of the effectiveness of marketing activity undertaken in relation to the national marketing campaign is promoted and reported to the County Council as part of its performance management process.

Future marketing activity of Visit County Durham

Key conclusions:

- VCD faces a number of challenges in marketing the county which include: continuing to develop effective partnership working to maximise the marketing budget of £58,100 for 2014/15; a small business base; new product; ensure a good visitor experience; balancing the needs of the DSMP with the needs of the destination; continuing to get national profile in the media which is competitive and staff resource.
- VCD has identified a number of marketing opportunities to promote the county as a tourism destination for 2015/16 via partnership working, using major events and planned development of attractions and opportunities to market northern destinations to overseas markets via the Northern Tourism Growth Fund.
- The establishment of the North East Combined Authority (NECA) provides further opportunities to champion tourism with conversations currently taking place concerning how the Northern Tourism Alliance will work with the North East Local Enterprise Partnership (NELEP) and the NECA in terms of tourism.

- 69 Regional Growth Fund investment provided a significant opportunity for VCD to market the county to a national audience however this funding has now ended which has resulted in VCD identifying a number of future marketing challenges including:

- Budget – VCD’s marketing budget for 2014/15 is £58,100 (part of the core budget from DCC) therefore effective partnership working and the further strengthening of the DSMP is essential.
- Business base – the tourism business base in County Durham is limited in terms of numbers (650) and size of business (95% SME’s) making the amount of income for marketing which VCD can raise from the business base limited – Cumbria/Northumberland have double the number of tourism related businesses.
- Lack of new product – marketing needs news, whether that’s a development, new business or event. Without a new product we have no new ‘hooks’ to market the county to the press or visitors.
- A good visitor experience – County Durham needs good recommendations and return visits. In the age of social media a poor visitor experience can have a significant impact.
- Balancing the needs of DSMP with the needs of the destination and ensure that VCD provides opportunities for all tourism businesses within the county to benefit from marketing activities.
- Getting national profile in media – acquiring national press coverage is competitive and often relies on relationship building with many journalists based in London. VCD no longer has a London based national PR agency with this work now brought in-house and is an area that needs to be closely monitored and developed.
- Staff resource – VCD has a marketing team consisting of five staff members.

70 As part of the review process the Chair and Vice-Chair of the Economy and Enterprise Overview and Scrutiny Committee attended a board meeting of VCD on the 23 June where discussion focused on the development of new branding for County Durham, planned developments at attractions and progress of events for 2015/16, updates on VCD’s marketing performance and progress on the Northern Tourism Growth Fund which are all areas reflected in the review report.

71 VCD has identified a number of future marketing opportunities for 2015/16 using planned events and developments at attractions to market the county as a tourism destination. The planned developments and events include:

- Developments at Auckland Castle
- Durham County Cricket Club – England V New Zealand One Day International.
- Magna Carta and the Changing Face of Revolt
- ‘Open Treasures’ at Durham Cathedral.
- The Bowes Museum – various events and developments including an Yves Saint Laurent event.
- Bishop Auckland Food Festival.
- Brass.
- Durham Book Festival.
- Lumiere.

72 The Northern Tourism Growth Fund provides opportunities to promote northern destinations to overseas markets, the US, Germany, Netherlands, Australia/New Zealand and China. The fund provides £10m with Visit

England the project lead. VCD was engaged in the process of developing a proposal working in partnership with representatives from some of the 30 plus northern destinations eligible for this funding and the team at Visit England and Visit Britain. The project proposal was submitted by Visit England and approved by the Department for Culture, Media and Sport in March 2015. The £10m allocated to the project is expected to be matched with a further £10m giving a total project spend of £20m. The match funding is being secured by Visit England's partnership team from private sector companies such as airlines together with individual destinations and their businesses providing match funding by buying in to activities they wish to be part of.

- 73 VCD has received a request for product information for use in the programme activity. Beamish, Durham Cathedral and Castle World Heritage Site have been put forward as hero products with Durham's outdoors and heritage put forward as signature experiences. Visit England and Visit Britain will have the final say on what will be featured as a hero. VCD has been asked to lead a project together with Leeds and Lancashire to develop the overall creative, content and collateral for the entire project.
- 74 The establishment of the North East Combined Authority (NECA) provides further opportunities to champion tourism via elected members and senior officers who serve on the NECA Boards with discussions currently taking place concerning how the Northern Tourism Alliance will work with the North East Local Enterprise Partnership (NELEP) and NECA in terms of tourism.
- 75 Members of the Review group and VCD were agreed in seeking to champion the visitor economy via the NECA as a future priority.

Recommendation 6

That VCD maximises all identified future marketing opportunities for 2015/16 including:

- The use of major events and developments at attractions in County Durham.
- The Northern Tourism Growth Fund, promoting northern destinations to overseas markets.
- Championing as a future priority with the NECA the importance of the visitor economy.

Views of key tourism partners on the marketing activity undertaken by VCD

Discussion with Durham Strategic Marketing Partnership

Key conclusions:

- DSMP commented on the success of partnership working within County Durham, particularly the use of key major events to promote the county such as the Ashes Test in 2013 and the England versus New Zealand match in 2015.
- Partners have limited marketing budgets and therefore have to work smarter by pooling resources and targeting their marketing activities at relevant visitor markets. Partnership working with VCD provides the opportunity to access

VCD's expertise, guidance and robust evidence base to respond to changing market conditions and target their future marketing activity.

- Partners are committed to expanding the membership of DSMP and partnership working undertaken with VCD particularly in relation to marketing activity.

- 76 It was agreed when scoping the review that members would have the opportunity to discuss with partners from the DSMP their views on the role and work of VCD in marketing the county as a visitor destination and detail of any marketing activity they undertake.
- 77 The review meetings on the 24 March and the 7 April provided this opportunity with the following partners attending: Durham University; Durham Cathedral; Durham BID; Durham County Cricket Club; Hamsterley Forest; Beamish Museum; Dalton Park and the Chairman of VCD's Board. The Strategic Marketing Partners were asked questions on their marketing activity, partnership working, views on the marketing activity undertaken by VCD and future challenges.
- 78 Partners have limited marketing budgets therefore partnership working was essential particularly on large scale projects, pooling together budgets to maximise impact. Partners from the DSMP and VCD have worked together on the Lindisfarne Gospels event and more recently on the Magna Carta with VCD helping to identify key funding pots and advising on the correct marketing channel such as social media, radio and pitching feature/story ideas to journalists and/or submissions for round ups.
- 79 Partners commented on the success of using key major events to promote the county as a destination. VCD worked in partnership with Durham County Cricket Club during international events such as the Ashes Test in 2013 and the England versus New Zealand match in 2015 to ensure branding at the grounds, the 'thisisdurham.com' website contained detail of various visitor attractions and places to eat and stay, information on the county was included in press packs and video footage of the county provided to broadcasters.
- 80 As a result of reduced marketing budgets partners within the DSMP will need to work smarter in the future and target their marketing activities at relevant visitor markets. Partners such as Durham County Cricket Club have a large amount of data to analyse from the 2013 Ashes Test which will allow them to target their marketing activity for the test matches in 2016. Other partners within the DSMP will need VCD's expertise, guidance and robust evidence base (including visitor surveys undertaken by VCD) to respond to changing market conditions and target their future marketing activities.
- 81 VCD is committed to expanding the number of members in the DSMP and to further develop partnership working particularly in relation to marketing activity. For detail of further marketing activity undertaken in partnership see paragraph 55.
- 82 In conclusion, partners thanked DCC for continuing to support tourism investment within the county particularly during the austerity measures through the work of VCD. The advice and support provided by VCD had been invaluable to the DSMP particularly as tourism is not a core activity for a

number of the partners with few dedicated marketing staff within partner organisations.

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Tel:	03000 268 141	

Case study of Durham's Regional Growth Fund national marketing campaign

Background

In 2012 County Durham was selected as one of 14 destinations along with Bath, Birmingham, Bristol, Cornwall, Cumbria, Manchester, Liverpool, Newcastle/Gateshead, Northumberland, Nottinghamshire, Peak District, York and Leeds chosen by Visit England to directly receive Regional Growth Fund (RGF) monies for national promotion as a destination. All destinations received different levels of funding and had different match targets. Durham received £450,000 funding with a match funding target of £210,616 which had to include private sector cash.

VCD's approach to the campaign proposal was consistent with the VCD strategy of being evidence based and working in partnership with further research undertaken to identify campaign themes. The research resulted in the following three themes identified as the areas of focus for the campaign:

- Outdoors (walking and cycling);
- Heritage (social and industrial);
- Food and drink

The DSMP was established and the relevant partners invited to work with VCD on each campaign theme. This approach resulted in the following partners participating:

- Outdoors – North Pennines AONB Partnership; Durham Heritage Coast Partnership; Forestry Commission (Hamsterley); Northumbrian Water; and Dalton Park (outdoor retailers).
- Heritage – Beamish Museum; Durham Cathedral; Durham University for the Lindisfarne Gospels Durham; Locomotion; The Bowes Museum; and Durham County Cricket Club.
- Food and Drink – Northumbrian Water (lake to plate) and Beamish Museum (heritage food).

DSMP contributed to the match funding requirement (£60,000), provided input into the development of the campaigns and were profiled in campaign activities according to their cash support. VCD ensured that all of the county's tourism industry was provided with the opportunity to be part of and benefit from Durham's largest ever national marketing campaign by offering a range of marketing opportunities, starting at just £50 to be featured on the campaign website. Over 150 of the County's businesses took up one or more of the available marketing opportunities resulting in over £31,000 of match funding. Contributions from VCD's core budget, cash from DSMP, cash from tourism businesses and in-kind match from VCD, DSMP and tourism businesses resulted in VCD exceeding the target for match set by Visit England.

The campaign proposals focusing on the three themes were submitted to Visit England for approval by them and the Department for Business Innovation and Skills who were heavily involved in the project. In summer 2012 the proposals were approved.

In addition to the national level objectives set by Visit England, VCD set its own objectives for the campaign of: raising the national profile and appeal of the county; and increasing the 'shoulder season' occupancy. Within the three themes there were a number of additional objectives set by VCD which included:

- Outdoors - Support cycling and walking businesses and events; raise the profile of the Durham Dales/ Durham Heritage Coast.
- Heritage – Support Beamish to establish a national profile as the UK's premier open air museum; raise the profile of Locomotion and Durham's other heritage attractions; encourage visitors to the Lindisfarne Gospels exhibition to stay longer and spend more.
- Food and Drink – Raise the profile of Durham's food and drink offer, and therefore as a foodie destination; establish a marketing partnership with Northumberland.

Campaign marketing activity

The Outdoors campaign ran from September 2012 until March 2013 with marketing activities including: representation at the Active Travel Show in London; inserts in national cycling and walking magazines; an eight page supplement in the Independent newspaper; posters across the rail network and London Underground and digital billboards at London King's Cross and Edinburgh Waverley train stations; e-newsletters and presence on the Telegraph; Guardian and AA websites.

The Heritage campaign ran from April to September 2013 and included: an eight page supplement in The Times; posters across the rail network and London Underground; digital billboard at London King's Cross train station together with online adverts and e-newsletters.

The Food and Drink campaign ran over September and October 2014 and featured: an editorial in The Evening Standard, The Observer Food Monthly and the Telegraph magazines; online adverts and e-newsletters; posters across the London Underground; digital billboards at Manchester Piccadilly and Edinburgh Waverley train stations.

VCD supported the individual marketing campaigns using a mixed approach with: separate campaign websites, several press and (PR) activities including: press trips; suggestions for press articles and 'round ups'; and the use of social media and search marketing in support of the campaigns.

The total marketing costs for each campaign varied however generally the 'out of home advertising' including digital billboards at London's King's Cross and Edinburgh Waverley together with posters across the rail network and London Underground cost £78,000 - £130,000, press supplement costs ranged from £40,000 -£45,000 depending on the newspaper used, on-line

advertising £30,000 - £32,000, e-newsletter contacts £3,000-£8,000 and inserts (excluding printing) £5,000.

Challenges

A number of challenges were identified in relation to the campaign which included: the securing of match funding (£210,616 was required); ensuring that all types and sizes of businesses within County Durham had the opportunity to be included in the appropriate campaigns; balancing the needs of the DSMP who had contributed to the match funding with the needs of the destination; and the complexity and scale of the national campaigns.

The national marketing campaigns resulted in the following:

- VCD shortlisted in the national 'Out of Home' awards with other nominees including Samsung and Guinness.
- VCD was Gold winner in the Chartered Institute of Public Relations Awards for the best Integrated Campaign.
- VCD is a trusted delivery partner of Visit England due to VCD's performance during the campaigns and the way in which they managed and monitored the project.
- A 'step change' in the support from the tourism industry within County Durham for promotional activity as smaller businesses were previously not used to purchasing opportunities.
- A large library of stunning photography for future use by businesses and the press to keep them 'on message'.
- The establishment of the DSMP and the raising of the County's national profile.

The national marketing campaign has been extremely successful in marketing County Durham to a national audience with a further 18 months of evaluation to be undertaken.

Cabinet

21 October 2015



Auckland Castle Update

Report of Corporate Management Team

Ian Thompson, Corporate Director Regeneration and Economic Development

Councillor Neil Foster, Cabinet Portfolio Holder for Economic Regeneration

Purpose of the Report

1. To provide an update to the previous report to Cabinet on 5 September 2013, which considers the breadth of activity being undertaken by the Auckland Castle Trust (the Trust) in delivering the development of Auckland Castle as a major heritage attraction to strengthen the County's visitor economy and the way the Council is supporting the delivery of the various projects.

Background

2. Auckland Castle was the favoured residence of the Bishops of Durham for at least 800 years. In 2012, the ownership of the Castle and Park transferred to the Trust, a charitable company limited by guarantee. The Trust was established by the philanthropist Jonathan Ruffer.
3. The Chief Executive of the Trust is supported by a dedicated team of 53 staff that deliver the ambitions of the Trust. ACT is governed by a number of Trustees. The Trust is in the process of recruiting 3 further trustees to replace those who have recently retired. Current Trustees are:
 - Jonathan Ruffer;
 - Dr Robert McManners;
 - Lady Sarah Riddell;
 - Lady Sarah Nicholson;
 - John McDonnell QC;
4. The Trust's wider vision is *'to develop Bishop Auckland as a vibrant destination for local people and visitors alike, with Auckland Castle at its heart'*. To meet this vision the Trust has set forward three objectives:

Heritage Development: To develop Auckland Castle as a heritage and tourist attraction that is 'loved locally, visited nationally and known internationally';

Commercial Development: To create commercially viable businesses within the Auckland Castle Trust which will fund the development and on-going sustainability of the heritage attraction; and,

Community Development: To create enterprise, training and wealth within the Bishop Auckland area and wider region, both as a Trust and in partnership with others.

5. The focus is primarily on heritage development. By a skilful and sensitive re-integration of Castle, Park and Town the ambition for Auckland Castle is to:
 - a) Establish an international-quality national exhibition of religion in Britain;
 - b) Pursue and establish relationships with the leading national institutions in the UK and further afield;
 - c) To act as a catalyst for the wider regeneration of Bishop Auckland;
 - d) Tell the unique and intriguing story of the Prince-Bishops and Auckland Castle to a wider audience.
6. Professor Diarmaid MacCulloch, Professor of the History of the Church in the University of Oxford and Fellow of St Cross College, Oxford, has described Auckland Castle as the most important working Episcopal complex in Europe outside Avignon and the Vatican.
7. There are a number of different projects being pursued by the Trust and the Council is working in partnership in the delivery of each of these. The projects are described in the paragraphs below. The majority have recently obtained approval. Overall, it is estimated by the Trust that these schemes will cost £93M to be delivered and will create:
 - 200 FTE jobs and 500+ indirect jobs;
 - 300 training opportunities;
 - 800 volunteering opportunities.

Restoration of Castle and Scotland Wing

8. The Grade I listed Castle is of great historical, religious and architectural significance. It was home to the Prince-Bishops of Durham for 800 years and was until recently the main Bishop's residence. Although no longer used as the official residence, the Castle is still used for ceremonial occasions and formal entertaining as well as home for the offices and staff of the Bishop's administration.
9. As part of the Trust's vision, the Castle complex will become a significant, heritage and tourist attraction. This restoration of the Castle will be complimented by an extension to the Scotland wing to provide space for permanent and changing displays. It will be the setting for the national exhibition of religion in Britain, telling the story of 'five thousand years of faith'. In addition to being a major regional attraction the Trust anticipate the restored Castle will attract national and international interest and forecast 200,000 visitors per annum will visit the Estate.
10. Following the success of securing an initial £1M grant from the Heritage Lottery Fund (HLF) in 2013, the Trust submitted their development plans in February in order to release a further £9M of lottery funding for the Castle and

Scotland Wing project. The Trust announced on 27th May that the funding bid was successful.

11. The Trust has appointed renowned design and conservation specialists Purcell Architects to develop proposals to restore the State Rooms and Chapel and remodel existing parts of the Scotland Wing. Alongside the restoration works, Niall McLaughlin Architects have designed a new extension of the Scotland Wing to house a gallery and exhibition space. The planning applications were given approval in April 2015.

The Walled Garden

12. The historic development of the walled garden mirrors the evolution of both the Castle and the designed landscape, with various Bishops, including Trevor, Barrington and Van Mildert, having played an important role in its development. In more recent times, however the walled garden has served as a commercial nursery and is today in a disused and derelict state.
13. The Trust has appointed both SANAA Architects and Pip Morrison Landscape Architects to develop proposals to restore the kitchen garden. Initial concepts have been presented and the proposals include incorporating glazed 'bubble' structures for the greenhouses, restaurant and viewing platforms overlooking the gardens. It is also proposed to reinstate the original ground level within the walled enclosure and to restore the garden to cultivation with predominantly herbaceous and flowering plants in the northern half of the garden and vegetables and fruit concentrated in the southern area below the lateral wall. It is anticipated that the planning application for the Walled Garden will be submitted towards the end of 2015.

The Welcome Building and Viewing Platform

14. In order to make the entrance to the Castle and Grounds more prominent Niall McLaughlin Architects have designed a new landmark structure. It will be located just outside the Castle walls on the corner of Kings Lodge. The structure consists of a 27 metre high skeleton framed viewing tower with steps wrapped around a central lift. Attached to the tower but at a lower level will be the similarly striking Welcome Building which will form the entrance to the fee paying attractions such as the Castle, new Scotland Wing Exhibition space and Kitchen Gardens. Throughout the design stage, the Council and English Heritage have worked closely with the Trust and the design consultants on the suitability of the proposals.
15. The location and orientation of the Welcome Building/Viewing Tower will involve reconfiguring the highway and improving the crossing points from the Castle's entrance to the Market Place. The Council continues to work with the Auckland Castle Trust on potential highway solutions to ensure the scheme is deliverable. The Council have also been instrumental in getting discussions underway between the Trust and the North East Local Enterprise Partnership

to assess whether infrastructure funding is available for the highway works associated with this scheme.

16. The planning application for the Tower and Welcome Building was approved in March 2015. In order for the project to start its construction, there is a need for a suitable solution to realign the highway. The Trust, supported by the Council, is exploring funding opportunities with the Local Enterprise Partnership.

No. 10 Market Place

17. No. 10 Market Place is located on the corner of Castle Chare at the entrance to the Market Place. This Grade II listed building has stood empty for several years. Once fully refurbished, it is intended that it will become office accommodation for the Trust's staff. The Council has liaised with the Trust's consultants during the pre-application stage. Applications for Planning and Listed Building consent have been approved and work on site commenced in June 2015.

Backhouse Gallery (formerly Barclays Bank and neighbouring Barrington School)

18. Following the acquisition of these two premises, the Trust proposes treating them as a single entity and converting them into a new Institute of Spanish Art and Culture. The Trust is looking to develop an international partnership for this Gallery which will enable it to borrow and display international pieces of art.
19. In addition to having access to international collections, the Trust are looking to work in partnership with Durham University and Bowes Museum which collectively means County Durham will hold the largest collection of Spanish masterpiece artwork outside Spain. The Gallery will be a new Institute for postgraduate study in Hispanic art. The Trust anticipates that the Institute will open in 2018.

No. 42 Market Place

20. The Trust acquired 42 Market Place earlier this year. This is an imposing building on a key juncture in the Market Place. Their project provides an opportunity for start-up retail businesses in Bishop Auckland to use space in the ground floor to test their business idea rather than immediately taking on a retail premises. After a period of time, these start-up businesses should be in a position to take on retail premises in the Town for their own business. This shop-share scheme is based on the Gentian project that the Council operated with Barnard Castle Vision successfully in Barnard Castle for a number of years.

The Queens Head and Post Chaise Hotels

21. The freehold of these two properties (the latter being Grade II listed) along with the adjoining Job Centre Plus and Monaco nightclub/wine bar was acquired by the Trust in 2014. Both hotels are in poor condition but well positioned within the Market Square facing both the Town Hall and the Backhouse/Barrington complex. The Trust is planning to convert the Queens Head and Post Chaise into a new hotel. Along with servicing the town and visitors to the Castle estate, it will also provide accommodation for wedding parties, which the Trust sees as part of their overall business plan.
22. The Council will facilitate development team meetings at the Trust's request to help frame designs for the submission of a planning application.

Eleven Arches

23. The Eleven Arches site (formerly Flatts Farm Driving Range and Golf Course) was acquired in 2013 and established a separate body, the Eleven Arches Trust, to oversee the development of this project under a separate CEO. The Eleven Arches Trust's vision is to convert the site into a historical leisure park which through the use of performing arts and technology will recount the history of the region, from the early middle ages to the Second World War. The Eleven Arches Trust has been working closely with Puy du Fou who runs the renowned theme park in Western France which is the 4th most visited attraction in France (1.5M visitors per annum). The Eleven Arches Trust has entered into a partnership with Puy du Fou to deliver a similar show, which will be Puy du Fou's first franchise venture outside France. This is a major coup for the Trust and the Country.
24. Initially, the site will only host night time shows, on weekends during the late spring & summer months with a maximum of 15 shows per annum in 2016, rising to 18 shows in 2018 (subject to the agreement of Environmental Health). The Eleven Arches Trust estimates 8,000 paying visitors for each performance. This is a community-led project with 600+ volunteers, in a variety of roles from visitor services to cast or technical direction. Depending upon the success of the night shows, the Eleven Arches Trust will then consider expanding into a day time leisure attraction.
25. The planning application has been submitted and it was approved in June 2015. The licensing application for the attraction was approved in July 2015. It is programmed that the night shows will commence in July 2016.
26. The County Council own land at the entrance to the Eleven Arches site. The Eleven Arches Trust will need to either purchase or enter into a lease agreement to obtain access over this land to enable the facility to be constructed and operational. This land transaction will form part of the arrangements for the surrender of the Park lease.

Binchester Roman Fort

27. The Trust recently acquired the Church Commissioners land holdings at Binchester Roman Fort along with Binchester Hall and the attached farm. The County Council also owns a small area of land at Binchester Roman Fort. The Trust is considering future options at the moment. The Trust has stated they will continue working with Durham University, Durham County Council and English Heritage to ensure long term research, improvement of the site and public access remains.
28. In addition, the Council also has a guardianship agreement¹ regarding part of the Scheduled Roman fort so as to open it up to the public as a visitor/education facility. This agreement (which expires in 2067) places the onus for protection, maintenance and repair on the guardian but also gives full rights of control, access and management to Auckland Castle Trust as the owners.

Historic England Urban Panel Visit

29. In November last year, the Urban Panel had been invited to Bishop Auckland by Durham County Council and Historic England NE (formerly English Heritage) to consider how the town might adapt to its new role; to advise on how the benefits of Jonathan Ruffer's large-scale investment in the area around the Castle and Market Place might be spread more widely, especially to those historic parts which are suffering decline, and how local communities might engage with, and benefit from, this exciting opportunity. The Panel made a number of recommendations, which are summarised below:
 - Need for strong local leadership to ensure new opportunities are realised;
 - Develop a partnership model of working and prepare a town strategy to ensure benefits are maximised as a result of its role as a new tourism destination;
 - Appoint appropriately-experienced project officers;
 - Eleven Arches needs to maximise the potential that this area can deliver towards the town's regeneration.
30. These have been considered by the Council and partner organisations and are now being acted upon.

Durham County Council involvement

31. From the outset, the Council has welcomed and supported the aspirations of the Trust. The Council has established a development team to support the Trust and help deliver their projects. The development team, which also includes representatives from Historic England, has worked closely with the Trust and provided detailed advice and guidance to the Trust and their

¹ The relevant legislation is the 1979 Ancient Monuments and Archaeological Areas Act (Section 12) which empowers the Secretary of State (DCMS), local authorities or English Heritage to accept by deed the 'guardianship' of an ancient monument.

consultants on all of the schemes. In particular, there are specific areas where the Council is looking to provide further support for the Trust. These are a refresh of the Bishop Auckland Regeneration Masterplan and the provision of additional car parking spaces.

32. In response to the Urban Panel's recommendations, the Council is now working with key partners to establish governance and project team arrangements to ensure that Bishop Auckland maximises the benefits from the significant investment by the Trust.

Bishop Auckland Regeneration Masterplan

33. The Council has developed regeneration Masterplans for each of the County's Towns. The first regeneration Masterplan for Bishop Auckland was approved by Cabinet in April 2012 and references the opportunities at Auckland Castle but predates the acquisition of the Castle by the Trust. The Council is reviewing and updating the document to take account of the significant change in circumstance at Auckland Castle, which was anticipated in the 2012 document, but was not clear at that point. The Council will be working with key partners, such as Historic England and the Trust, as well as the local community on the preparation of this document.
34. The Council has spent in excess of £2.5M updating the public realm and highway around the Market Place. The use of materials, lighting and street furniture which were suitable for a historic Market Place set within a Conservation Area has resulted in a high quality scheme, which compliments the range of projects that are now being brought forward by the Trust. This work was concluded in 2012 and has gone on to win a County Durham Environment Award.

Cultural Offer – Town Hall

35. As Auckland Castle develops its cultural offer within Bishop Auckland, it is important that the Council reflects on its own role within the town, and specifically how it can partner, contribute and add to the significant developments in visual art and heritage provided by the Trust.
36. In doing so, Cultural & Sport Services have begun to work closely with the Trust in supporting their visual arts offer, both through discussions on complementary exhibitions at Bishop Auckland Town Hall, as well as supporting the Trust's programme through use of facilities, technical support and specialist staffing.
37. There is also work ongoing about redefining the Town Hall, again to complement the emerging offer of the Trust. Feasibility, on an 'invest to save' basis, is currently being undertaken to this end and is considering a redefined offer around catering, gallery, cinema and arts programme.

38. The Council has also developed the festivals and events offer within Bishop Auckland, working closely with the Trust in developing the Food Festival as well as other events across the town.
39. The Council has developed a positive working relationship with the Trust which has resulted in several collaborations including partnering with Bowes and the University on the recent Spanish Art Symposium, athletics events in the grounds and the Food Festival. It is envisaged that this relationship will continue to develop and that the Culture & Sport service will support and enhance a vibrant cultural offer for Bishop Auckland in partnership with the Trust.

Auckland Castle Park

40. The Castle and Park lies within a designated Historic Park and Garden and is included in English Heritage's Register of Parks and Gardens of Historic Interest (Grade II*).
41. The Park is now owned by the Trust. The former Wear Valley District Council entered into a 28 year lease agreement commencing on 1 Jan 1994 with the previous owners the Church Commissioners. This lease transferred to Durham County Council in 2009. The lease is due to expire on 1 January 2022.
42. The Council's lease covers three main areas:
 - i. the wages of the park keeper;
 - ii. maintenance of flower beds and grassed area between park entrance gates and the main gates and to collect litter on a regular basis;
 - iii. responsibility for the maintenance and repair of approximately 12 structures within the park, several of which are listed. In addition, the Authority is responsible for tree guards, seats, litter bins, tracks and paths, inner fences, stiles and drains. The lease does not provide any wider site management responsibilities to the Authority.
43. The Trust has asked the Council to consider surrendering the lease on the Park early. The Trust has provided the Council with a settlement figure regarding the surrender of the lease. These are £204,568 for the Park Keeper and £312,950 for the dilapidations to the 12 listed structures. In principle, these figures are considered to be acceptable. The Council will enter into negotiations with the Trust over a package of measures to complete this financial transaction. It will be important to note that any negotiations regarding the surrender of the lease will need to ensure that free public access to the Park is maintained. This right has been established for a number of years.

Car Parking

44. In January 2015 a set of Heads of Terms was agreed between the Trust and Durham County Council regarding the future management and maintenance of the North Bondgate car park.

45. In line with these proposed Heads of Terms, we have now undertaken a period of public consultation. This consultation was developed with the Consultation Officers Group to develop an online survey to ascertain public opinion on the proposals. The consultation also included undertaking 3 days of drop-in public consultation in the Town Hall (4th-6th June).
46. The online survey closed on 19th June and the total number of responses was 1130. After the consultation closed, we received a petition from 32 local businesses opposing the transfer of the land to Auckland Castle Trust. This stated that the Trust taking over the North Bondgate car park and the adjoining land would have a detrimental effect on livelihoods and community spirit. The petition stated that businesses in the centre suffered during the recent food festival because the car park was closed and that as the car park is the most important tool for the community to access the town and for businesses to thrive (as it is the largest and most used car park), the petitioners were of the view that the town will always be accessible to residents, shoppers and tourists alike if the County Council remains in control.
47. The Council also received correspondence from the owners of the Newgate Shopping Centre expressing some concerns over this proposal. These concerns relate to the potential for visitors to go direct from the car park to the Castle and make the return journey without visiting the Town Centre and that the extended car park would have a negative impact upon people using their multi-storey car park and the trade of their tenants.
48. A summary of the key statistics from the consultation responses are given below:

Do you agree or disagree that the car park at North Bondgate should be expanded to provide more spaces?

Response	Frequency	Percentage
Strongly agree	889	79.4%
Agree	166	14.8%
Neither agree nor disagree	36	3.2%
Disagree	14	1.3%
Strongly disagree	15	1.2%
TOTAL	1,120	100.0%

Do you agree or disagree that on completion the car park should be managed, maintained and operated by Auckland Castle Trust?

Response	Frequency	Percentage
Strongly agree	649	57.8%
Agree	213	19.0%
Neither agree nor disagree	141	12.6%
Disagree	38	3.4%
Strongly disagree	81	7.2%

TOTAL	1,122	100.0%
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Do you agree or disagree that the current car park charges should remain the same for at least the next 3 years for local residents?

Response	Frequency	Percentage
Strongly agree	718	64.5%
Agree	196	17.6%
Neither agree nor disagree	102	9.2%
Disagree	38	3.4%
Strongly disagree	60	5.4%
TOTAL	1,130	100.0%

49. During this period, the Trust has tried to answer some of the concerns raised by objectors and have publicly stated that if they do acquire a lease for the land, they are planning to:
- Employ car park attendants to meet and greet visitors, inform them of all the town has to offer and activities and events that will be on at the Castle (and Spanish Gallery etc.);
 - Enable residents to continue to park at the current DCC prices and offer free parking on a Sunday;
 - Provide a shuttle service between the Car Park and the Castle for less able visitors.
50. It is clear that the public consultation has shown overwhelmingly support for the proposal to extend the car park, that the Trust take over management and maintenance and that parking charges remain as currently set for the next three years.
51. The proposed design of the extended car park onto the former bus depot site has been agreed with the Trust. The planning application was approved on 29th September 2015.

Additional land owned by Gentoo Developments – see attached plan at Appendix 2

52. The land to the east of the former bus depot site is owned by Gentoo and is occupied by businesses with short term tenancies. In line with the heads of terms, the Council has sought to acquire a lease for this land to provide additional car parking. The rent which is currently being negotiated is £20,000 per annum being index linked with a minimum increase of 1.75% per annum which represents market rent for the existing use so does not represent an undervalue.
53. Subject to Cabinet consideration, the negotiations with Gentoo can be concluded, work will commence jointly with the Trust on designing the new car park and a planning application will be soon thereafter. It is anticipated that the construction works for both the former depot site and this land will be undertaken as one contract.

Financial considerations

54. In revenue terms, the proposal to transfer land relating to the car park to the Trust would mean an initial annual revenue cost to the Council of circa £62,730 comprised of the loss of surplus car parking income of £42,730 and costs for the lease to Gentoo for their land of circa £20,000. In addition, there will be a one off cost incurred by the Council in surrendering the lease for the Park early. This is valued at £517,518 which will cover dilapidations to the structures listed in the lease and the park keeper costs.
55. Historically, there was a capital allocation of circa £1m to address some of the ACT related projects, although in order to address the car park issues this was increased and the Council currently has an approved capital budget of £1.520m. However, £750,000 of this capital allocation has been provided on a self-financing basis, which leaves a core capital allocation of £770,000. The original assumption was that the car park would remain in ownership of the Council. The current draft proposals assume that future car park income will be receivable by the Auckland Castle Trust and not the Council.
56. The proposed cost of delivering the enlarged car park and improvements to the streetscape at North Bondgate is approximately £1,027,000. This figure is broken down as follows:
- Installation of car park on depot site £500,000
 - Demolition of buildings on the Gentoo site £75,000
 - Installation of car park on Gentoo site £452,000
57. If the Council was to incur the £1.027m improvements works to enlarge the car park, the underlying cost to the Council after taking into account a contribution of up to £750,000 from Auckland Castle Trust would be circa £277,000. These costs can be met within the available £770,000 resources already allocated through the capital programme.
58. Other capital works are also proposed. These include improvements from the car park to the Market Place (£200,000) and in addition to the ACT funded Welcome Building and highway realignment works, DCC proposes additional traffic calming measures near the Castle entrance (£500,000). An additional capital bid for 2017/18 has been submitted for the latter.
59. The financial implications can be summarised below and costs will be accommodated from existing service grouping revenue and capital budgets, and an element of asset transfer:

One-off financial costs

Revenue	Budget
Park keeper costs related to the lease surrender	204,568
Total	

The above costs will be funded from contingencies.

Capital	Budget	Capital bid	Assumed Budget	Requirement	Difference
Car Park improvement	770,000	0	770,000	277,000	(493,000)
Dilapidations costs related to lease surrender	133,000	0	133,000	312,950	179,950
Public realm improvements	200,000	0	200,000	200,000	0
Town Centre improvements	240,000		240,000	240,000	0
Traffic calming	0	500,000	500,000	500,000	0
Capital	970,000	500,000	1,710,000	1,529,950	(313,050)

Ongoing financial costs

Item	Current £
Loss of Car Park Income (per annum)	42,730
Lease Gentoo land (per annum for 30 years)	20,000
Park keeper saving (until 2022)	(32,000)
Revenue	30,730

The recurring financial costs of £30,730 will be accommodated from existing service budgets.

Valuation

60. If the Council were to invest in developing the car park, and the Trust pay a contribution towards the development costs, the net income projected for this area of the site has been capitalised at a value of £965,000 representing the first element of the disposal at an undervalue.
61. The second element of the disposal at an undervalue relates to the income which should be received by the County Council in relation to the sub-lease to the Trust. This has been valued on the basis of the proposed car park and it has been calculated that the market rent for this use would also be in the region of £20,000 per annum plus periodic uplifts in a similar manner to the proposed lease-in from Gentoo. As such it can be assumed that the market rental value for the two uses and, therefore, both the lease in and sub-lease out are equal. Our independent State Aid advisor has confirmed that the element to be valued is the capital value of the 30 year lease benefit to ACT which has been calculated at £250,000. The calculation of the total State Aid

benefit to the Trust equates to £1,215,000 (valued by an independent surveyor).

62. In accordance with the legal advisor's recommendation, for transparency we have instructed an independent valuation of the State Aid benefit.

State Aid

63. The disposal of land at an undervalue to an economic entity can constitute State Aid if the benefit to the recipient is capable of distorting competition within the European Union. We have sought independent legal advice on this matter, which has confirmed that the State Aid will be lawful provided that the provisions of Article 53 (culture and heritage conservation) of the General Block Exemption Regulation 2014 are met by the Trust. More detail on those provisions are set out under legal implications in Appendix 1.

Other Matters

64. The Council is also working on a number of other projects in the Town Centre. We are working in partnership with the King James Foundation Trust and the South Durham Enterprise Agency on the restoration of the fire damaged former King James school building.
65. The Council is implementing a package of measures through the Town Centre Improvements Programme. This Programme has an allocation of £246,000 in the Capital Programme over the next two financial years. The Council are also supporting the Town Team with their activities and officers will be members of their Core Team.
66. Old Bank Chambers is the Grade II listed building was being used on a part time basis as a Customer Access Point (CAP) for Bishop Auckland. The part-time use of the building for this purpose is not an efficient use of property nor is the building either fit for purpose or fully DDA compliant. Following a review of Customer Service's delivery model the CAP has been relocated to the more accessible Library within the Town Hall. The Council is currently marketing the property for sale and it is anticipated that the new owners will develop the property to compliment the work that is being undertaken to regenerate the Town Centre.

Recommendations

67. It is recommended that Cabinet:
- a) Welcome the significant investment and the development work being undertaken by Auckland Castle Trust;
 - b) Provide delegated authority to the Corporate Director of Regeneration and Economic Development in consultation with the Portfolio Holder for Economic Regeneration to enter into legal agreement with Auckland Castle Trust over:
 - i. the use of land at North Bondgate as a car park. The terms of the agreement will be compliant with Article 53 (culture and

- heritage conservation) of the General Block Exemption Regulation 2014; and,
- ii. the surrender of the existing lease on Auckland Castle Park.
- c) Provide delegated authority to the Corporate Director of Regeneration and Economic Development in consultation with the Portfolio Holder for Economic Regeneration to enter into legal agreement with Gentoo Developments regarding their land holding at North Bondgate;
 - d) Provide delegated authority to the Corporate Director of Regeneration and Economic Development in consultation with the Portfolio Holder for Economic Regeneration to enter into legal agreement with the Eleven Arches Trust over the sale or lease to provide highway access to the land;
 - e) Note the additional revenue cost of £30,730 by the Council which will be accommodated within existing budgets;
 - f) Note the capital commitment of £1,529,950 by the Council from its capital programme and that an additional capital funding of £186,950 will be required to fund the proposed works in the town centre;
 - g) Acknowledge the recommendations of the Urban Panel report;
 - h) Endorse the partnership model of governance to ensure that the Town benefits from the significant investment by Auckland Castle Trust.

Contact: Sarah Robson, Head of Economic Development and Housing
Tel: 03000 267 332

Appendix 1: Implications

Finance

The implications of transferring land in connection with the car park will result in recurring revenue costs of £30,370 which will be accommodated within existing service grouping budgets after taking into account a saving on park keeper costs.

Cost incurred with surrender of the lease of Auckland Castle Park will be met via a combination of measures including monies with service grouping cash limits and asset transfer.

The Council will be spending in excess of £1.5m capital in Bishop Auckland Town Centre to stimulate regeneration.

Staffing

There are no implications.

Risk

The implications for not completing works are discussed in the body of the report. State Aid risks are considered below in the Legal Implications section.

Equality and Diversity / Public Sector Equality Duty

There are no implications.

Accommodation

Old Bank Chambers was vacated on 23rd December with the new CAP opening to the public on Thursday 8th January. The building is currently being marketed.

Crime and Disorder

There are no implications

Human Rights

There are no implications

Consultation

The regeneration masterplan will be subject to targeted public consultation prior to its adoption.

As part of the public consultation held during June on the proposal to extend car parking at North Bondgate, the survey questionnaire asked for any additional comments regarding the three proposals, i.e.

1. should the car park be extended?
2. on completion should the management, maintenance & operation be transferred to the Trust? and
3. should the current parking tariffs remain the same for the next three years for local residents?

An analysis of these comments has been undertaken.

Over 300 comments were received regarding Question 1 on the expansion of the Car Park. Generally these comments were positive supporting the requirement for more parking and agreeing it is needed to manage an increase in visitors to Bishop Auckland. Other comments received stated that the expansion is a welcome addition to facilities in the town and generally more parking is a good idea. Seven comments received from those who disagreed with the expansion of the car park stated that there is sufficient parking already; only eleven negative comments in total were received.

Comments for Question 2 totalled 226 positive and negative. The most common comments were reaffirming their support for the transfer of management to the Auckland Castle Trust. Of the 60 comments from those disagreeing with the change in management, the most frequently stated comments were that it should be managed by Durham County Council or that they thought a change in management would increase parking charges.

Over 200 comments were made regarding Question 3. The most common reason for keeping residents charges the same over the next three years was that it should be free for residents, at the same price or cheaper than current rates. The comments received against the retention of rates were in fact those residents who thought the car park should be free of charge.

Procurement

There are no implications

Disability Issues

There are no implications

Legal Implications

Article 53 permits aid towards the capital and revenue costs of a heritage site, including in Article 53(2)

“(a) museums, archives, libraries, artistic and cultural centres or spaces, theatres, opera houses, concert halls, other live performance organisations, film heritage institutions and other similar artistic and cultural infrastructures, organisations and institutions;

(b) tangible heritage including all forms of movable or immovable cultural heritage and archaeological sites, monuments, historical sites and buildings; natural heritage linked to cultural heritage or if formally recognized as cultural or natural heritage by the competent public authorities of a Member State”.

The general project is eligible for aid under Article 53. Looking specifically at car parking within this context, Article 53.4(a) permits investment aid as investment costs in tangible and intangible assets, including:

“costs for the construction, upgrade, acquisition, conservation or improvement of infrastructure, if at least 80% of either the time or the space capacity per year is used for cultural purposes”.

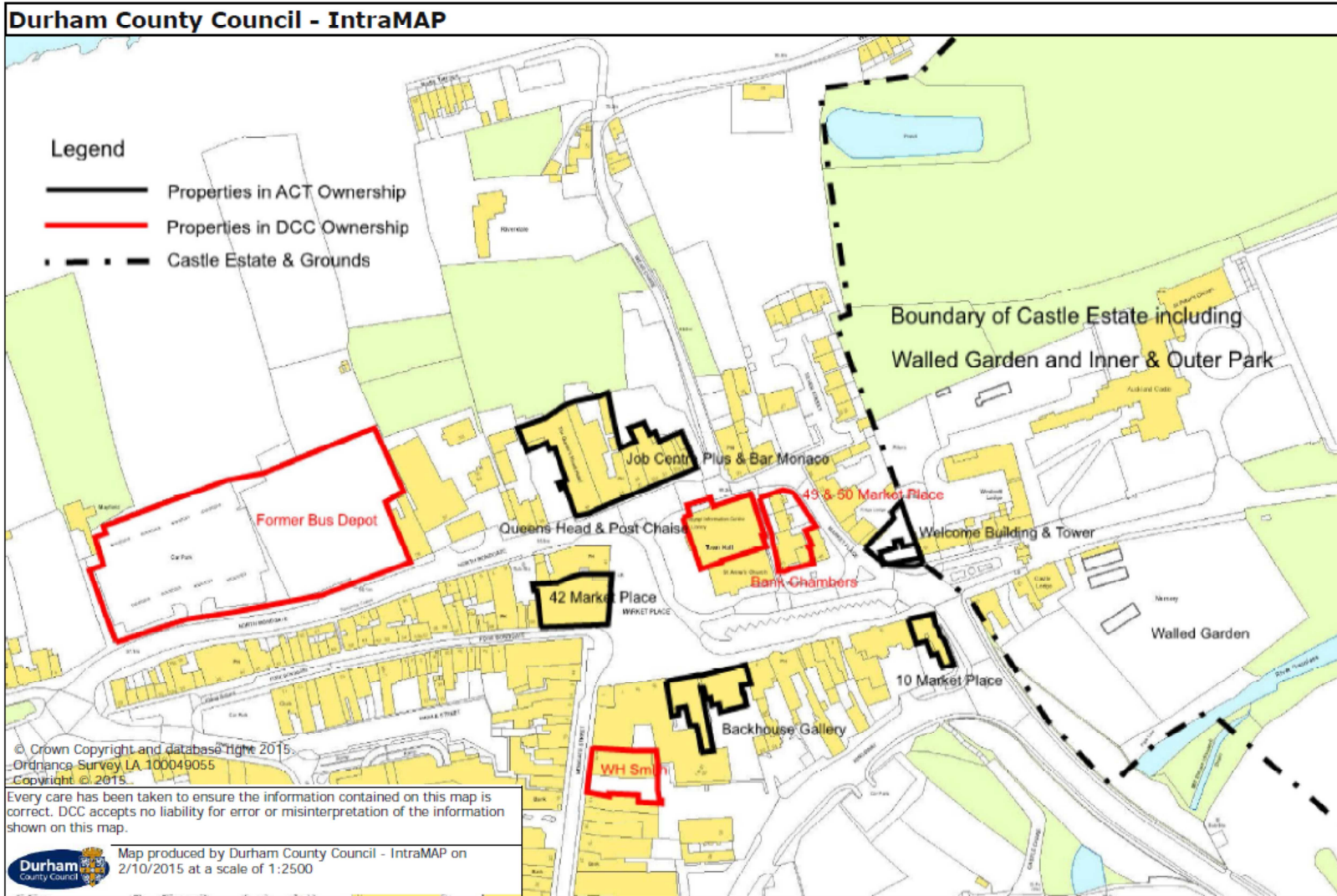
Based on the above, the capital costs of delivering a car park (which is plainly important infrastructure for a major visitor attraction) include land acquisition, and therefore the Council not charging full land value for transfer of its land interests in

this respect should be treated as akin to a grant (of the relevant value) against the costs of delivery of the ACT car park.

Two factors need to be established clearly:

1. That the car park is very much the ACT car park that is necessary for the proper functioning of the project by any reasonable assessment; and
2. That the car park is reasonably projected to be used at least 80% for cultural purposes (i.e. for visitors to the project, whether the castle and/or the intended art exhibition).

Appendix 2: Land Ownership plan



Cabinet**21st October 2015****Future DLI Museum Arrangements**

**Report of Terry Collins, Corporate Director Neighbourhood Services
Cllr Neil Foster, Portfolio Holder Economic Regeneration**

Purpose of the Report

- 1 The purpose of this report is to present a proposal for a new approach to the storage, display and access to the Durham Light Infantry (DLI) museum collections. The current approach is both expensive and ineffective in continuing to tell and maintain this important history of the County. The story of the former DLI is central to the history of the County and it remains important that this is preserved for future generations. This report explores alternative ways of ensuring this legacy is maintained.
- 2 Whilst recognising the current financial environment, the report proposes an alternative approach to managing the collections that seeks to:
 - a. Ensure the collection is stored safely and appropriately
 - b. Facilitate as wide as possible access to the collection
 - c. Maintain a broad educational programme
- 3 The future plans for Durham Art Gallery, located within the current DLI museum building, will be subject to a separate report.

Background

- 4 This proposal has been developed in conjunction with the Board of Trustees of the former DLI Regiment who are the owners of the collection but place it under the care of DCC through a Deed of Trust.
- 5 The Trustees have recognised the constraints of, and difficulties in, sustaining a static museum based collection and have responded positively to the opportunity to reimagine the collection and to retell the stories of the DLI. A letter of support from the Trustees is contained at Appendix 2 to this report.
- 6 The DLI has been open since 1968. The collection dates from 1758 – 2011 and comprises of firearms, uniforms, medals and ceremonial items among many others and is historically significant for the county and to military history in general. The collection is curated by DCC. The archival collection, i.e. diaries and photographs, is stored and taken care of by Durham County

Record Office, who also answer all family history related enquiries through a paid for enquiry service.

- 7 The DLI museum which currently houses the collection had 39,359 visitors in 14/15, which includes the DLI collection, art gallery visitors and approximately 1,500 school children who participate in formal education programmes on site. Whilst it is recognised that the WW1 commemoration is having a positive effect on visitor numbers, this level of interest is unlikely to be sustainable in the future.
- 8 Despite the museum also occupying a city centre location on the Aykley Heads site, visitor numbers are low compared with many other museums and attractions in the County; Locomotion 170,000, Beamish 600,000, Cathedral 600,000 and Bowes 110,000. The current location of the building is away from the main visitor footfall in the city which would encourage linked trips and increased dwell time.
- 9 The DLI building is currently expensive to maintain and would require investment to ensure the building is safe and economical to continue to operate as a museum. In particular, appropriate conditions and storage for the collection is proving difficult to achieve and displays are in need of renewal. Whilst the collection is currently stored at the DLI it has progressively outgrown the capacity of the secure stores.
- 10 The DLI is one of 5 museums supported by Durham County Council (DCC).
- 11 In October 2013 the service proposed a future funding profile for all museums. This included a three year funding profile with a reduction in funding for all museums by 2016/17 (NS 24.6). For the DLI this included savings in 14/15 and 16/17 as set-out below. The first saving formed part of MTFP4 and the proposals within this report could contribute to the service's MTFP6 savings proposals.

Table 1

13/14 DCC Contribution	14/15 Savings	15/16 Savings	16/17 Savings	Future DCC Contribution
£396,984	£105,000		£241, 984	£50,000

- 12 The cost of operating the DLI in 2013/14 was £396,984 which was a subsidy of approximately £10.05 per visitor based on 39,500 visits in that year (including education visits). This was significantly higher than the average museum subsidy across the county of £1.58 per visitor.
- 13 The first phase of savings for the DLI in 2014/15 of £105,000 were successfully achieved by reduced building opening hours and a restructure. The remaining subsidy for the DLI is now £291,984 and the reduced cost per visitor now £7.41, based upon 14/15 visitor numbers (39,359), but this cost per visitor still remains significantly higher than the county average.

- 14 The second phase of savings planned for 2016/17 presents a further saving of £241,984 and requires a significant rethink about how the collection can be managed to maximum effect.
- 15 Possible alternatives for the Durham Art Gallery will be the subject of a separate report.

Material Considerations

- 16 Given the importance of the collection any available resources must be deployed effectively in storing, conserving and displaying it. The existing museum is not the only vehicle through which this can be achieved and the following sections set out alternatives that will ensure the collection and its stories are brought to life for future generations.

Improved Collection Storage

- 17 In the first instance it is important that suitable proposals are developed to safely store and manage the collection in keeping with the Deed of Trust with the DLI Trustees, ensuring effective collection management.
- 18 The proposal is to relocate the DLI collection to Sevenhills at Spennymoor, to a store that is secure, environmentally controlled and suitable for the size of the collection and its anticipated growth. This will sustain and improve the condition of the collection for future generations and for historical research.
- 19 Sevenhills would require some modifications to ensure it has the right racking, security and environmental conditions; this is anticipated to be a one off cost of approximately £76,000. This would predominantly allow for suitable and safe storage to be installed into two areas, allowing the collection to be safely stored and accessed within a controlled environment.
- 20 Further internal adjustments at Sevenhills would also enable a new collections study area to be provided for curators, conservators and volunteers to work on the collection, and a space for visitors and researchers to access and use the collection for study and education. This would be a more modern and accessible space compared to the current DLI museum and helps to add value to the current work.
- 21 Initial exploratory work would suggest this is achievable in the space and timeline required of the project, although it is noted the incoming collection will require the adjustment to the current storage of other collections at Sevenhills.
- 22 At Sevenhills, the collection would be cared for by the Principal Museums Heritage and Collections Manager in the Growing and Learning Team of Culture and Sport. This would include the administration of the existing collections management database in keeping with the Deed of Trust. There is also a number of long standing and specialist volunteers who support the cataloguing and research of the collection. Their support and work would not be impeded by this approach and they would remain supported by the Manager.

Increased Access to the Collection

- 23 The use of temporary loans and exhibitions would be an opportunity to widen access to the collection. It should be re-emphasised that within any temporary loan, DCC would retain responsibility and custodianship of the collections relating to the Durham Light Infantry, ensure the collections are cared for appropriately and the collections database is maintained.
- 24 It would be the responsibility of the Museums, Heritage and Collections Manager to seek key partnerships and loans to curate temporary exhibitions to continue to display elements of the collection and expand its access to both the public and researchers alike. The remaining £50,000 subsidy to the DLI collection would enable the Manager to broker arrangements and jointly curate exhibitions. Partners would most likely also bring funding and expertise to the arrangements, adding further value.
- 25 In this respect it is proposed that a loan to Durham University, covering the remainder of the World War 1 commemoration period, is entered into. This will result in the collection being displayed at Palace Green Library, within the city centre, attracting new audiences and presenting new narratives and stories from within the collection, whilst being situated in a historically significant location for the regiment.
- 26 Essentially the initial University loan will include:
- a. A semi-permanent gallery for five years, containing the 'History of the Durham Light Infantry' within the Palace Green complex which would be free to access by visitors.
 - b. Storage of medals not on initial display and their delivery on demand to the 'Barker Reading Room' for viewing for the 5 year period of the collection loan.
 - c. A First World War learning package delivered on site, supporting a wider outreach learning package delivered by DCC.
 - d. 5 DLI-related temporary exhibitions, commencing with the large-scale Somme exhibition in 2016 utilising other gallery space within Palace Green Library with the potential to tour into other local spaces, which might form part of a range of joint ticketing opportunities with wider exhibitions in the city.
 - e. A package of advice on conservation to the Trustees and information to visitors. This approach will further develop our partnership with Durham University and allow greater access to academics to help curate new exhibitions.
- 27 In order to deliver this initial loan partnership the implications are as follows:
- a. A contribution towards the curation of the initial exhibition to be negotiated and resourced from within the remaining DLI budget. The income generated from the temporary exhibitions would be retained by

the University to help contribute to these costs and reduce support from DCC.

- b. In addition a grant contribution would be required towards the physical development of the exhibition spaces. DCC contribution would be £175k. The new semi-permanent gallery space and associated temporary exhibitions would be jointly curated between the University and DCC. A capital bid has been submitted in order to support this investment.

28 The opportunity to work with the University in the first instance will provide a timely solution through the WW1 commemoration period. It will also help support the likely increased interest in this period and will situate an exhibition of the collection at a meaningful historical DLI site; close to the DLI Chapel and garden within the Cathedral and the new DLI memorial in the market place. It is estimated that this area of the city reaches over 600,000 visitors and pilgrims per year and will provide greater proximity and exposure to the collection than it currently enjoys.

29 In addition to the university loan, it is intended to look at the use of the collection to support the County Council's proposed heritage programme to commemorate World War 1. It is anticipated that this will include:

- a. *The Weeping Window* - This contemporary visual arts project presents the opportunity for Durham to host an element of the world renowned HM Tower of London installation 'Blood Swept Lands and Seas of Red'. This is a competitive process in which the county's wider programme will be presented to illustrate commitment and context. It is not guaranteed, but clearly has huge appeal and benefit.
- b. *Durham Hymns* - This musical project will work with a number of composers and poets to create at least 8 new hymns inspired by the events and personal experiences of WW1, performed by local artists and schools in the Cathedral and across community venues. It is hoped the initial performance of the hymns at the Cathedral will be during the Poppy display period.
- c. *'Sights and Sounds' Exhibition* –This focused family exhibition will present the 'Sights and Sounds of WW1', providing connection to both the proposed Poppy display and the University exhibition at Palace Green across the same period. This will be the first major exhibition to utilise the Gala Theatre as an exhibition space.
- d. *The Fighting Bradford's* –This performing arts project will commission a writer to develop a unique play and a series of outreach workshops to specifically focus upon the story of the Bradford Brothers. The play will be performed by both professional actors and young people at the Gala Theatre.

30 Essentially, this more dynamic approach to the use of the collection has the opportunity to reach a much wider audience than could be hoped for at the current fixed DLI museum location. By example, the close proximity of offering two supported exhibitions in Summer 2016, albeit temporarily, would present

opportunities for joint ticketing and expanding the reach and affordability across the city.

Outreach Education

- 31 One of the key approaches to extending access to the collection is raising awareness and understanding of the DLI story. A key component of this is the ability to research and tell the stories of so many, during the period of the regiment. Traditionally the education team have played a key role in supporting the research and interpretation, at the same time creating education packages suitable for primary and secondary school children, which deliver key components of the national curriculum.
- 32 In developing the detail of this proposal it was felt that the retention of the educational aspects of the service was very important in order to continue to help animate and bring to life the rich stories behind the collection.
- 33 This will also support a wider loan approach with the collection, as supporting display and education material will be a common request to accompany suitable loans.
- 34 There is also an opportunity to take a more dynamic and multi partner approach to education, where the education staff of different organisations could collaborate to deliver joint packages to schools who so often have limited curriculum time.
- 35 On this basis, consideration is required to retain the revenue funding for this function amounting to the two 15 hr weekly posts at an annual cost of £20,000. It would be the intention of Culture and Sport to identify this shortfall in savings from wider savings plans. The education staff would report to the Museums, Heritage and Collections Manager, and would be relocated to Sevenhills alongside the collection, although would more than likely play a strong outreach role, alongside partners and collection loans.

Financial Implications

- 36 The proposals of this report have a number of financial implications of both a revenue and capital nature.
- 37 Revenue Funding: The future funding profile identified in table 1 required savings of 87% from the 13/14 DLI budget of £396,984 which should result in a budget of £50,000 by 16/17.
- 38 The proposals of this report achieve this saving with the exception of £20,000 given the strong wish to retain the educational staff and provide a more creative approach, which it is felt the DLI collection is worthy. The approach still provides significant reduced costs and most significantly increased visibility and profile reducing the subsidy/head significantly. The additional savings will be identified from the wider Culture and Sport offer.
- 39 The remaining £50,000 budget will be utilised to facilitate temporary loans with partner organisations as all other costs, associated with the management of the collection could be absorbed within both the Sevenhill's establishment

costs and the wider Collections budget. These would be minor costs associated with maintenance of databases and collections care materials.

- 40 The DLI collection is currently awaiting revised professional valuation. It is expected that this value could be approximately £10 million. DCC would continue to retain responsibility to insure any collections in storage and on exhibition sites as appropriate and this is covered by the relevant corporate budgets.
- 41 Capital Funding: In order to facilitate the new arrangements it would be necessary to make capital improvements to storage at Sevenhills and the fit-out of the first loan arrangement with the University on Palace Green.
- 42 The Sevenhills storage improvements are estimated at £76,000. The design and development of the spaces will be achieved through units which can be relocated if ever required, preserving the Council's investment. Initial discussions with the University have suggested that a contribution of £175,000 would be required to support the fit out of the space intended for the collection on a 5 year loan and they would request support towards this partnership opportunity. A capital request has been submitted to support this investment.
- 43 In summary, table 2 shows the financial implications. The initial capital investment of £251,000 would show a return on investment within one year of the DLI museum closure on the current revenue subsidy.

Table 2

	Revenue per annum for collections	Capital
Collection relocation inc removal and installation of roller racking and appropriate flooring		70,000
Additional security to entrances and ICT points		£2,000
Humidifier		£2,000
Contingency		£2,000
Education Staff – ongoing development of offer	£20,000	
Revenue to support the temporary loan of objects and exhibition spaces	£50,000	
One off capital grant to support the Palace Green installation		£175,000
Total	£70,000	£251,000

HR Implications

- 44 The proposals contained in this report will affect 9 employees, equating to 5.4 FTE posts within the Culture and Sport Localities Team. The Principal Museums Heritage and Collections Manager post (1 FTE) sits outside the DLI structure and is not included in the figure of 5.4 fte posts and is not affected.

- 45 Alongside the Principal Museums Manager post it is proposed that the 2 part time educational staff (1 FTE) would be retained to support the loan, interpretation and education services with the collection. Whilst currently based within the building, their role is essentially dedicated to the collection itself, as opposed to the building operations.
- 46 Whilst there will, in the future, be a series of temporary displays with a range of partners, the operation and purpose of the building and its function will cease as a result of these proposals. Following HR and legal advice it is deemed that future delivery will not remain fundamentally the same and therefore it is concluded that TUPE would not apply in these circumstances.
- 47 Given this to be the case, the proposals may result in a compulsory redundancy situation and therefore the appropriate consultation with affected staff and their Trade Union Representatives will follow the timescales and protocols laid down by the Council's Change Management Toolkit.
- 48 Casual workers have not been included within the scope of this report. A recent assessment has been completed to ensure that none of the casual employees working within the DLI have acquired employment rights equal to that of an employee, but this will be further reviewed as part of the formal consultation process of this proposal.
- 49 Should this proposal be approved, a detailed project plan will be developed to manage the appropriate consultation processes and potential implementation implications of this report. This will be used to project manage the process and ensure all appropriate actions are taken, including the consideration of available redeployment opportunities within the Council, and consideration of any associated expressions of interest in Early Retirement and/or Voluntary Redundancy from affected staff to mitigate against a compulsory redundancy situation. All actions resulting from this proposal moving forward will be managed in line with the Council's Change Management Toolkit.

Legal Implications

- 50 In order to progress the proposal there are a number of legal agreements that would need to be put in place with regards to the collection itself. Essentially these would include:
- a. The Deed of Trust between DCC and DLI Trustees would require revising in line with the closure and care of collections.
 - b. A formal partnership agreement and loan of objects between DCC and Durham University and future partners.
 - c. DCC would need to cover insurance of the DLI collection exhibited at Durham University or other venues.
 - d. Clear guidance from the DLI Trustees regarding requests for returned donations would be needed to mitigate any complaints or requests regarding the building closure.
- 51 Details of the proposal that impact on employees have also been discussed with HR and Legal. Those staff who are essentially dedicated to the function(s) of safely operating the building for admitting customers, and its presentation and cleanliness, are all directly affected by the proposal to close the building. The new approach to collections storage and temporary loans

with partners would no longer require this same service. Having taken HR and Legal advice it is the view of the service that TUPE would not apply to any future partner loans which may be established and this would not see the new service remaining fundamentally the same, which is a requirement under the regulations for a service provision change.

Accommodation Implications

- 52 Under the proposals the existing DLI Museum building would close to the public on 1st April 2016. This would render the current building on Aykley Heads surplus to requirements for Culture & Sport. It is anticipated the building would be vacated by December 2016. The site would then come under consideration for a range of alternative uses for which it may be suitable, including for example those that may emerge from the Office Accommodation Strategy, such as archiving. Further consideration of development, disposal and demolition, would in turn, follow depending upon the response.
- 53 Alternative storage for the collection would be required and relocation could start from February 2016. Secure storage at Sevenhills would be provided for the remaining elements of the collection to go into storage.
- 54 Alternative accommodation would also be required for the Durham Art Gallery. Whilst this will be addressed under a separate report it is anticipated that this will be achieved within an existing Culture & Sport venue or in collaboration with other cultural partners such as the University or partner museums with relatively minor adaptations, therefore not requiring the purchase or development of an additional building. Programming resources for the gallery are contained within the arts budget and are unaffected by the DLI budget changes.
- 55 The transition of the collection across to new storage, specifically items of very high value, should be managed swiftly. The storage area must be fully prepared to achieve this in good time. Post closure a range of security measures and inspections would be put in place to cover any period during which the building would be unoccupied. The costs for which would be met from the existing general maintenance budget, which sits outside the DLI budget. The cost of maintaining a mothballed building is significantly less than maintaining an operational one and therefore would not jeopardise the proposed saving.

Other Risks

- 56 In order to progress the proposals there are a number of potential risks. In order to ensure the smooth implementation it is important that these are recognised and appropriate mitigating actions undertaken. These are outlined below:
- 57 Trustees of the former Light Infantry: In developing this proposal there has been significant discussion with the lead Committee Members of the Trustees of the Former Durham Light Infantry Regiment. The Trustees understand the challenges ahead and, following significant consultation with officers, are comfortable to receive a proposal of this format. A letter of support for the proposals is given at Appendix 2.

- 58 Reduced Exhibition Space: It is anticipated that there may be some adverse public reaction to the closure of the building by people who feel a connection to the DLI regiment and would perceive the loss of the current building as a negative step. It is hoped that the approach to temporary loans will expand access to the collections and continue the important DLI story.
- 59 Scattered ashes and memorials: Several families have ashes scattered or benches located within the current site boundary and communication with these stakeholders will require sensitivity. Where families can be identified they will be contacted as part of the communications plan.
- 60 Closure period and timing: In order to achieve this programme it would be necessary to start moving the collection to its new locations from around April 2016. This would result in a period of around 3 months when there would be limited access to the collection. The closure in April 2016 is also just prior to the national commemoration of the Battle of the Somme. This may attract a disproportionate volume of media interest. However, there is a wider commemoration programme supported by Durham County Council which should provide some reassurance of the importance the County places on this period.
- 61 Objects: Donors may be concerned with the varied approach to exhibition spaces which could result in a smaller proportion of the objects being displayed in any one place, particularly the medal collection. Whilst there are many duplicate medals it is the stories that are interpreted and the names commemorated via their display that for many keeps the names alive. There may be a number of 'claims' or 'returns' requested which would need handling sensitively in partnership with the Trustees.
- 62 Lottery Funding Conditions: Whilst assets have previously been funded by the Heritage Lottery Fund and Arts Council England which can result in the need to return funding, the initial indications are that this is unlikely to be the case with the proposal.

Next steps and Timetable

- 63 Should the Council wish to move forward with the proposals set out in this report, an indicative timetable would be as follows:

ACTION	DATE
Formal notification to staff and unions of proposals in line with change management toolkit	October 2015
Formal agreement from Trustees	October 2015
Wider public and stakeholder communications plan begins	October 2015
Enter agreement with Durham University or associated display partners	November 2015

Design, procurement of storage	November-January2015
Movement of collection to new secure storage	March 2016 onward
DLI Museum and Art Gallery Closes	End of March 2016
Collection access available at Sevenhills and Palace Green	July 2016
Palace Green Library DLI & Somme Exhibitions open.	July 2016
Vacate DLI building	March 2016 September 2016

Recommendations and reasons

64 It is recommended that:

- a. Approval is given for the closure of the DLI museum building and movement of the collection into new storage at Sevenhills.
- b. The first loan from the collection is made to Durham University as set out in sections 25-28 and agreements to facilitate the future loan(s) are put in place.
- c. Capital provision is identified for the fit-out of Sevenhills storage and for the capital grant allocation for the initial first object loan as set out in section 26.
- d. The Trustees of the former Durham Light Infantry are formally notified and DCC continues to work with them as the project progresses.
- e. Wider communications with stakeholders and staff consultation is commenced and an appropriate communications plan developed.

Appendix 1: Implications

Finance – These proposals would save £221,984 from the revenue budget but would incur a one-off capital expenditure of £251,000. When implemented the DLI budget would be reduced to £70,000.

	Revenue per annum for collections	Capital
Installation of roller racking and appropriate flooring		70,000
Additional security to entrances and ICT points		£2,000
Humidifier		£2,000
Contingency		£2,000
Education Staff – ongoing development of offer	£20,000	
Revenue to support the temporary loan of objects and exhibition spaces	£50,000	
One off capital grant to support the Palace Green installation		£175,000
Total	£70,000	£251,000

Staffing – As per the main body of the report

Risk – As per the main body of the report

Equality and Diversity / Public Sector Equality Duty - An Equality Impact Assessment has been completed for this proposal.

Accommodation – As per the main body of the report

Crime and Disorder – The empty DLI building could be a focus for vandalism and crime. The DLI building is alarmed and has CCTV but could be a focus for vandalism and crime once empty.

Human Rights – None from this report

Consultation – As per the main body of the report

Procurement – Normal procurement protocols would be followed

Disability Issues - The new collection storage and temporary display and access arrangements will be fully DDA compliant and accessible by public transport will be an improvement in terms of accessibility to that of the present location.

Legal Implications – As per the main body of the report

Report of Steve Howell

Tel 03000 264 577

Appendix 2 : Letter from The Trustees of the DLI

Appendix 3: Equalities Impact Assessment

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Stephen Howell
Head of Culture & Sport
Durham County Council
County Hall
Durham
DH1 5UL

22 September 2015

Dear Stephen,

The Trustees of the Charities for the Former Durham Light Infantry are deeply grateful for the enduring support for the DLI Museum provided by the County Council. Our long and very special ties mean a great deal to communities throughout County Durham and we are delighted to work with you as we work to deliver a sustainable solution for future decades.

We are grateful for the nature of the discussions to date and will continue to do all we can to fully contribute to the deliberations and decisions being suggested by Committee Members regarding the future of the Museum.

Although we will be very sorry not to be able to maintain a museum on a similar scale to that currently provided, we do understand the pressures involved and will work with the various parties to maximise the opportunities that are available. We are grateful for the offer of the space in Palace Green Library which, although very restricted, is ideally located to maximise visitor appeal. The building will also offer the opportunity to hold annual special Exhibitions in the space originally used for the Lindisfarne Gospels and then again this year for the Magna Carta. To do something on a similar scale for the Somme in July 2016 would be very powerful.

The outline plans, as then existing, were presented by County Council officials to the full DLI Trustees Meeting in May and were broadly welcomed. I am certain that we will continue to work closely together as we deliver the next phase in the life of the DLI Museum and preserve this special part of our County's history for future generations. Thank you to the Committee and everyone involved for their understanding and their support.

Yours sincerely



James Ramsbotham
Chief Executive

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Equalities and Diversity Impact Assessment

NS 24.6

Future DLI Museum Arrangements 2016



Durham County Council – Altogether Better equality impact assessment form

NB: Equality impact assessment is a legal requirement for all strategies plans, functions, policies, procedures and services. We are also legally required to publish our assessments. You can find help and prompts on completing the assessment in the guidance from page 7 onwards.

Section one: Description and initial screening	
Section overview: this section provides an audit trail.	
Service/team or section: Culture and Sport, Neighbourhood Services	
Lead Officer :- Service manager – Growing and Learning	Start date: 28 th August 2015
Service Improvement Officer (Equalities)	
Subject of the Impact Assessment: (please also include a brief description of the aims, outcomes, operational issues as appropriate)	
A review of the way in which the DLI collection will be stored and exhibited has taken place which has led to a number of recommendations to change the current operation of the service.	
Who are the main stakeholders: Public / Employees / Elected Members / Partners/ Specific audiences/Other (please specify) – Durham University; Trustees of the Former Durham Light Infantry Regiment; Friends of DLI Museum other Interest Groups	
Is a copy of the subject attached? Yes	
Initial screening	
We need to say here if we think the changes will lead to an impact to the pc'sin terms of services being provided.	
The current museum caters for a range of customers including families and those researching their family history. By taking a more flexible approach to how collections are displayed and the retention of the educational function of the museum, the reviewed approach will ensure continuity of service to current customers and potentially reach others. Some aspects of the collection will be	

shared online and via educational on line resources to, widening access further. . . Providing access to the collection initially within the City centre will improve access to most residents and visitors due to the strong transport links. The provision of some of the collection in the City means that visitors will find all of the key sites linked to DLI regiment in very close proximity such as the DLI memorial chapel and gardens and the DLI statue.

Visitors

Access

In terms of access, the proposed new location for the first temporary loan of the DLI collection is in the Palace Green Library where arrangements are to be in place at the rear of the Wolfson Gallery. There is a platform lift from the entrance to the reception, from where visitors can access galleries on the ground floor, accessible toilets, the shop and the search room.

A platform lift can take visitors including wheelchair and pushchair users to the Wolfson Gallery on the first floor from where they can then access the new DLI exhibition.

The regular Durham Cathedral Bus stops directly outside the entrance to Palace Green Library. The Durham Cathedral Bus service runs between the railway station, Market Place and some car parks to and from Palace Green. The buses are adapted for wheelchair users and people with pushchairs as well as having priority seating for the elderly and disabled.

The Cathedral Bus operates Monday to Saturday. It does not run on Sundays, public holidays or on the Saturday of the Durham Miners' Gala in July.

There is a congestion charge for entering this area but there are exceptions for vehicles used by disabled people exempt from vehicle excise duty (road tax) under the 'disabled' class, however these are not automatically exempt and the owner **must register** with the Parking Shop.

Visitor parking is not available on Palace Green, but exceptions may be made for disabled customers and those with limited mobility, disabled parking is organised in advance through Palace Green security office.

The present DLI museum is located quite a distance from public transport although there is disabled parking available. The museum is also some distance from the other sites of interest located within the World heritage site and the city centre.

Where the collections are loaned in the future consideration of access would always be considered. A more versatile approach should assist.

Admission Fees

At present there are a range of admission fees applicable at the museum.

It is likely that there will be charges for other temporary loan exhibitions but in negotiating the terms of any loan pricing will be a consideration and should not be at such a level to be prohibitive to residence.

With regards to Sevenhills there is visitor parking and accessible parking in the vicinity of the building. The building has ramped access and entry phone system to enable controlled visiting of the site.

Sevenhills is centrally located in the County at Greenhills Business Park (Spennymoor), with bus stops close to the new Durham Gate Complex. This is approximately a fifteen minute walk. The building is accessible and will allow families researching history to have improved access. The retention of the educational resource role will also allow the development of new flexible opportunities and innovation in taking the collection to new audiences.

The use of spaces such as the Gala Theatre to tell the stories of both the DLI and individual soldiers, will also allow visitors to interact with, and becoming part, of the story itself. There are several groups connected with the DLI who will be engaged during the process including

- Friends of the DLI Museum
- Annual pass holders of DLI Museum
- AMOT – the military specialist network
- Groups that regularly use the museum for workshops and events
- North East Military Vehicle Club
- Museum Association
- DLI Regimental Association
- Army Museums Ogilby Trust
- HLF
- ACE

- DLI staff and volunteers
- DLI collection donors and lenders

It is recognised that Friends of the DLI are almost totally men, elderly and many disabled. The DLI Regimental Association – again many elderly men, many of whom will be disabled. DLI volunteers – again many of these are men who are elderly. Given that the DLI Regiment was disbanded in 1968 those who could have served in the regiment are likely to be approaching at least 70.

Staff
The proposal will have an impact on staff in terms of overall staff reduction and changes in responsibilities.

Prompts to help you:
Who is intended to benefit and how? Could there be a different impact or outcome for some groups? Is it likely to affect relations between different communities or groups, for example if it is thought to favour one particular group or deny opportunities for others? Is there any specific targeted action to promote equality?

Is there an actual potential negative or positive impact on specific groups within these headings Indicate :Y = Yes, N = No, ?=Unsure

Visitors

Gender	?	Disability	Y	Age	Y	Race/ethnicity	N	Religion or belief	N	Sexual orientation	N
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Staff

Gender	?	Disability	?	Age	?	Race/ethnicity	N	Religion or belief	N	Sexual orientation	N
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What evidence do you have to support your findings?

Anecdotal evidence of friends of DLI. In terms of access information, we have taken evidence from the Palace Green Library website, the Cathedral and Durham County Council website relating to the congestion charge and the cathedral bus service.

Decision: Proceed to full impact assessment – Yes	Date: 28th August 2015
If you have answered 'No' you need to pass the completed form for approval & sign off.	

Section two: Identifying impacts and evidence- Equality and Diversity

Section overview: this section identifies whether there are any impacts on equality/diversity/cohesion, what evidence is available to support the conclusion and what further action is needed.

	Identify the impact: does this increase differences or does it aim to reduce gaps for particular groups?	Explain your conclusion, including relevant evidence and consultation you have considered.	What further action is required? (Include in Sect. 3 action plan)
Gender	<p>Staff</p> <p>No disproportion effect on gender has been identified.</p> <p>Visitors</p> <p>No adverse implications identified as no data is available regarding the makeup of visitors in terms of gender</p>	<p>Staff profiling from resource link</p> <p>The existing structure within the DLI staff indicates approximately 45% of staff are female.</p>	<p>Change Management Toolkit and Corporate HR Procedure followed including consultation where appropriate</p> <p>Communications and Marketing plan not only of locations but also means of delivery – more active interpretations in various locations</p>

<p>Age</p>	<p>Staff</p> <p>Numbers are too low to provide age profile data to ensure anonymity</p> <p>Visitors</p> <p>There is a range of activities and workshops at present. In the future there will be not only be exhibitions but the retained educational resource will allow work alongside schools and the university making it more attractive to all ages as the exhibitions will change theme and are animated as well as being sited within the World Heritage site and local venues throughout the County.</p> <p>Relocation could have a potential positive impact for visitors especially those who are elderly and/or with young families and schools, because of more central locations.</p>	<p>Staff profiling from resource link</p> <p>Visitor Profiling</p> <p>The makeup of the visitors is a mixture of families with young children and older people (grandparents) with children and school parties.</p> <p>The initial loan to the university at Palace Green is part of a UNESCO (United Nations Educational Scientific and Cultural Organisation) world heritage site</p> <p>The new university Learning Centre is designed for teaching, schools and other community groups. The majority of Palace Green Library's events and activities are based in this room.</p> <p>Schools organise visits, workshops and talks to give children of all ages the opportunity to explore Durham University's museums, attractions and collections.</p> <p>Temporary exhibitions at other spaces such as the gala theatre will also support in reaching people of all ages</p> <p>Sevenhills is in the immediate vicinity of the</p>	<p>Change Management Toolkit and Corporate HR Procedure followed including consultation where appropriate</p> <p>Communications and Marketing plan not only of locations but also means of delivery – more active interpretations in various locations</p>
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		<p>Durham Education Centre, a focal point for teachers and children throughout County Durham attending events, further supporting access to younger residents.</p>	
<p>Disability</p>	<p>Staff The Council's disability profile does not provide sufficient data to enable interpretation of the impacts the change may present to disabled staff. Should any member of staff identify a need, reasonable adjustments will be made</p> <p>Visitors There are implications identified as service delivery will be affected by this efficiency proposal – working with the University or any loan partner it will be important to ensure that , accessibility is included in any design for exhibition space. The university has already hosted many exhibitions of national and international interest.</p>	<p>Staff profiling from resource link</p> <p>Staff are invited to volunteer information regarding disability during regular staff appraisals.</p> <p>Such information is then fed into the HR database. Staff with disabilities have been identified within the profile</p> <p>Visitor Profiling In terms of access, the initial loan of collections to the Palace Green Library where arrangements are in place complex at the rear of the Wolfson Gallery and has been adapted wherever possible for wheelchair access.</p> <p>There is a platform lift from the entrance to the reception, from where visitors can access galleries on the ground floor, accessible toilets, the shop and the search room.</p> <p>A platform lift can take visitors including wheelchair and pushchair users to the Wolfson Gallery on the first floor from where they can</p>	<p>Change Management Toolkit and Corporate HR Procedure followed including consultation where appropriate Reasonable adjustments will be made to support staff</p> <p>Communications and Marketing plan not only of locations but also means of delivery will be developed by the University – more active interpretations in various locations</p>

		<p>then access the new DLI exhibition.</p> <p>With regards to Sevenhills there is visitor parking and accessible parking in the vicinity of the building. The building has ramped access and entry phone system to enable controlled visiting of the site.</p> <p>All other loans and community outreach work will consider the appropriateness for those residents with disabilities, reducing barriers to access.</p>	
<p>Race/Ethnicity</p>	<p>Staff</p> <p>The Council's race/ethnicity profile does not provide sufficient data to enable interpretation of the impacts the change may present to staff</p> <p>Visitors</p> <p>No adverse implications have been identified. There is no evidence to suggest a differential impact in relation to ethnicity. There may be a positive impact through the initial loan as part of the collection will be set within the UNESCO site attracting visitors from all over the world.</p>	<p>Staff profiling from resource link</p>	

Religion or belief	<p>Staff</p> <p>The Council's Religion/ belief profile does not provide sufficient data to enable interpretation of the impacts the change may present to staff</p> <p>Visitors</p> <p>No adverse implications have been identified. There is no evidence to suggest a differential impact in relation to religion or belief.</p> <p>There may be a positive impact in that the museum will become part of the UNESCO site attracting visitors from all over the world</p>	Staff profiling from resource link	
Sexual Orientation	<p>Staff</p> <p>The Council's sexual orientation staff profile does not provide sufficient data to enable interpretation of the impacts the change may present to this group.</p> <p>Visitors</p> <p>No adverse implications have been identified</p>	<p>Monitoring of sexual orientation was introduced in October 2010 on a voluntary basis. Data remains limited.</p> <p>N/A</p>	

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How will this promote positive relationships between different communities?

The DLI offers communities the opportunity to share their history in a local environment, and is especially important in the years when County Durham commemorates the centenary of the battle of the Somme in 2016. There may be a positive impact of the service changes in that some of the DLI collection is to be initially loaned to the University and displayed within palace green and therefore part of the UNESCO site attracting visitors from all over the world who can share in the exhibition, the chapel and the market square. There are also supporting Heritage programmes which provides a wider offer within the city centre than that which currently exists.

Section three: Review and Conclusion

Summary: please provide a brief overview, including impact, changes, improvements and any gaps in evidence.

The service changes, whilst removing a permanent base for much of the collection to be on display, will allow for a more dynamic approach to exhibitions in a central location in the first instance. This, it is considered has the potential to increase access to all the special groups considered above and all visitors. The approach connects a range of attractions in one place, providing a greater offer to the visitors.

Action to be taken	Officer responsible	Target Date	In which plan will this action appear
Consultation and engagement with interested parties	Service Manager – Growing and Learning		
Change Management toolkit	Service Manager - Localities		
Communications including updating website, leaflets, tourist information sites	Service Manager – Improvement and Development		
EIA to be updated following engagement			
When will this assessment be reviewed?	Date:		

<p>Are there any additional assessments that need to be undertaken in relation to this assessment?</p>	<p>None</p>
<p>Head of Service - sign off: Head of Culture and Sport</p>	<p>Date:</p>
<p>Service equality representative - sign off: Customer Relations, Policy and Performance Manager</p>	<p>Date:</p>

Cabinet

21 October 2015

County Durham Partnership Update



Report of Corporate Management Team

Lorraine O'Donnell, Assistant Chief Executive

Councillor Simon Henig, Leader of the Council

Councillor Brian Stephens, Cabinet Portfolio Holder for Neighbourhoods and Local Partnerships

Purpose of the Report

1. To update Durham County Council's Cabinet on issues being addressed by the County Durham Partnership (CDP) including key issues from the Board, the five thematic partnerships and all area action partnerships (AAPs). The report also includes updates on other key initiatives being carried out in partnership across the county.

Summary

2. Cabinet recently received an update on the conclusion of the Community Buildings Asset Transfer project that has resulted in 98 of the 120 buildings remaining in community use. The main theme of this report builds on that and shows how, in light of the changing landscape within the public sector and significant reductions in funding, community buildings are becoming more important to the fabric of local communities. However, as highlighted in that report, asset transfer is only the start of the process, the real success is ensuring that community buildings are hubs in communities and used by local people and partner organisations. Support given to community buildings, both as part of the programme as well as those not owned by the council but which offer valuable facilities and services to the wider community, support all of the priority themes of the County Durham Partnership.
3. The report also updates on the strong partnership working with voluntary and community sector partners including the development of the Centre for Volunteering and Social Enterprise, the steering group of which has met twice and is looking at a number of innovative ways to improve the volunteer experience as well as further engage businesses.
4. The work of the recently established Durham Humanitarian Support Partnership is highlighted in the report. It is part of the wider County Durham Partnership, chaired by Cllr Eddie Tomlinson, and will address how the council and partners respond to the refugee crisis in Syria.
5. Preparations have begun within many of the thematic partnerships on reviewing their plans and strategies and developing them for the forthcoming year. Each partnership does this slightly differently with the Health and Wellbeing Board and

Children and Families Partnership consulting with partners and stakeholders at their Big Tent event which will take place in November. The Safe Durham Partnership will utilise their strategic assessment information for their plan.

6. Other thematic partnership highlights include the Children and Families Partnership achieving two awards for its work with children and young people particularly around Young Carers and imaginative and inclusive practices. Planning is underway by the Health and Wellbeing Board for their annual Big Tent Event to be held in November which will have a range of workshops on different key initiatives. Planning is also underway for the next Environment Awards which will take place at the end of November with over 60 applications received. The report also contains an update on the Transformation Challenge Award paid to the Fire and Rescue Service.

Joint working with the Voluntary Sector, Local Councils and Armed Forces

7. The new Armed Forces Covenant Fund has been launched by the Ministry of Defence (MOD). This year the funding will focus on three priority areas: local armed forces community integration projects; the coordination and delivery of support to the armed forces community; and Issues facing veterans in the criminal justice system. Funding is available for small grants up to £20,000, primarily for community integration projects and large grants up to £500,000, for more strategic, higher impact projects. The lead organisation can be either a registered charity or a statutory body. If the application is not lead by an armed forces charity, it must have an armed forces charity as a key partner. Decisions on both small and large grants will be made by a national panel based on the recommendations of regional panels. Further information can be obtained from the [MOD](#) website and local support is available from the [County Durham Community Foundation](#).
8. The County Durham Partnership was one of the first to sign up to the Armed Forces Community Covenant after its national launch and has made significant strides in putting policies and procedures in place in order to best support people in the armed forces and their families. The Armed Forces Covenant Coordinator (North & Scotland) for the RAF Families Federation has said that she feels confident that if they had a member of the RAF “family” who needed support and information in County Durham the matter would be rectified promptly. She also shares what she sees in Durham as best practise.
9. Work is progressing positively in developing the Centre for Volunteering and Social Enterprise which, in the first two years, will be supported by the Government’s Transformation Challenge Award funding linked to delivering the Durham Ask, and delivered by Durham Community Action (DCA). The Steering Group has met and brings together key people from the council, university and DCA as well as others who bring knowledge and specialist expertise in specific areas of business.
10. **Durham Humanitarian Support Partnership**, led by the county council and chaired by Cllr Eddie Tomlinson, has been established to consider how the council and its partners respond to the refugee crisis in Syria. The first meeting of the Partnership took place on 25 September, when it was agreed that the council and partners recognise that the current crisis in Syria is a national issue and welcomed the national commitment to ensure that support is resourced. The Partnership outlined its supports for the UK’s response to the crisis and confirmed it is preparing to play its part in welcoming refugees to County Durham.

11. The Partnership, which is part of the wider County Durham Partnership framework, will look at all needs families seeking refuge in the county may have, including housing, food, health, education, translation services and community support. It will also work with churches, the voluntary sector and other partners to identify what help may be required and how it should be provided. A working group will consider the operational aspects of accommodating refugees within County Durham to support the work of the Partnership. The approach is designed not just to enable the vital preparations to be made, but to ensure that the families arriving here, many of whom will have experienced desperate situations, experience the best possible welcome.
12. **Durham AAP's** Pointers have recently been awarded a Queens Award for Voluntary Services from the Lord Lieutenant Sue Snowden. The Pointers had over 20,000 queries from visitors last year and there are now over 50 volunteers acting as Pointers who deliver Durham's unique welcome as well as offering information and signposting in the city centre.
13. The **Local Councils Working Group** recently approved a number of grants under the Delivering Differently programme, a Government fund that was awarded to work with town and parish councils on clean and green initiatives. Initially 19 submissions were received from 11 different councils. The working group has approved grants to town and parishes totalling £35,700 to date with other expressions of interest requiring further information. Colleagues from Communities and Local Government Department visited Durham on Friday 2 October to find out more about the programme and progress made to date.

Supporting Community Buildings

14. The council's successful Community Buildings Asset Transfer programme has seen almost 100 community assets, valued by local people, stay in community use due to the support of a range of officers and partners as well as the will and commitment from dedicated members of the community. These buildings are now fit for purpose, sustainable and community hubs in towns and villages where, if the programme had not been implemented, places may have been left with no facilities for local people. Through working with and supporting management committees, council officers alongside colleagues from partner organisations, have ensured that local people who give up their time on a voluntary basis are doing so in a way that protects them from personal liabilities and that they have a range of skills to operate vibrant and sustainable centres.
15. Support given to community buildings, both as part of the programme as well as those not owned by the council but which offer valuable facilities and services to the wider community, support all of the priority themes of the County Durham Partnership, examples of which include:
 - a. Altogether wealthier; job clubs and employment support with examples from East Durham AAP and Great Aycliffe and Middridge (GAMP) AAP.
 - b. Altogether better for children and young people; mother and toddler groups; pre-school groups; youth groups with examples from Weardale AAP, Durham AAP, Spennymoor AAP, East Durham Rural Corridor (EDRC) AAP, Chester le Street AAP, Bishop Auckland and Shildon (BASH) AAP, Teesdale AAP and 3 Towns AAP.

- c. Altogether healthier; exercise and healthy eating sessions with examples from East Durham AAP, EDRC AAP, Derwent Valley AAP, 4 Together AAP, Durham AAP, 3 Towns AAP, BASH AAP and Stanley AAP.
 - d. Altogether safer; venues for PACT and other meetings; security improvements to the buildings supported by Stanley AAP
 - e. Altogether greener: allotment and gardening clubs; energy efficiency work supported by 3 Towns AAP and Stanley AAP
16. Job clubs and employability courses are very important ways of supporting people into, or back into, employment. AAPs in **East Durham, East Durham Rural Corridor (EDRC)** and **Great Aycliffe and Middridge (GAMP)** have supported local community venues to put on activities linked to employment. **East Durham AAP** has supported a network of community job clubs staffed by locally recruited volunteers. This also links to broader issues such as welfare reform and credit unions as well as supporting people with broader problems such as social isolation and confidence building. Horden Youth and Community Centre, for example, is also promoting social enterprise by offering space within the centre for newly established businesses. A project running in the **GAMP AAP** area is utilising different community based venues including the library and Pioneering Care Centre for their 'Employability Pit Stop' project. This helps people with personal development, completion of application forms and CVs as well as their IT skills.
17. Many community venues also host youth groups and activities for children and young people and are hubs for this activity. Both **Chester le Street and District and Spennymoor AAPs** have funded Mobile Cinema projects within centres across their areas. The former through the development of a Community Buildings Consortium Trust and the latter through their children and young people's task and finish group. Films were shown during school holidays and covered all age groups and different genres and, for many centres, this was a step away from their usual activities but attracted new users and offered local young people an affordable activity during the school holidays. An example of an AAP which has worked directly with young people linked to a community centre is **Durham AAP** and Ludworth Community Centre. After helping establish a new management committee the AAP is working closely with young people in the area regarding the establishment of a skate park on land adjoining the centre as this is something the young people would like in their area.
18. Other examples of support for more traditional projects include **Bishop Auckland and Shildon (BASH) AAP** and the youth club project at Coundon and Leeholme Community Centre which also incorporates children's parties and healthy eating clubs through funding from elected members as well as County Durham Community Foundation. **Teesdale AAP** has used their Children and Young People's Small Grants Fund to help a number of community buildings to purchase equipment and therefore increase their offer to young people. Stanhope Community Centre in **Weardale AAP's** area has primarily been used for youth engagement activities and has recently diversified into arts and crafts. The AAP has worked with the management committee to increase users to the centre.
19. **Durham AAP**, like many others, has a number of Community Buildings within its area that it supports in a variety of ways including putting on health related projects. Framwellgate Moor was part of the Asset Transfer programme and has gone from

strength to strength with a significant increase in user numbers with many health and fitness focussed projects.

20. The recent launch of the Robin Todd Dementia Centre of Excellence will provide a Dementia Support Worker to work in the **East Durham AAP** area, employed by the Alzheimer Society. The development of this project will give an all round information, support and signposting service for dementia patients and their families. The support will be one to one or group activities and will include emotional, financial and medical advice, developing support networks designed to give emotional support to those families and carers feeling isolated and alone. The Support Worker will signpost and link with The Hospital of God at Greatham, Age UK, Carers Association, Alzheimer's Society, Mental Health Services for Older People. This will enable community based activities to be developed and work towards making East Durham 'Dementia Friendly'.
21. Other examples of support to community buildings is via the voluntary and community sector such as in the **4Together AAP** area and the work of the Cornforth Partnership. Their Good Friends Network is one of the many projects that has helped combat social isolation by matching volunteers with people within the community who need someone to talk to. A number of community venues throughout the AAP area are utilised for people to meet with others and participate in activities such as a craft and natter group. This is similar to the Silver Talk project supported by **Mid Durham AAP** and Derwentside Homes which is a telephone befriending service for older people suffering from social isolation. This project has received a number of awards and is being taken up by other organisations nationally. These are just a few examples of one of the main values of community venues, hubs for local communities to meet and socialise and offer each other valuable support both formally and informally. **Derwent Valley AAP** has supported two projects within Citizens House, another building that has been recently transferred to the community, both for people with dementia as well as their carers and relatives. This work offers invaluable support in potentially difficult personal circumstances to local people within a warm and friendly community setting.
22. Under the altogether safer priority theme, **Stanley AAP** has funded improvements to St Stephen's Centre in South Stanley through a new security system which has improved security of the building itself as well as that of the centre's staff, volunteers and users. Community safety is important for centres as the majority of people involved are volunteers who often open and close the centres at night and outside of regular working hours. Some also have IT and other equipment that need to be kept securely.
23. Community buildings are regularly used for Police and Communities Together (PACT) meetings as they offer safe and independent places for people to liaise with the police. A specific example of community based work addressing the altogether safer priority is Shotton Partnership's work delivering target hardening as well as establishing a group of community safety volunteers and install CCTV in the village
24. **3 Towns AAP** has helped with the refurbishment of Roddymoor Community Allotments which has improved the facilities and encouraged the involvement of the wider community in environmentally linked work. The community garden has also been improved will the whole project providing a quality, safe environment for users of all ages and needs.

25. These are a few of the many positive examples from across the county through support given to both meet the needs of buildings to be open and functioning and also to deliver against the partnership's priority themes. As well as supporting specific activities and projects based within community venues as shown above support has also been given to the operating of the venues themselves. The type of support includes:
- a. Structural: access roads; roofs
 - b. Refurbishments: decorating; heating and electrics; kitchens; bathrooms; flooring
 - c. Funding, both external and through elected members: support with bid writing and business and financial plans to support bids
 - d. Network support: mentors from other centres; establishing virtual networks
 - e. Volunteers: increasing volunteers; improving the skills of the management committees; legal services etc
26. Much of the work of the Asset Transfer programme was focused on the information detailed above, in order to make the buildings and their management committees sustainable and fit for the future. The programme was well supported by partners from the public, private and voluntary and community sector. The Council invested in the programme through a specific staff resource initially as well as through AAPs. Elected Members were also very supportive of the programme and targeted neighbourhood budget spend on centres within their area which needed investment.
27. There are many examples across the county of support given to community building management committees in order for them to be able to provide a valuable service. The following captures a small part of that work and gives different examples from across the county but in no way shows the full countywide picture.
28. **BASH AAP** worked with local councillors to secure funding for the repair of Henknowle Community Centre's roof in order to make it watertight as well as the windows and brick work. This work allowed for the asset transfer to go through and for the centre to be able to continue to offer groups such as the British Healthy Heartbeat Support Group space within the centre. **Stanley AAP's** small grants fund has helped the 2nd Annfield Plain Scout Group to improve the pedestrian access to the scout hut through the replacement of broken and uneven paving as well as groundworks and drainage making the hut safer and more accessible for its users.
29. A number of community buildings in the **Mid Durham AAP** area have been supported recently. Significantly, £500,000 of funding has been secured from the Big Lottery's Reaching Communities Fund for the rebuilding of Hamsteels Community Centre with work driven by local Elected Members. This was achieved through working in partnership with Cornsay Parish Council and others with the building of the new facility due to start next month. Another example is in the Brandon area through the formation of a new management committee for Brandon Community Hall. This has raised £60,000 to refurbish their toilets, kitchen, roof and driveway. The group is also moving forward by applying to become a Charitable Incorporated Organisation and has a number of groups now using the hall.

30. Internal refurbishments have featured heavily in the support given to community buildings in recent years. Pitlington Community Centre, within **Durham AAP's** area, has recently utilised funding for the council and Biffa to install a new heating system as well as work on a new disabled toilet which will make the centre more sustainable and energy efficient. **EDRC AAP** has funded Future Leisure in Coxhoe (FLiC), alongside Coxhoe Parish Council since 2011, for a range of works including car park resurfacing, plumbing upgrades and equipment and furniture. This has all gone to help to reduce inequalities in health and improve physical fitness for local people.
31. Some smaller projects include Quarrington Hill Community Centre which has benefitted from funding through the AAP's It's Up 2 U participatory budgeting event for a new kitchen in order to better meet the needs of the users of the centre. **3 Towns AAP** has funded St Catherine's Community Association to upgrade their water heating system as well as redecorating the entrance area of the building. This has improved the accessibility and general appearance of the building for the users as well as attracting new users. **Stanley AAP** has used its small grants funding to support Tanfield Lea and District Community Centre to redecorate their main hall as well as make kitchen improvements. This was the result of a local survey asking local people what improvements they would like to see.
32. Many community buildings require additional funding but do not have the experience of writing funding applications. Framwellgate Moor Community Centre, through being part of the asset transfer programme, has gone from strength to strength in many ways. They have successfully applied for Lottery funding for stage one of their proposed expansion and have said that the support they received from the council has been central to their development. They have also found that once a community group has a well rounded bid developed it can be used again for other funders with amendments as necessary.
33. Support and funding from Elected Members have been vital in making the asset transfer programme a success, as well as the many other community facilities sustainable and fit for purpose. There are a huge amount of examples of neighbourhood funding being utilised for match funding as well as directly for refurbishments, capital works, events and open days. Many Members also act as trustees on management committees or support them informally. Town and parish councillors often do the same and all Members act as community champions which is an invaluable resource.
34. In summary, the network of community buildings across County Durham is now much more sustainable and fit for purpose due to the support of Elected Members, a range of council officers, partner organisations and importantly, the volunteers who ensure they are open for business on a daily basis. And, in light of the changing landscape within the public sector and significant reductions in funding, community buildings are becoming more important to the fabric of local communities. The information above provides a snapshot of the work undertaken but is by no means the whole picture.

Altogether wealthier

35. The **County Durham Economic Partnership (CDEP)** at its Board on 14 July focused on anti – poverty and access to employment. Recognising the welcome yet still tentative growth in the local economy the board used this meeting to understand and reflect on ensuring barriers to employment are being overcome. To

enable sustainable growth the County needs to ensure wider participation in the labour market is effectively joined together with a skills and business growth programme.

36. The work of the Poverty Action Strategic Group has been closely linked to the Altogether Wealthier thematic area through housing providers. The CDEP Board discussed current intelligence gathering initiatives with housing providers to understand the potential impact of changes to welfare support but also expected impact through budget announcements. A further presentation from the newly formed County Durham Housing Group allowed for a wider discussion on mitigating against potential impacts and partnership working at a community level to deliver appropriate and meaningful employment support to those often furthest away from the labour market.
37. A further presentation was received from Department of Work & Pensions to discuss recent changes to access to welfare support through the Job Centres. Understanding gaps in current provision were discussed with key links made to the European Social Fund. It was agreed to be more widely actioned through the County Durham Investment Group and EU workstreams.
38. Formal proposals for a devolution deal designed to drive economic growth and bring jobs and investment to the North East were submitted on 4 September 2015 to Government. The North East Combined Authority has set out its proposals for devolution in a document submitted to the Treasury for consideration as part of the autumn spending review.
39. Key points included in the proposals are ambitious plans for:
 - a. The North East to be recognised as the UK's regional export lead by attracting targeted investors and by building on the area's existing strengths and assets.
 - b. Investment in the area's workforce – enabling people to develop their skills in line with the needs of local business, improving their employment opportunities and raising aspirations and expectations.
 - c. A long-term programme of investment to generate market confidence and stability and maximise investment opportunities.
 - d. Fiscal devolution to ensure a level playing field in terms of costs faced by business in the North East and to allow for the local retention and reinvestment of the proceeds of additional growth in the area.
 - e. The creation of an integrated and upgraded local transport system across the North East with devolved responsibility for all aspects of capital and revenue funding, underpinned by long-term investment in infrastructure improvements.
 - f. The reform of public services, to address growing spending and demand pressures, by empowering communities and reducing dependency.
 - g. Devolution to councils and communities to ensure the diverse nature of the North East and its distinct places and people are taken into account in decision making.
40. The submission marked the first stage of a formal expression of interest for proposals to be considered as part of the spending review in November. There is still more work to be done alongside wider engagement and further development of proposals. The County Durham Economic Partnership is supporting Durham

County Council in ensuring the needs and opportunities for County Durham are aligned with those of the wider region.

41. Since October 2013, the Council and County Durham Economic Partnership has been working in partnership with the two main credit unions in County Durham; the Prince Bishops Community Bank and the renamed Durham Credit Union, NE First.
42. The main objective of the arrangement is to promote general membership of the credit unions and establish direct employee salary deduction schemes into a credit union saving account. During the period of the partnership, both credit unions have expanded and amalgamated to now cover the whole of the North East, with a combined membership of 10,000 and reserves of £3m plus.
43. In addition, the following activities are ongoing:
 - a. Short Term Loan Platform Pilot
 - i. This pilot has been possible due to funding from the Northern Rock Foundation, intended to rival the type of payday lender such as Wonga for speed and ease of access via the internet, but without the huge costs. This should be available by spring 2016.
 - b. Promoting with AAPs - In partnership, the Council and local AAPs are:
 - i. Encouraging credit unions as an alternative to high cost weekly payment stores.
 - ii. A school based financial education programme has also commenced to encourage young people and their parents to save regularly. In the first term, 150 young people; 45 parents and 5 staff have opened accounts. Further funding is being sought to expand the programme.
 - iii. Piloting community based job clubs in the autumn to support local people in the community to look for work and gain computer skills.

Altogether better for children and young people

44. The **Children and Families Partnership** has recently achieved two prestigious awards for its work with children and young people. Working in collaboration with The Bridge, part of Family Action the Children and Families Partnership were successful in being awarded the County Durham Young Carers Charter. The Children and Families Partnership pledges to support young carers' needs, and to encourage member organisations to sign up to the charter within their own organisations.
45. The Children and Families Partnership have worked with Investing in Children and were presented with the Investing in Children Membership Award, which recognises and celebrates examples of imaginative and inclusive practice. The Children and Families Partnership demonstrated a commitment to dialogue with young people that leads to change, which is part of an ongoing process where young people are seen as partners with a valid contribution to make to the design and delivery of services.
46. Force 7 was commissioned to undertake a study of young people who are Not in Employment, Education or Training. The research was undertaken as a study of the North East, with a specific County Durham report being developed. Headline findings indicate that 40% of those who took part in the survey have suffered from stress, anxiety or depression and almost one in ten have taken drugs since becoming NEET. The research could be used to inform discussions if County

Durham is successful in future European funding bids. Durham County Council's Education service area provides support and intervention to ensure the best educational outcomes for children and young people in County Durham. County Durham attainment levels are positive when compared to national averages.

47. The Children and Families Partnership agree that positive promotional messages should be produced to promote County Durham as a high performing county in terms of school educational attainment and subsequent skills levels. Positive promotional messages will be included on the Durham County Council website, and County Durham will be promoted as being a high performing county to residents, employers and businesses.

Altogether healthier

48. The Health and Wellbeing Board appointed Cllr Lucy Hovvells as Chair of the **Health and Wellbeing Board**, and Dr Stewart Findley as Vice Chair of the Health and Wellbeing Board for the coming year.
49. The Health and Wellbeing Board Big Tent engagement event will take place on the afternoon of 4 November at the Xcel Centre, Newton Aycliffe. Over 300 people will be invited to attend the event, including patients, service users and representative from the voluntary sector. A number of workshops will take place which will have a focus on a number of key initiatives for the Health and Wellbeing Board including the emotional wellbeing of children and young people, the impact of housing on health, the natural environment and health, seven day services, health and social care integration, diabetes, carers, mental health services for adults, physical activity and community safety (with a focus on community safety issues that impact on health e.g. drugs, alcohol and domestic abuse). National speaker, Dr William Bird will be the key note speaker at the event and will launch the consultation for the Physical Activity Framework for County Durham. The event will provide an opportunity to share best practice and user experiences as well as utilising the work of the Area Action Partnerships.
50. The second Health and Wellbeing Board Annual Report for 2014/15 has been agreed. The Annual report provides background information to the Health and Wellbeing Board, including functions, membership as well as governance and accountability. It outlines the achievements of the Board during its second year, the commitments made by the Board and key performance achievements. The Health and Wellbeing Board supports a number of local projects across County Durham, which aim to improve the health and wellbeing of people in their local communities. Details of the projects are included in the Annual Report.
51. The Annual Report details the engagement undertaken within County Durham, which includes individual involvement, collective involvement and patient experience activities. A section is included in the Annual Report on the Local Government Association Peer Challenge, which took place between 24th and 27th February 2015. Future work of the Health and Wellbeing board is also outlined in the Annual Report.

Altogether safer

52. The **Safe Durham Partnership** is making progress in terms of planning and delivering the statutory 'Prevent duty' placed on partner organisations. County

Durham can demonstrate an awareness and understanding of the risk of people being drawn into terrorism in the local area. County Durham is recognised as a low risk area but no area will be deemed risk free.

53. Each organisation specified by the act is represented at the 'County Durham and Darlington Contest Silver Group' which oversees the work of the Safe Durham Partnership priority on Counter Terrorism. Each specified authority (local authorities, criminal justice agencies, educational establishments and NHS Trusts), along with Durham and Darlington Fire and Rescue Service has a plan for implementing the duty and is engaged in a review of the collective partnership response.
54. Training to help key members of staff has been undertaken in order to help staff recognise the signs that an individual may be vulnerable to radicalisation and know how to refer them for support. Durham Constabulary are training staff within partner organisations to be able to deliver WRAP (Workshop to Raise Awareness of Prevent); a national product developed by the Home Office. This will extend the training already received. All partner agencies are in the process of amending policies and procedures impacted by the Prevent Duty and have plans in place to meet the wider responsibilities.
55. Work is ongoing to identify all private, voluntary and independent sectors providing services or exercising functions in relation to children in the County. This will allow us to communicate the Prevent duty and their responsibilities. Work is also underway to identify sectors providing out-of-school activity in order that the partnership can communicate a requirement for them to include Prevent within safeguarding policies and procedures.
56. Previous reports have highlighted the DCLG Transformation Challenge Fund awarded of £500,000 to Durham and Darlington Fire & Rescue Service. To date, £320,000 has been allocated towards the fitting of fire and crime preventative measures across County Durham properties. Eight of the main housing providers have signed up to a partnership agreement that will see them assign £20,000 of their 2015/16 budget towards the procurement and installation of preventative measures.
57. In excess of 2,000 frontline professionals have received fire/ crime awareness input including carers, nurses, social workers, contractors etc. In essence anyone with access to vulnerable people across County Durham was trained. As a result of the project the Police and Fire Service are now both offering documented advice on both crime/ fire awareness within the home as part of their core role.
58. One of the main objectives of the project was to ensure a sustainable centralised referral process was set up in such a way that ensured the Safer Homes initiative could function as main stream work once the project had concluded. Fire and Rescue ensure all referrals received are forwarded to the appropriate authority/ service responsible for dealing with the specific vulnerabilities identified. The level of reductions in house burglary and dwelling fires, along with savings achieved from a centralised referral process at Fire Service HQ has been achieved. The investment in sustainable home safety solutions will provide benefits for many years to come.

Altogether greener

59. The **Environment Partnership** Board has had an input into the development of the Council's Alcohol Harm Reduction Strategy following a presentation at their meeting. In terms of the 'environment', various aspects interplay and have an overall impact e.g. the use of open spaces, woodlands, play areas, refuse and recycling services, licensing, street scene, antisocial behaviour etc. The Environment Partnership is keen to assist in working to deliver the Alcohol Harm Reduction Strategy action plan in conjunction with the various partners over the next few years.
60. The Board has recently been working on developing the formal links between the Environment and Health. Currently the Joint Health and Wellbeing Strategy is being developed and evidence for this Strategy was required by September 2015. The Environment Partnership recognise more positive health messages need to be given to the public in relation to promoting the benefits that the Environment can bring e.g. via volunteering in the open spaces, walking instead of using the car, exercising, having access to green and open spaces etc.
61. The Environment Awards are a unique opportunity to showcase and celebrate the fantastic array of environmentally-based projects and activities which have taken place across all sectors of the community in County Durham. This annual programme is managed by Durham County Council on behalf of the County Durham Environment Partnership and is now in its 26th year.
62. Again attracting a healthy interest, 67 applications have been received in total across a breadth of environmental categories. For example there were 13 schemes in the built and crafts categories, 11 entries made to the schools and colleges' category, 21 to the spaces and natural environment categories and 14 community and volunteering entries. Shortlisting and judging, involving a range of specialists and sponsoring bodies such as Groundwork, the Northern Echo and Sita UK, has taken place over September and the winners are to be announced at a ceremony at Durham's Radisson Hotel on 24th November.
63. For more information visit www.countydurhampartnership.co.uk/awards or call 03000 265545.
64. Six of the County's parks have been awarded Green Flag status for 2015 by Keep Britain Tidy and voting has taken place. The closing date for nominations was 30 September, 2015. Judges from the Royal Horticultural Society (RHS) visited Durham City on 5 August to assess their 'blooming great' credentials. Durham in Bloom volunteers and partners have dedicated 4,972 hours over the last 12 months, working on a range of projects. The judge's visit included a tour of HMP Durham where horticulture is used as part of the education and rehabilitation process for offenders. Results of the Britain in Bloom competition will be announced in October.
65. Other updates from the sub groups include:
 - a. Chilton Green Energy Foundation hosted an event on 10 September to promote community energy projects. The event showcased successful projects that have been implemented across County Durham, outlining the

problems and pitfalls and highlighting the benefits of installing renewable technologies and energy efficient products.

- b. The County Durham Civil Contingencies Unit (CCU) has recently held an information and activity session with 20 young people from Shildon Youth Group. The group were shown a new concept where stencils are sprayed onto pavements using a waterproof solution. When it rains, the water rolls off the letters leaving a message on the pavement. The CCU will work with the young people to spray the stencils onto the pavements in Shildon to create 'Rain Works'.
- c. A rolling programme of Community Action Team (CAT) work – work has finished in the Horden area and now focusing in Bishop Auckland.
- d. The Waste Group are developing plans to promote food banks and food waste reduction across County Durham.
- e. Continuing work in relation to the Nourishing Neighbourhoods project – three growing champions are working across the County to promote home growing via allotments sites, community centres and schools.

Recommendations and reasons

66. It is recommended that Cabinet note the report.

Contact: Clare Marshall, Principal Partnerships and Local Councils Officer
Tel: 03000 263591

Appendix 1: Implications

Finance - Area and Neighbourhood budgets are utilised and delivered through the 14 AAPs and ensure the Council (and AAPs) receive improved information on the outputs achieved through use of locality budgets.

Staffing - None

Risk - None

Equality and Diversity / Public Sector Equality Duty - The actions set out in this report aim to ensure equality and diversity issues are embedded within the working practice of AAPs.

Accommodation - None

Crime and Disorder - Altogether safer is the responsibility of the Safe Durham Partnership.

Human Rights - None

Consultation - The County Durham Partnership framework is a key community engagement and consultation function of the Council and its partners. The recommendations in the report are based on extensive consultation with AAP partners and the establishment of a Sound Board to progress the recommendations and will continue this consultative approach.

Procurement - None

Disability Issues - None

Legal Implications – None

Cabinet

16 October 2015



**Alcohol Harm Reduction Strategy
2015 - 2020**

**Report of Corporate Management Team
Report of Anna Lynch, Director of Public Health, County Durham
Councillor Joy Allen, Cabinet Portfolio Holder for Safer Communities
Councillor Lucy Hovvels, Cabinet Portfolio Holder for Adults and
Health Services**

Purpose of the Report

- 1 To seek endorsement for the Alcohol Harm Reduction Strategy 2015-20.

Background

- 2 The Alcohol Harm Reduction Strategy 2015-20 has been developed by Durham County Council Public Health team on behalf of the Safe Durham Partnership. The draft strategy has been through extensive consultation (appendix 2) since the end of March 2015. Amendments have been made to incorporate feedback from stakeholders and are included in the final document. The strategy also includes the recommendations from the County Durham Cumulative Impact assessment (2015).

Alcohol Harm Reduction Strategy 2015-20

- 3 The vision remains unchanged:

To change the drinking culture in County Durham to reduce the harm caused by alcohol to individuals, families and communities while ensuring that adults who choose to drink alcohol are able to enjoy it responsibly.

- 4 There are seven key objectives underpinning the strategic vision aligned to the Altogether themes of County Durham Partnership:

Altogether Safer

- To reduce the harm caused to communities by tackling alcohol related crime and disorder and vulnerability;

Altogether Healthier

- To improve health inequalities and reduce early deaths in County Durham by reducing alcohol consumption across the population;

Altogether Better for Children and Young People

- To support young people to manage their risk taking behaviours by building resilience and creating a culture that encourages young people to choose not to drink;
- To reduce the negative impact alcohol has on the lives of children, young people and their families through parental alcohol use;

Altogether Wealthier

- To increase the number of competitive and successful people in the County Durham workforce by reducing the negative impact that alcohol has on work attendance and productivity;
- To expand the night time economy offer through the promotion of responsible drinking practices and through the development and promotion of alcohol free alternatives;

Altogether Greener

- To reduce the negative impact that alcohol has on the physical environment in County Durham.

5 Implementation plans will be developed and regularly monitored by the Alcohol Harm Reduction Group.

Recommendations and reasons

6 Cabinet are recommended to:

- endorse the Alcohol Harm Reduction Strategy 2015-20.

Background papers

Reframing Alcohol: Alcohol Harm Reduction Strategy 2015-2020

Contact: Kirsty Wilkinson, Alcohol Co-ordinator

Email: KG.Wilkinson@durham.gov.uk **Tel:** 03000 265 445

Appendix 1: Implications

Finance

Existing resources will be used to implement the strategy. External funding opportunities will be sought where the opportunity arises.

Staffing

No additional staffing implications

Risk

None

Equality and Diversity / Public Sector Equality Duty

A full Equality Impact Assessment has been completed.

Accommodation

No adverse implications

Crime and Disorder

Implementation of the strategy will have a positive impact on alcohol related crime and disorder.

Human Rights

No adverse impacts

Consultation

The strategy has been consulted upon extensively, including with the public through AAPs and DCC website. The full consultation is available to view at appendix 2.

Procurement

No adverse implications

Disability Issues

No adverse implications

Legal Implications

None

Appendix 2: Consultation on the Strategy

DCC Improvement Planning Group
DCC Children and Adult Service Management Team
DCC Regeneration and Economic Development Management Team
DCC Neighbourhood Services Management Team
DCC Corporate Management Team
Safer and Stronger Overview and Scrutiny Committee
Adults and Health Overview and Scrutiny Committee
Children and Families Overview and Scrutiny Committee
North Durham CCG – Management Executive Committee
North Durham CCG – QRI
DDES – Management Executive Committee
Safe Durham Partnership
Health and Wellbeing Board
Children and Families Executive Board
Environment Partnership
Economic Partnership
DCC Website – 6 weeks consultation
AAPs
Durham Constabulary
County Durham and Darlington Fire & Rescue Service
Durham Tees Valley Probation Service
Alcohol Harm Reduction Group

The Safe Durham Partnership

Altogether safer

Reframing Alcohol:
Alcohol Harm Reduction
Strategy
2015-2020

FINAL VERSION

Altogether
safer

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Foreword

Councillors Lucy Hovvels, Portfolio Holder for Healthier Communities, Joy Allen, Portfolio Holder for Safer Communities and Anna Lynch, Director of Public Health

This is the third Alcohol Harm Reduction Strategy for County Durham and aims to build upon the success of previous strategies. We would like to commend the hard work and dedication of all of those involved in alcohol harm reduction in County Durham over the last few years as we begin to see the benefits of our collective efforts. We have begun to see some success in the reduction of alcohol related hospital admissions for both adults and young people and our alcohol related crime rates remain some of the lowest in the country, but there is more to do.

For the first time, alcohol harm reduction has been identified as a cross-cutting priority by County Durham Partnership. This signifies its importance, not only on health, crime and disorder and on children and families, but also on the County Durham workforce and their productivity as well as its impact on the local environment.

Although the general picture for alcohol consumption is one of decline; as a nation we are still drinking more than we did in the 1980's. Historic trends show that a decline in consumption correlates to recessions and times of austerity. We need to continue to work closely together to make sure that alcohol related harm does not increase when we return to economic prosperity.

Alcohol is more available in County Durham than ever before with the balance between on and off sales tipping in favour of off-sales. This, in turn influences home drinking where there are unlimited servings with unlimited measures. The problems with alcohol are becoming increasingly hidden and widely dispersed.

The affordability of alcohol is also something that is of concern with alcohol being available in the County for as little as 15p per unit in the Bishop Auckland area. We know that exposing children and young people to alcohol advertising is linked to early onset drinking and those who drink alcohol to drink more. Children and young people are influenced by the environment around them and what they see.

We recognise that the world around us has changed significantly in recent times. Public Health, who led so successfully on the strategies in the past, are now within the local authority following the abolition of the Primary Care Trusts in 2013. Clinical Commissioning Groups, NHS England and the Police and Crime Commissioner are new to the partnership landscape particularly around the commissioning of alcohol services in acute settings, primary care and in the criminal justice system. Probation services have also been reshaped.

All public sector organisations within the North East continue to face a financial squeeze which means that prevention of alcohol related harm is now more important than ever, which is why, through the course of this strategy we will:

- Continue to use all of the powers currently available to us to restrict the expansion of alcohol availability and advertising, ensure that we enforce existing alcohol legislation and advocate changes to the licensing legislation to make them more useful for us to use effectively at a local level;
- In the absence of national legislation on a minimum unit price for alcohol we will work with regional partners, and those in the North West, to explore the feasibility of implementing a more local minimum unit price of at least 50p per unit.

Durham County Council, and its partners, during the course of this strategy will commit to a declaration on alcohol which includes:

- Influencing national government to take the most effective, evidence-based action to reduce alcohol harm, particularly via the introduction of greater regulations around the price, promotion and availability of alcohol;
- Influencing national government to rebalance the Licensing Act in favour of local authorities and communities, enabling local licensing authorities to control the number, density and availability of alcohol according to local requirements;
- Developing evidence-based strategies and commissioning plans with our local communities and partners including the local NHS Acute Trust, Clinical Commissioning Groups and the police;
- Ensuring that public health and community safety are accorded a high priority in all public policy-making about alcohol;
- Making best use of existing licensing powers to ensure effective management of the night-time economy;
- Raising awareness of the harm caused by alcohol to individuals and our communities, bringing it closer in public consciousness to other harmful products, such as tobacco; and
- Continuing to work with our partners to deliver the outcomes agreed in the County Durham Alcohol Harm Reduction Strategy.

This strategy sets out what all partners within County Durham will do over the next five years to reduce alcohol-related harm.

Executive Summary

Vision

The vision, agreed by all partner organisations is to:

To change the drinking culture in County Durham to reduce the harm caused by alcohol to individuals, families and communities while ensuring that adults who choose to drink alcohol are able to enjoy it responsibly.

Key objectives

To achieve the vision there are seven key objectives:

1. To reduce the harm caused to communities by tackling alcohol related crime and disorder and vulnerability;
2. To improve health inequalities and reduce early deaths in County Durham by reducing alcohol consumption across the population;
3. To support young people to manage their risk taking behaviours by building resilience and creating a culture that encourages young people to choose not to drink;
4. To reduce the negative impact alcohol has on the lives of children, young people and their families through parental alcohol use;
5. To increase the number of competitive and successful people in the County Durham workforce by reducing the negative impact that alcohol has on work attendance and productivity;
6. To expand the night time economy offer through the promotion of responsible drinking practices and through the development and promotion of alcohol free alternatives;
7. To reduce the negative impact that alcohol has on the physical environment in County Durham.

Key performance indicators

- Alcohol related violent crime
- Percentage of children becoming the subject of an Initial Child Protection Conference (ICPC) as a result of parental alcohol misuse
- Alcohol related admissions to hospital per 100,000 (narrow measure/PHOF)
- Number of people in treatment where alcohol is identified as a primary substance
- Number of people in recovery services where alcohol was identified as their primary substance
- Alcohol related under 18 hospital admissions
- Alcohol related mortalities in under 25s
- Alcohol related accident and emergency attendances

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Introduction

The harm caused by alcohol impacts upon crime, health and social services and the workplace. Dealing with the consequences of excessive alcohol consumption costs the people of County Durham in the region of £185.38 million each year (Balance, 2015). The total cost of alcohol related harm in County Durham accounts for almost a fifth of the cost across the North East region.

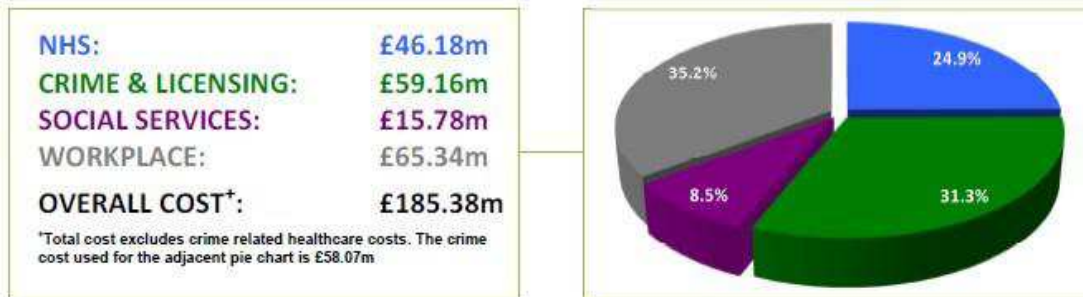


Figure 1: County Durham Cost Breakdown 2013/14

Alcohol is more available and accessible than ever before. As of January 2015 there were a total of 1706 licenced premises in County Durham. There were 354 on-licenced premises, 503 were off-licence premises and 849 were licenced for sales both on and off the premises.

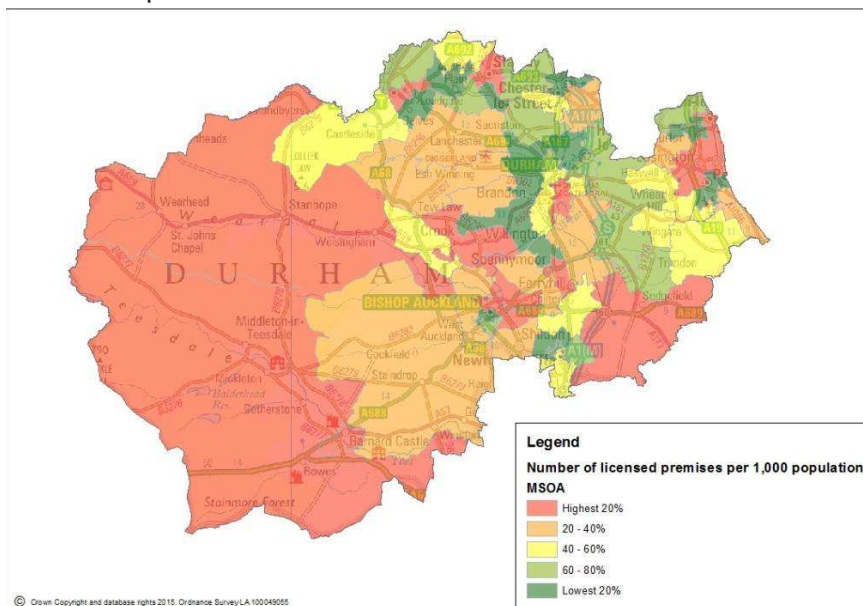


Figure 2: Number of licenced premises per 1000 population

Alcohol sales in the North East are noticeably higher than the average sales in Great Britain. Beer (4.6 litres of pure alcohol per adult per year the equivalent of 200 pints) accounts for most sales in the north east followed by wine (2.5 litres of pure alcohol per adult per year the equivalent of 22 bottles of wine), spirits (2.0 litres of pure alcohol per adult per year the equivalent of 5 bottles) and cider/perry (0.9 litres of pure alcohol per adult per year the equivalent of 35 pints). (Robinson et al, 2015)

In County Durham alcohol is now consumed more in the home than in pubs and clubs. Many pubs and clubs are closing as they are unable to compete with the cheap price of alcohol from off-sales and supermarkets. Home drinking hides excessive consumption and is much more difficult to regulate. There are links to increased home consumption, domestic and sexual abuse and child neglect, as well as child sexual exploitation.

The North East Alcohol Behaviour and Perceptions Survey (2014) shows that 57% of people in County Durham drink more than once a week. Males and those over the age of 55 years reportedly drink more frequently. Almost 1 in 3 people (29%) under the age of 35 report binge drinking; drinking more than 10 units on a typical drinking day. Almost half of men (47%) are classed as increasing or high risk drinkers. People who are aged between 18 and 34 are most likely to go out after 9pm and to pre-load with alcohol before they leave the house.

Alcohol is the fifth biggest cause of disease, disability and death throughout the world (WHO, 2014). Harmful use of alcohol is the leading risk factor for death in men aged between 15 and 59 (Health First, 2013). Alcohol is a causal factor in over 200 diseases and injuries. It is not only the volume of alcohol that an individual drinks but also the pattern of drinking.

Alcohol fuels inequalities in County Durham with those people living in the more deprived wards experiencing the poorest outcomes from alcohol consumption despite consumption levels being lower than their more affluent counterparts. This has been reflected in the 2015 assessment of cumulative impact.

The Local Alcohol Profile for England is published on an annual basis and aims to provide information to monitor the impact of alcohol on local communities. The LAPE monitors 52 different indicators covering mortality, hospital admissions and other impacts.

Alcohol Specific Hospital Admissions – Under-18s

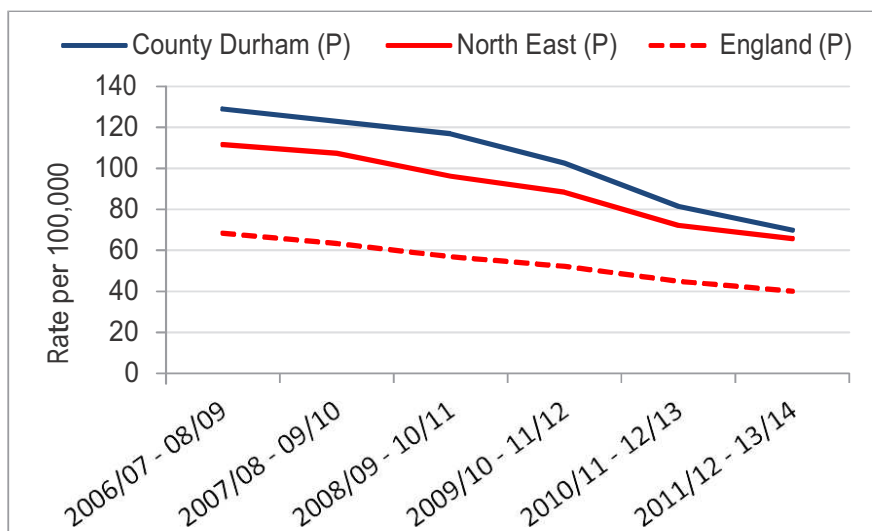


Figure 3: Alcohol Specific Hospital Admissions – Under 18s

The rate of alcohol specific hospital admissions for under-18s has reduced over time by 45.9% from 129.0 per 100,000 population in 2006/07-2008/09 to 69.9 per 100,000 population in 2010/11-2012/13. This equates to 185 less young people admitted to hospital in the most recent three year period. Although the rate for under-18 hospital admissions in County Durham remains significantly higher than the rest of England (per 100,000) the gap has narrowed. Out of the 12 local authorities in the North East County Durham has the 6th highest rate of under-18 hospital admissions.

Alcohol Specific Hospital Admissions - Males

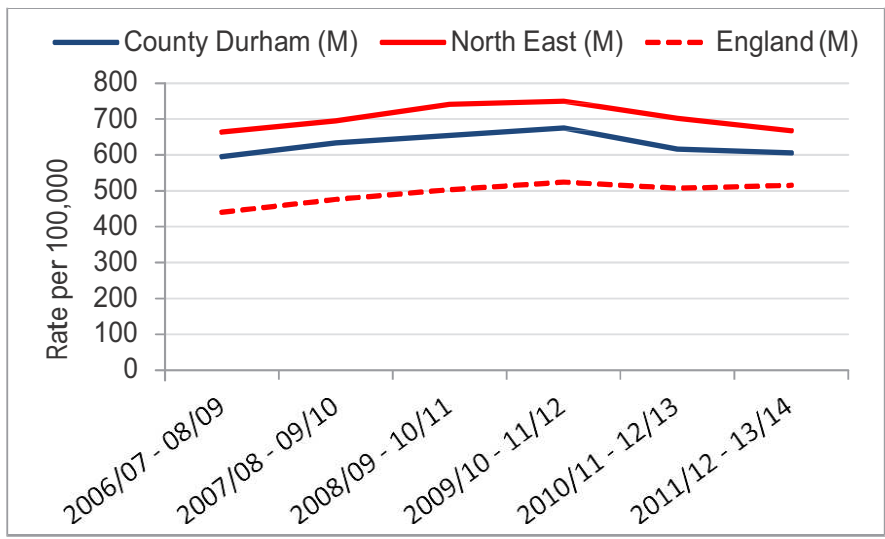


Figure 4: Alcohol Specific Hospital Admissions - Males

The rate of alcohol specific hospital admissions for males in County Durham has reduced since it peaked in 2011/12. There were 1170 fewer alcohol specific hospital admissions for males in 2013/14 than in 2011/12. Although the rate remains higher than the rate for England, the gap has narrowed as the rate for England continues to increase. County Durham has the 3rd lowest rates in the North East for alcohol specific hospital admissions for males with only Northumberland and Stockton-on-Tees experiencing lower admission rates.

Alcohol Specific Hospital Admissions – Females

The rate of alcohol specific hospital admissions for females in County Durham has increased in 2013/14 to 340.0 per 100,000 population following a slight reduction in 2012/13. There were 25 more admissions in 2013/14 than the previous year. Although it has increased, the rate remains less than it was at its highest in 2010/11. County Durham continues to have a higher rate of hospital admissions for women than the rate for the rest of England but has the 5th lowest rates across the North East.

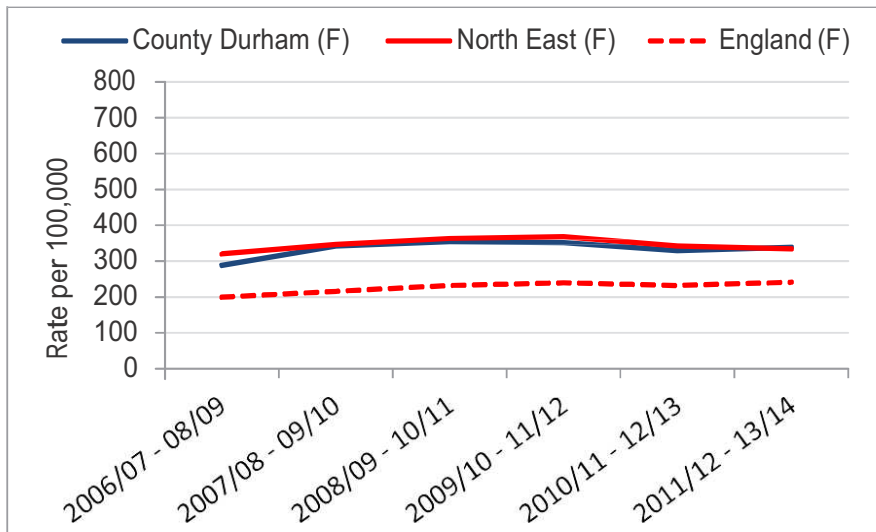


Figure 5: Alcohol Specific Hospital Admissions - Female

Admission Episodes for Alcohol Related Conditions (Narrow)

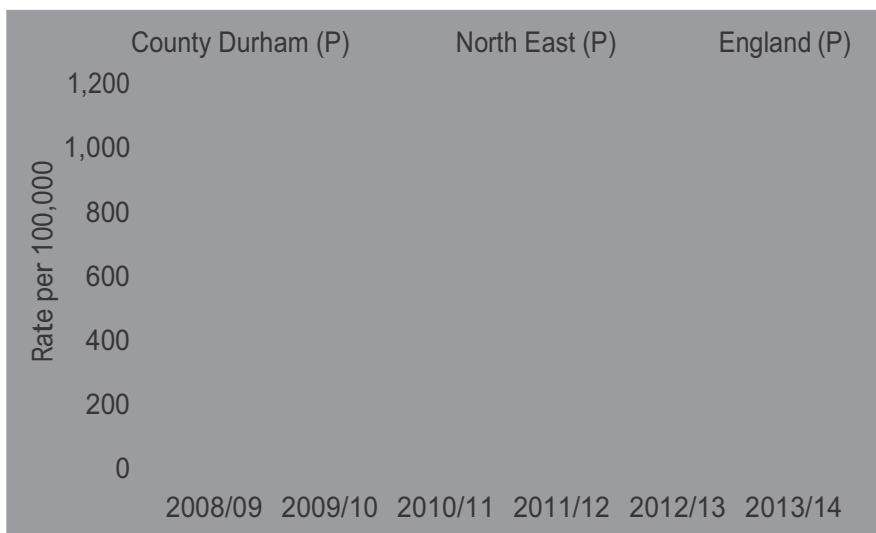


Figure 6: Admission Episodes for Alcohol Related Conditions (Narrow)

The rate of admission episodes for alcohol related conditions (narrow) has continued to fall since its peak in 2011/12. In 2013/14 the rate per 100,000 was 788.0. There were 16 fewer admissions in 2012/13 than in 2012/13. The rate remains higher than the rate for England (645.0 per 100,000). County Durham has the 4th lowest rate of admission episodes for alcohol related conditions in the North East.

Alcohol specific mortality

The rate of alcohol specific mortality (14.7 per 100,000) in County Durham has continued to increase and in 2011/13 is at its highest rate since recording began in 2006/08. The gap between County Durham and England (11.9 per 100,000 population) is increasing. County Durham has the 6th highest rates of alcohol specific

mortality in the North East. There were 13 more deaths specifically due to alcohol in the three-year period 2011/13 than in 2010/12.

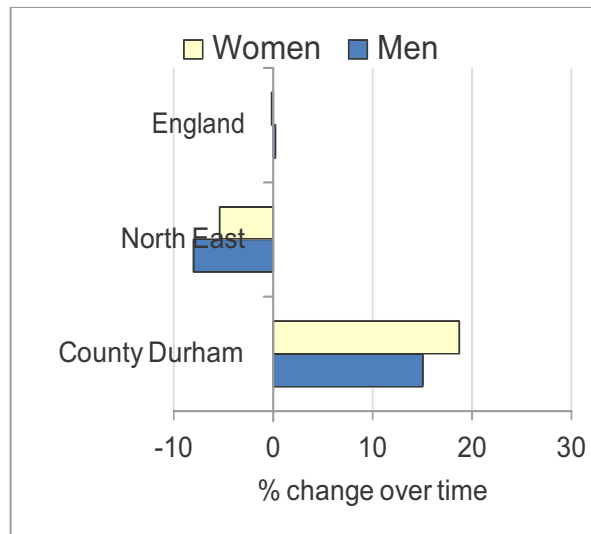


Figure 7: Alcohol Specific Mortality percentage change over time

Mortality from chronic liver disease (female)

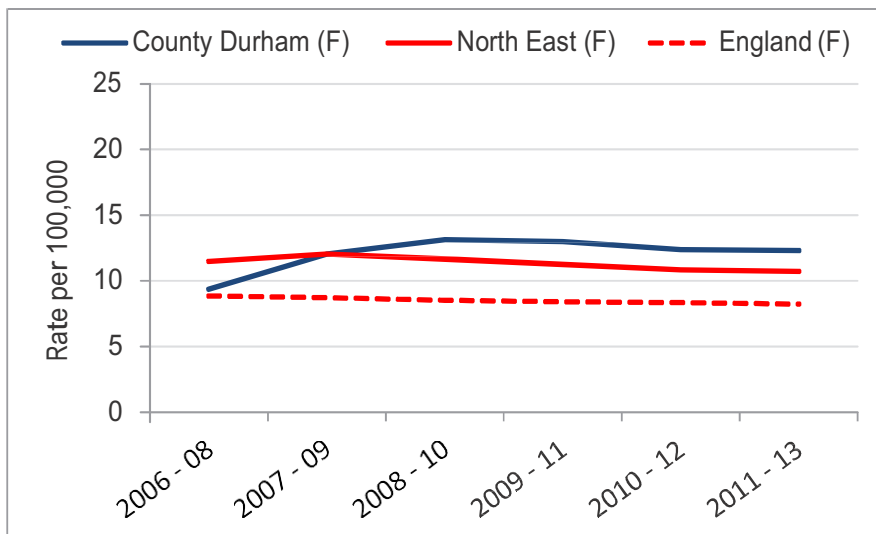


Figure 8: Mortality from chronic liver disease - female

The rate of mortality from chronic liver disease for females remained stable in at 12.3 per 100,000 in 2011/13. This equates to 100 individuals in the three year period 2011/13. County Durham has the 3rd highest rate of mortality from chronic liver disease among females in the North East.

Alcohol related mortality (female)

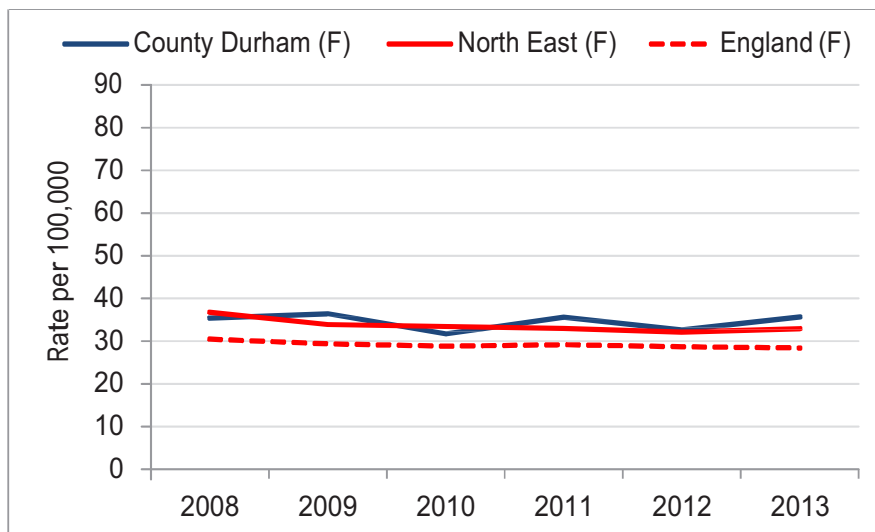


Figure 9: Alcohol Related Mortality - Female

Alcohol related mortality for females has increased in 2013 to a rate of 35.7 per 100,000 and is now significantly higher than the rate for England (28.4 per 100,000). County Durham has the 4th highest rate in the North East for alcohol related mortality.

Evidence based interventions

The WHO states that areas “that take stronger action on alcohol will reap considerable gains in terms of better population health and well-being, enhanced employment and productivity, increased health and social welfare savings, greater health and economic equality, and greater social cohesion and inclusion.”

The scientific evidence base for the most cost effective solutions to reduce alcohol harm is strong and clear. These initiatives include:

- Control the availability of alcohol, such as by regulating the density of alcohol outlets and controlling the sales hours;
- Regulate the volume and content of alcohol advertisements;
- Introduce a legal minimum price of alcohol;
- Widespread implementation of early identification and brief advice (IBA); programmes for individuals with hazardous and harmful alcohol consumption in primary care, social welfare settings and accident and emergency departments, and of offering programmes in the workplace and educational environments; and
- Reduce the legal blood alcohol content (BAC) limit for driving.

Achievements of the Alcohol Harm Reduction Strategy 2012/15

Prevention

To use targeted approaches to raise public awareness in County Durham of the harm caused by alcohol by promoting consistent messages about drinking

The partnership has supported Balance, the regional alcohol office, with their alcohol and cancer marketing campaigns; Dry January; Choose Less Booze; The Drink Talking and Foetal Alcohol Spectrum Disorder days as well as undertaking local awareness days including What's the Price?; Pedestrian casualties #deadrunk campaign and Punched Out Cold campaign.

The partnership and individual partners who make up the partnership have continued to lobby nationally for a Minimum Unit Price (MUP) for alcohol and submitted a strong response to the Government's consultation on their Alcohol Strategy.

A parent and carers' information leaflet on alcohol has been developed by parents for parents with key facts and information on alcohol and the effect it has on a young person.

Work has begun with university students to develop a peer-led social norms marketing campaign linking with the Durham City Safe Group.

The partnership commissioned AgeUK to undertake some consultation with older adults around alcohol. As a result we have worked with AgeUK to identify and train alcohol champions to deliver peer-led messages and factual information on alcohol consumption. Work has begun with an Area Action Partnership who identified this area as a priority to magnify the work undertaken across the county.

Men aged between 25 to 44 years old were identified as a priority for prevention work. The partnership worked with "Explain" to establish motivations for drinking and barriers to changing for this particular targeted group.

Operation ARIES, a multi-agency initiative designed to reduce under-age drinking has been established which builds on the principles of Community Alcohol Partnerships: education, enforcement, public perception, diversionary activity and evaluation.

The partnership has also developed an Alcohol Diversion Scheme which provides alcohol awareness programmes where low levels of crime have been committed.

Provide specific targeted training and education to support individuals, professionals, communities and local businesses to address the harm caused by alcohol

The trainers based within County Durham Community Alcohol Service trained 1828 people in alcohol awareness and the AUDIT screening tool between April 2013 and March 2014. This included nursing staff from County Durham and Darlington Foundation Trust, midwives, health care assistants, mental health teams, GP staff,

medical students, clinical staff from the cardiology department, health visitors, pharmacy staff, social workers, police officers, prison officers, probation and anti-social behaviour officers as well as health trainers, health promotion staff and volunteers.

This training has helped pharmacies and GPs across County Durham to implement Identification and Brief Advice (IBA) ensuring that people with alcohol issues are identified early and signposted or referred onto relevant support.

Engage with children and young people to develop age and gender specific activities, services and education to prevent alcohol related harm

Following a review by the Children and Young People's Overview and Scrutiny Committee in 2014, enhanced pathways were developed for referral to the children and young people's substance misuse service (4Real) from the accident and emergency department in the University Hospital of North Durham. This resulted in 45 referrals in 2014/15.

The partnership alcohol seizure procedure was a finalist in the Police Problem Orientated Partnerships (POP) Awards for its contribution to tackling child sexual exploitation. Young people who had alcohol seized from them whether as an individual or part of a group were referred into the 4Real service for early intervention and brief advice. The intervention also provided an opportunity for parents to receive advice and awareness around alcohol use by young people.

A social norms project relating to alcohol, smoking and sex and relationships was commissioned in 2012. Across County Durham 10,676 secondary school pupils in 33 schools completed an initial confidential survey. The key findings of these surveys were then used to develop individual school based social norms marketing campaign to correct misperceptions and to help influence behaviour. The key findings across County Durham relating to alcohol were:

- 87% of young people surveys reported they didn't drink alcohol regularly (most or every weekend);
- Of those who had tried alcohol, the majority of young people were at a family occasion where they were supervised;
- 77% of students reported that they would prefer to go to their parent or carer for information and support around alcohol issues.

In 2013/14 alcohol education has been delivered, in partnership between the police and 4Real, to 2,157 primary school children in 72 primary schools; 11,537 secondary school children in 33 secondary schools; 1,957 young people in higher education settings in 5 further education settings; and 1,154 in other settings. Alcohol education has also been delivered in 3 independent schools; 2 private residential schools; 3 special schools as well as post alternative education providers.

In summer 2012 County Durham received funding from the Department for Communities and Local Government for a Community Alcohol Project. The Wear

Community Alcohol Project was established in June 2012 following the successful funding bid to the Department of Communities and Local Government through Baroness Newlove's Office. The project group was set up to oversee the implementation of action with 3 aims:

- a) To tackle alcohol related harm in rural communities and avoid the movement of ASB between the communities.
- b) To use the strengths of rural communities to address the issues and develop a model of cohesive inter-community working.
- c) To increase partnership working to improve the interface between local people and services.

Control

Increase the gathering, sharing and use of intelligence to reduce the number of alcohol related incidents and alcohol related offending impacting upon communities

In 2012 the Alcohol Harm Reduction Unit which sees police co-located with trading standards, environmental health and licensing enforcement was developed. This has led to better information sharing and joint working around the alcohol agenda. The work undertaken by the Alcohol Harm Reduction Unit on Organised Crime Group disruption has been incorporated in the national toolkit.

Training has been undertaken with A&E doctors and nurses around violent crime data collection (Cardiff) in both County Durham and Darlington Foundation Trust hospital sites.

Staysafe Operations through Operation ARIES have continued to provide a wealth of intelligence on the drinking habits and locations of young people.

Engage with licensees and target licensed premises where necessary to ensure that licensed premises are managed responsibly

The partnership has continued to support Best Bar None in Durham City and Pubwatch across the County.

Community Alcohol Partnerships have been piloted in Stanley and Peterlee and used for the foundation of Operation ARIES which also includes test purchases and compliance check operations, training of staff in licenced premises (particularly off-licence premises) and licensing inspections.

Reviews of licenced premises have continued to be undertaken and many more voluntary conditions have been added to premises licences.

Ensure a coordinated approach to policy development, planning and adoption of legislation

A significant number of partners, partnership and committees submitted consultation responses to the Government consultation on Minimum Unit Price for alcohol.

The Statement of Licensing Intent has been reviewed which provides a framework for partners and communities in the application of licensing legislation for applications, reviews and revocations of premises licences.

The use of new legislation such as Early Morning Restriction Orders and Late Night Levy's was explored with little evidence at this time of the need for their implementation in County Durham.

Recovery and treatment

Commission and deliver effective treatment and recovery services in line with national guidance and undertake work to identify the needs of particular groups where the data is limited i.e. pregnant women

Significant investment was made into the commissioning of a whole system approach to alcohol which was recognised nationally as best practice. The Community Alcohol Service within County Durham was commissioned together with a number of projects such as Whitehouse (older drinkers), You Turn (women only) Durham Recovery and Wellbeing (DRAW) Centre and the development of a number of self-support groups for those in recovery.

4Real, the Children and Young People's Substance Misuse Service, provided early support and intervention, education and training to young people and the young people's workforce and specialist treatment for young people with alcohol issues.

Involve and support young people, families and carers (including young carers) living with alcohol related issues in order to break the cycle of alcohol misuse.

Liberty from addiction, a charity who support parents and carers of people with addiction and Breaking the Cycle, a charity who support the families of those going through the criminal justice system were commissioned to support families and carers. Family support was commissioned for those people who had family in prison due to alcohol related crime; family and offender received same alcohol education and reduction strategies.

Family support was also embedded into the work undertaken by 4Real.

Policy drivers

International

World Health Organisation: Global strategy to reduce harmful use of alcohol and World Health Organisation: European action plan to reduce the harmful use of alcohol 2012–2020

The Global strategy and European action plan to reduce harmful use of alcohol identifies ten areas for action:

- leadership, awareness and commitment;
- health services' response;
- community action;
- drink-driving policies and countermeasures;
- availability of alcohol;
- marketing of alcoholic beverages;
- pricing policies;
- reducing the negative consequences of drinking and alcohol intoxication;
- reducing the public health impact of illicit alcohol and informally produced alcohol;
- monitoring and surveillance.

National

Prevention of drug and alcohol dependence Briefing by the Recovery Committee, 2015

A briefing by the recovery committee on the prevention of drug and alcohol dependence has highlighted:

- Targeted, drug-specific prevention interventions remain a valid approach to those individuals considered to be at a high risk of harm, although these groups also benefit from universal approaches;
- Environmental prevention activities such as pricing, taxation and marketing controls have shown evidence for success in reducing use and harms associated with alcohol and tobacco use;
- Strong evidence of prevention approaches that have consistently been shown to be ineffective at improving drug and alcohol use outcomes. These include information provision (standalone school-based curricula designed only to increase knowledge about illegal drugs and alcohol), fear arousal approaches (including 'scared straight' approaches), and stand-alone mass media campaigns;
- Prevention activities should be embedded in general strategies that support development across multiple life domains;
- Prevention projects should incorporate evaluation, and be developed from the findings of evaluation (ideally with economic evaluation);

- Prevention of adverse long-term health and poor social outcomes may be achieved even without drug abstinence, although for some target groups drug abstinence may be preferable.

All Party Parliamentary Group on Alcohol Misuse: Manifesto 2015

- Make reducing alcohol harms the responsibility of a single government minister with clear accountability;
- Introduce a minimum unit price for alcoholic drinks;
- Introduce public health as a fifth licensing objective, enabling local authorities to make licensing decisions based on local population health need and the density of existing outlets;
- Strengthen regulation of alcohol marketing to protect children and young people;
- Increase funding for treatment and raise access levels from 6% to 15% of problem drinkers;
- Commissioners should prioritise the delivery of Identification and Brief Advice. Identification and Brief Advice should be delivered in a wide range of different settings including health care, involving GPs routinely asking questions, and in-workplace programmes;
- Include a health warning on all alcohol labels and deliver a government-funded national public awareness campaign on alcohol-related health issues;
- For all social workers, midwives and healthcare professionals, introduce mandatory training on parental substance misuse, foetal alcohol syndrome disorder and alcohol-related domestic violence;
- Reduce the blood alcohol limit for driving in England and Wales to 50mg/100ml, starting with drivers under the age of 21;
- Introduce the widespread use of sobriety orders to break the cycle of alcohol and crime, antisocial behaviour and domestic violence.

Public Health England Alcohol care in England's hospitals: An opportunity not to be wasted 2014

This guidance recommended that:

- Every district general hospital should consider the best way to provide effective specialist alcohol care for its patients in light of the benefit to patient care and the available efficiency savings;
- Local partners should engage with the health and wellbeing board to ensure existing services for alcohol and other drugs are maintained and developed on the basis of local needs assessment;
- Hospital alcohol care teams should accelerate identification and brief advice (IBA) delivery throughout the hospital by supporting the training of colleagues in all clinical areas;
- Local partners should review the response to alcohol-related harm in all district general hospitals, using this document as a guide, and they should

- ensure that existing services are adequately integrated across primary and secondary care and that new services are implemented where there are none;
- Local partners should consider employing assertive out-reach or in-reach services for high impact service users in all major hospitals and existing services should be comprehensively evaluated to assess their impact on hospital and community services;
 - System planning should ensure that community services are accessible and available to ensure continuation of detoxification with psychosocial interventions outside of the hospital.

Public Health England Young people's hospital alcohol pathways: Support pack for A&E departments 2014

The support pack provides A&E clinicians, hospital managers, and substance misuse and young people's commissioners to develop alcohol pathways for young people attending A&E to ensure that young people attending A&E with alcohol-related conditions are receiving the appropriate care and follow-up support, as recommended by NICE. It covers:

- Understanding levels of unmet need;
- Initial screening and referral process;
- Information and data sharing;
- Safeguarding;
- Hospital-based interventions;
- Specialist substance misuse and CAMHS interventions;
- Other interventions for vulnerable young people.

NHS Five Year Forward Plan 2014

The NHS five year forward plan sets out the longer term changes required to make the NHS more sustainable. It includes:

- An upgrade in prevention and public health;
- New workplace incentives to promote employee health and cut sickness-related unemployment;
- Backing hard hitting national action on alcohol and other major health risks;
- Decisive steps to break down the barriers in how care is provided between family doctors and hospitals, between physical and mental health, between health and social care.

Public Health England: From evidence into action: opportunities to protect and improve the nation's health

In October 2014 Public Health England set out its five year plan for people of this country to live as well as possible, for as long as possible. The plan included reducing harmful drinking and alcohol-related hospital admissions.

Health First: An evidence based alcohol strategy for the UK 2013

Health First was produced by an independent group of experts with interests in promoting public health and community safety. The strategy made ten recommendations for action:

- A minimum price of at least 50p per unit of alcohol should be introduced;
- At least one third of every alcohol product label should be given over to an evidence-based health warning specified by an independent regulatory body;
- The sale of alcohol in shops should be restricted to specific times of the day and designated areas;
- The tax on every alcohol product should be proportionate to the volume of alcohol it contains;
- Licensing legislation should be comprehensively reviewed. Licensing authorities must be empowered to tackle alcohol-related harm by controlling the total availability of alcohol in their jurisdiction;
- All alcohol advertising and sponsorship should be prohibited;
- An independent body should be established to regulate alcohol promotion, including product and packaging design, in the interests of public health and community safety;
- The legal limit for blood alcohol concentration for drivers should be reduced to 50mg/100ml;
- All health and social care professionals should be trained to routinely provide early identification and brief alcohol advice to their clients;
- People who need support for alcohol problems should be routinely referred to specialist alcohol services for comprehensive assessment and appropriate treatment.

The Government's Alcohol Strategy 2012

The Government's Alcohol Strategy 2012 set out the Government's approach to reducing alcohol related harm through:

- Ending the availability of cheap alcohol and irresponsible promotions through the introduction of a minimum unit price and consulting on the introduction of a ban on multi-buy promotions in the off-trade;
- Providing local areas with stronger powers to control the density of licensed premises; restricting alcohol sales if late opening is causing problems through extended powers of Early Morning Restriction Orders; introducing a new late night levy so that those businesses that trade into the late night contribute towards the cost of policing; and piloting sobriety schemes for those people whose offending is linked to excessive alcohol consumption;
- Expanding the Responsibility Deal to drive greater industry responsibility and action to prevent alcohol misuse;
- Supporting individuals to make informed choices about healthier and responsible drinking.

Health and Social Care Act 2012

The Health and Social Care Act 2012 had a significant impact on alcohol harm reduction:

- Local authorities now take a much stronger role in shaping services, and taking over responsibility for local population health improvement including the commissioning of community alcohol treatment and recovery services;
- Through the creation of health and wellbeing boards;
- The commissioning of NHS care being undertaken by clinical commissioning groups;
- The creation of Public Health England to protect and promote the health of the population.

National drivers from the previous strategy which are still relevant:

- Department of Health Information Sharing to Tackle Violence Guidance for Community Safety Partnerships on engaging with the NHS, September 2012
- Department for Education and Association of Chief Police Officers drug advice for schools 2012
- Advice for local authorities, head teachers, school staff and governing bodies
- Police Reform and Social Responsibility Act 2011
- Alcohol Concern: One on every corner: the relationship between off-licence density and alcohol harms in young people 2011
- National Institute for Health and Clinical Excellence (NICE) (CG115) Alcohol-use disorders: diagnosis, assessment and management of harmful drinking and alcohol dependence 2011
- National Institute for Health and Clinical Excellence (NICE) (CG120) Psychosis with coexisting substance misuse: Assessment and management in adults and young people 2011
- National Institute for Health and Clinical Excellence (NICE) (QS11) Alcohol dependence and harmful alcohol use quality standard 2011
- National Institute for Health and Clinical Excellence (NICE) (PH24) Alcohol-use disorders: preventing harmful drinking 2010
- The Government's Drug Strategy Reducing Demand, Restricting Supply 2010
- Working Together to Safeguard Children 2010
- Fair Society, Healthy Lives 2010
- National Institute for Health and Clinical Excellence (NICE) (PH4) Interventions to reduce substance misuse among vulnerable young people 2007
- National Institute for Health and Clinical Excellence (NICE) (PH7) School-based interventions on alcohol
- Licensing Act 2003

Regional

Children's recognition of alcohol marketing 2015

Children as young as 10 years old are highly familiar with alcohol brands and televised alcohol advertising. The study shows football clubs and tournaments are strongly associated with the beer brands that sponsor them, particularly by boys. Existing advertising codes for alcohol are designed to prevent targeting of under-18s, but children appear to be consuming high volumes of alcohol marketing nevertheless. The report made 4 recommendations:

- Alcohol advertising content should be restricted to promoting just factual information about the product such as origin, composition and means of production;
- Alcohol advertising on television should be allowed only after the 9pm watershed;
- Alcohol advertising at cinemas should be prohibited for all films without an 18 classification;
- Introduce a phased ban on alcohol sponsorship of professional sports, music and cultural events and branded merchandise.

Due North

The Due North Report into health inequalities identifies four key issues which need to be addressed to reduce health inequalities:

- Tackle poverty and economic inequality within the North and between the North and the rest of England;
- Promote healthy development in early childhood;
- Share power over resources and increase the influence that the public has on how resources are used to improve the determinants of health;
- Strengthen the role of the health sector in promoting health equity.

Local

Strategies, Policies and Plans that have an impact on alcohol harm reduction or that alcohol harm reduction impacts upon within County Durham are listed below:

- Sustainable Communities Strategy 2014-30
- Safe Durham Partnership Plan 2015-18
- Joint Strategic Needs Assessment 2014
- Joint Health and Wellbeing Strategy 2013-17
- Children, Young People and Families Plan 2014-17
- Police and Crime Plan 2013-17
- Child Sexual Exploitation Strategy 2014 – 2017
- Public Mental Health Strategy 2015-18
- Dual Needs Strategy 2015-17
- Drug Strategy 2014-17
- Statement of Licensing Policy 2014-19

- Children and Young Peoples Overview and Scrutiny Committee Alcohol and Substance Misuse by Young People Review 2014
- Teenage Pregnancy and Sexual Health Steering Group Statement of Intent 2014
- Think Family Operational Guidance 2014
- DDES Clinical Commissioning Group Commissioning Priorities 2014-16
- North Durham CCG Draft Commissioning Intentions 2015-2016

Altogether Safer

Objective 1:

To reduce the harm caused to communities by tackling alcohol related crime and disorder and vulnerability

Alcohol: Key Facts

Anti-Social Behaviour

In 2013/14 11.4% of all police incidents were recorded as being alcohol related which is a slight, but not significant, increase from 11% in 2012/13.

In 2013/14 15.3% of anti-social behaviour recorded by the police was alcohol related an increase from 14% in 2012/13. The increases are largely due to better recording of alcohol related incidents rather than a real terms increase in alcohol related anti-social behaviour.

Alcohol seizures

Police, Police Community Support Officers and Neighbourhood Wardens have the power to seize alcohol from anyone under the age of 18. In 2012/13 alcohol was seized from 1012 people, in 2013/14 this increased to 1619 people. Consett, Stanley and Crook Neighbourhood Policing areas consistently have higher numbers of seizures than other areas reflecting the proactivity and focus on alcohol in these areas. Over 2000 individuals were referred for early intervention with the children and young people's substance misuse service between April 2012 and March 2014.

Drunkenness

Police community surveys indicate that over a third (37%) of people in County Durham see drinking and causing a nuisance as a problem. Feedback from frontline staff, together with the Police perceptions survey undertaken by Balance indicate that excessive drinking continues to cause harm and demand for services. We do not have a full picture of the levels of drunkenness and associated vulnerabilities.

Incident data 2014 indicates 24% (3874) of concern for safety / collapse incidents are alcohol related: we also dealt with just over 400 alcohol related public order offences in 2014.

Violent crime

Nationally:

- 53% of violent incidents involving adults were alcohol-related
- Violence was more often alcohol-related in incidents involving male victims
- Alcohol-related violent incidents most commonly involved strangers, followed by acquaintances and incidents of domestic violence
- Violent incidents were more likely to involve alcohol at the weekend
- The proportions of violent incidents that were alcohol-related increased as the evening progressed
- People who pre-load are 2.5 times more likely to be involved in violence as a victim or an offender.

In County Durham:

- 34.8% of all violent crime in 2013/14 was alcohol related a slight increase

from 32% in 2012/13

- Violence in the home is increasing rising from 26% in 2013 to 53% in 2014.

Domestic abuse

Alcohol consumption at increasing and high risk drinking levels is a major contributor to the occurrence of intimate partner violence. Alcohol use increases the frequency and severity of domestic abuse. Intimate partner violence is more severe and more likely to result in physical injury where the perpetrator has consumed alcohol (WHO Intimate Partner Violence Factsheet, 2006).

Six of the seven domestic homicides that have occurred in County Durham since 2011 identify alcohol as a common factor with the perpetrator being intoxicated at the time of the murder. In some cases alcohol misuse was also present in the victim. Evidence shows that experiencing violence within a relationship can lead to alcohol consumption as a method of coping or self-medicating (WHO, 2006).

Excessive alcohol consumption does not **cause** domestic violence, nor is it an excuse for it. As with all violent crime, alcohol might escalate the risk of domestic violence [*as alcohol can act as a disinhibitor*]. (Women's Aid: Domestic Violence Risk Factors, Understanding the Early Assessment of Risk Indicators for Domestic Abuse, 2007)

Locally in 2013/14 38.6% of domestic abuse incidents were recorded as alcohol related (ranging from 26.4% to 43.5% of incidents across neighbourhood policing teams) a slight increase from 37% on 2012/13 (SDP Alcohol Harm Reduction Performance Framework 2013/14 Qtr 4).

In the regional consultation on the impact of alcohol on frontline policing (Balance, April 2013) 91.6% (271) of Durham police who responded said that alcohol has a large impact upon domestic abuse.

Sexual violence

Research into alcohol and sexual violence indicates a strong association between alcohol, both drinking 'in the event' and long term drinking patterns and sexual violence. Many perpetrators have been drinking when they have attacked their victim or have alcohol misuse problems. The presence of alcohol has implications for the severity of sexual violence outcomes. (County Durham & Darlington Sexual Violence Strategy, 2011-2014) As is the case with domestic abuse victims, victims of sexual violence can misuse alcohol following an attack as a method of coping with the trauma.

It is difficult to determine the prevalence of sexual violence, both involving and not involving alcohol as it largely goes unreported.

An estimated 19,000 alcohol-related sexual assaults occur each year in England and Wales. Many of those committing sexual assaults have consumed alcohol prior to the incident and in some cases are alcohol dependent. Furthermore, many victims of sexual assault have been drinking prior to the event. Research suggests that, in night-life settings, rapists specifically target intoxicated young women due to their vulnerable state. (Faculty of Public Health, 2005).

Offending and re-offending

In 2013/14 there were a total of 461 people in Durham prisons (not Durham population) that identified alcohol as their primary drug of choice.

The table below shows the AUDIT scores on screening at reception in HMP Durham between April 2013 and March 2014. It shows that more than 1 in 5 of those entering Durham Prison were possibly alcohol dependent. The average AUDIT score was 11.3.

HMP Durham	No.	%
Abstinent (Score 0)	490	25%
Lower risk (1-7)	595	30%
Increasing risk (8-15)	379	19%
Higher risk (16-19)	81	4%
Possibly dependent (19+)	422	21%
Total	1967	

The table below shows the AUDIT scores on screening at reception in HMP Low Newton between April 2013 and March 2014. It shows that more than 1 in 4 of those entering HMP Low Newton were possibly alcohol dependent. The average AUDIT score was 11.4.

HMP Low Newton	No.	%
Abstinent (Score 0)	127	33%
Lower Risk (1-7)	94	25%
Increasing Risk (8-15)	38	10%
Higher Risk (16-19)	20	5%
Possibly dependent (19+)	102	27%
Total	381	

Road Safety

There were 181 collisions involving at least one driver/rider who was judged to have been "impaired by alcohol", or failed or refused to provide a breathalyser sample in County Durham between April 2011 and March 2013. Of these 9 were fatal (14% of all fatalities).

There were 279 casualties from collisions involving at least one driver/rider who was judged to have been "impaired by alcohol", or failed or refused to provide a breathalyser sample in County Durham between April 2011 and March 2013.

Between 2011 and 2013 12% of pedestrians who were involved in road traffic collisions were judged to be impaired by alcohol. Males age 17 to 34 were those more frequently involved in these types of accidents. 54% of these accidents were in urban areas with 46% occurring on rural roads.

Counterfeit Alcohol/Alcohol Fraud

Counterfeit alcohol is alcohol that is illegally produced and often uses alternative versions of alcohol than ethanol. Counterfeit alcohol can have serious adverse effects on health in the short term. Although we do not believe that there is a

significant problem with counterfeit alcohol in County Durham we do not know the extent of the problem.

Alcohol fraud involves the smuggling or diversion of alcoholic drinks into the UK in large commercial quantities, duty unpaid. Organised criminal gangs do this by systematically exploiting the EU-wide duty suspension arrangements which allow excise goods to move between authorised warehouses duty unpaid until released for consumption onto the home market.

Licensing Enforcement

In 2013 partners in County Durham undertook nine reviews of licenced premises of which five (56%) premises licences were revoked. This increased to eleven reviews in 2014 of which three (27%) premises licences were revoked. To date in 2015 there have been two reviews.

Fire Safety

“The rate of serious injuries is 4 times higher where drugs or alcohol was a contributory factor than where alcohol / drugs were not a factor.” (DCLG, 2012 p3)

Between January 2010 and January 2015 there were 1,359 accidental dwelling fires in County Durham and Darlington. Of these, alcohol was suspected to have contributed to the fire occurring on 10% (135) of these occasions.

County Durham and Darlington Fire and Rescue Service fatal fire statistics indicate that between 2008 and 2014 67% of those who died in fires had consumed alcohol. Of these people 35% returned blood alcohol levels within the 80% saturation limit (on or under the drink driving limit). However 30% were dramatically over the driving limit.

Hate crime

In 2013/14 there were 39 hate crimes that were alcohol related.

To achieve our objective over the next five years we will:

- Continue to advocate for a national minimum unit price (MUP) for alcohol while exploring the feasibility of implementing MUP more locally.
- Lobby for changes in advertising of alcohol to protect our most vulnerable people whilst using existing legislation to place restrictions where we can.
- Encourage any new government to re-think the licensing legislation and give more power to local areas to determine the density of alcohol outlets and restrict availability.
- Continue to lobby for the Government to reduce the legal blood alcohol content level for drinking and driving and promote “no drinking and driving” as a cultural norm.
- Contribute to the evidence base in relation to Identification and Brief Advice (IBA) throughout the criminal justice system.
- Improve the sharing of alcohol related violent crime data between the Emergency Departments of hospitals who treat County Durham residents and licensing partners to facilitate problem solving and reduction in demand for services.
- Develop an increased understanding of the nature and scale of the problem of

drunkenness and its impact upon the safety of individuals and communities, and the associated demands placed upon partner services.

- Design and implement evidence-based harm and demand minimisation strategies to reduce drunkenness.
- Review the availability of cheap alcohol in Durham City and other areas of the County where alcohol related harm is high.
- Build consideration of the impact of alcohol related harm into decision making around planning developments in relation of alcohol establishments, including looking to maximise opportunities to improve harm reduction measures and prevent anti-social behaviour issues arising wherever possible.
- Use licensing legislation to ensure that appropriate conditions are in place at the application stage.
- Use licensing powers to confine the sale of alcohol in shops to specific times of day and designated areas.
- Be robust in enforcing licensing conditions and, where premises are found to be operating recklessly, recommend the most appropriate course of action which may include licence revocation or suspension.
- Continue to support and expand the use of volunteers to “help out” in the night-time economy as part of a wider guardianship scheme to support potentially vulnerable people in the night-time economy.
- Review the breathalyser and place of safety pilots in Durham City.
- Support and build the capacity of local communities to take on a wider range of responsibilities to reduce the harmful use of alcohol including through licensing.
- Continuation of targeted and intelligence led roadside breath-testing.
- Estimate the size of the illegal market of counterfeit alcohol.
- Develop seamless pathways across the criminal justice system into community alcohol services, particularly those leaving prison.
- Ensure appropriate alcohol pathways link to Checkpoint.
- Embed alcohol pathways into specialist domestic abuse services, including the Domestic Abuse Perpetrator Programme and ensure links are in place between the alcohol and drug recovery service and the Independent Domestic Violence Advisors.
- Support the Domestic Homicide Review action plan to prevent further homicides.
- Raise awareness of the legislation around alcohol and capacity to consent to sexual activity.
- Identify and share good practice in relation to the reduction of alcohol related crime and disorder across County Durham, the region and nationally.
- Where appropriate, continue to work with the alcohol retail trade to reduce the harm caused by alcohol through the development of an education programme including responsible alcohol retailer training and bespoke management training.
- Support the implementation of the new Anti-Social Behaviour powers to ensure alcohol interventions are considered where appropriate.

Performance Measures

1. Percentage of alcohol related police incidents
2. Percentage of alcohol related violent crime
3. Percentage of alcohol related sexual violence offences
4. Percentage of alcohol related domestic violence incidents

5. Percentage of alcohol related anti-social behaviour
6. Percentage of alcohol related road traffic collisions
7. Numbers of alcohol related drink-driving fatalities
8. No. of Alcohol Treatment Requirements
9. Perceptions of people drinking and causing a nuisance
10. Perceptions of underage drinking
11. Perceptions of drunkenness / rowdy behaviour
12. Number of alcohol related concern for safety/collapse incidents
13. Number of alcohol seizures from under 18s

Altogether Healthier

Objective 2:

To improve health inequalities and reduce early deaths in County Durham by reducing alcohol consumption across the population

Alcohol: Key Facts

Pregnancy and Sexual Health

When people are under the influence of alcohol they are less likely to use contraception. This can lead to poor sexual health and unwanted pregnancies.

Women who drink alcohol during pregnancy run the risk of their baby being born on the foetal alcohol disorder spectrum. It is estimated that 1% of the population have some form of foetal alcohol spectrum disorder. This equates to 57 babies born in 2012 in County Durham alone.

Ambulance callouts

In 2012-13 there were 2063 alcohol related ambulance callouts in County Durham reducing slightly to 2011 in 2013-14. Saturday and Sunday see consistently higher alcohol related ambulance callouts. Males generally have more alcohol related ambulance callouts than females. Over half (52%) of all alcohol related ambulance callouts were from people who were between the ages of 10 and 39. University Hospital of North Durham (UHND) received patients from 45% of the alcohol related ambulance callouts in County Durham. A high proportion of alcohol related ambulance callouts are from the 20% most deprived wards.

A&E Attendances

It is estimated nationally that 30% of A&E attendances are alcohol related. This rises to an estimate of 70% at peak times.

Hospital admissions

Alcohol specific admission rates in County Durham are significantly higher than England for men and women. Rates have been rising over time for men (1.9%) and women (17.7%) in County Durham but at a slower rate than the rest of England.

Alcohol related admission rates (broad indicator) in County Durham are significantly higher than England for men and women. Rates have been rising over time for men (10.1%) and women (14.7%) in County Durham.

Alcohol related admission rates (narrow indicator) in County Durham are significantly higher than England for men and women. Rates have been rising over time for men (1.3%) and women (5.7%) in County Durham. A reduction in alcohol related admission rates (narrow indicator) has been seen across the north east region.

Mortality

Months of life lost due to alcohol (<75 years) has increased over time for men and women in County Durham by 18.0% and 21.2% respectively.

Alcohol specific mortality rates in County Durham are significantly higher than England for men and women. Rates have been rising over time for men (15.0%) and

women (18.7%).

Dual diagnosis

Between 1st April 2012 and 31st March 2013 263 individuals (16.2% of those in treatment) who were accessing treatment for alcohol dependency also had mental health issues. Between the same period 841 individuals were identified by Durham Constabulary as being jointly affected by alcohol and mental health issues.

Alcohol misuse has been identified as a significant factor in some incidents of self-harm and increases the risk of suicide attempts and death by suicide. A suicide audit 2005-12 revealed that 30% of those people who committed suicide were alcohol dependant.

Treatment and Recovery

In 2012/13 in County Durham 1543 Individuals were referred to the Community Alcohol Service. Of these individuals 36% were female and 64% male. The mean age of referral was 42 years. Self-referral (43%) was the main route for accessing the service followed by hospital (30%) and GP (7%).

In 2012/13 1541 individuals received structured interventions for primary alcohol use, this was a 12.3% reduction compared to 2011/12 (1758). The rate in treatment per 1000 population (age standardised) was 3.6 (CI = 3.46 to 3.8) which was above the national rate of 2.55 (CI = 2.53 to 2.55). Almost half (46%) of individuals in treatment 2012/13 reported consuming between 200 and 600 units per month. Average length of time in treatment for structured alcohol interventions in 2012/13 is 6 to 12 months (66%). The Easington area had a higher rate per 1000 population in structured alcohol treatment than the County average and other localities.

In 2012/13 622 individuals successfully completed treatment with the community alcohol service. Of these individuals 42% were abstinent and 58% were occasional user/controlled drinkers.

In 2012/13 278 individuals received facilitated access to mutual aid which was 18% of the total number of those in treatment.

151 individuals in structured treatment for alcohol use reported secondary problematic drug use. 44 (28%) individuals reported no interaction with the Community Drug Service.

Targeted Groups

Men and young people (18-34 years) are more likely to be profiled as increasing/high risk drinkers (Balance, 2013). Consultation undertaken locally with men 25-44 concluded that this population are not concerned about their level of drinking (Explain, 2014).

Older Adults

An ageing population inevitably means an increase in the number of older people experiencing alcohol related problems. Older people today drink more than previous generations. Alcohol problems in later life are a growing and hidden problem (Smith et al, 2012) and can impact on and intensify other health problems experienced by older people. Local consultation with older people identified that loneliness,

boredom, depression, bereavement and pain/illness were triggers for increased drinking (Age UK, 2013).

Veterans

The issue of alcohol misuse is significantly associated with service in the Armed Forces and there is evidence that it is more common among combat veterans (*Fear NT et al. 2010*). The prevalence of alcohol misuse in the military stands at 13% and continues to be a bigger problem than probable Post Traumatic Stress Disorder (Greenberg, 2012).

Gypsy Roma Travellers

There are issues in relation to alcohol and people who are Gypsy, Roma or Travellers but these issues are often hidden or unrecognised. Men in GRT communities appear to drink more than their female counterparts in what is termed as recreational drinking. Recreational drinking is not as acceptable in women within these communities. Alcohol use is often associated with bereavement and depression and used as a coping mechanism.

Lesbian, Gay, Bisexual and Transgender

Part of the Picture (2012) identified significant problematic alcohol use among Lesbian, Gay, Bisexual (LGB) people. Binge drinking is high with 29% of females and 34% of males reporting to binge drink on at least a weekly basis. Gay and bisexual males as well as bisexual females scored as possibly dependent more often than other groups. Stonewall Charity highlight that LGB communities may not feel targeted by current preventative messages or feel able to disclose drinking habits.

University students

Excessive alcohol consumption in University students has particular social, academic and health consequences (Turner et al, 2008). Students studying in a North East city identified that although they are generally aware of the sensible drinking messages they feel that their time at university is limited, their drinking habits whilst at university will not last and will not cause long lasting damage to their health (O'Neill, 2012). There is, however, evidence that drinking patterns formed in student years continue through to post-University life (Newbury-Birch et al, 2002).

There have been three fatalities of students from Durham University within the last 18 months who have died as a result of drowning in the River Wear in Durham City. Excessive alcohol consumption has been identified as a significant contributory factor in these deaths. A number of vulnerabilities/safeguarding issues have also been identified in relation to the safety of Durham University students following excessive alcohol consumption.

To achieve our objective over the next five years we will:

- Continue to advocate for a national minimum unit price (MUP) for alcohol while exploring the feasibility of implementing MUP more locally.
- Lobby for changes in advertising of alcohol to protect our most vulnerable people whilst using existing legislation to place restrictions where we can.
- Encourage any new government to re-think the licensing legislation and give more power to local areas to determine the density of alcohol outlets and restrict availability.
- Make sure that all health and social care professionals are trained and

implement Identification and Brief Advice (IBA) for alcohol.

- Promote, monitor and quality assure the take up of IBA amongst primary care, secondary care and social care.
- Raise awareness and continue to inform communities and targeted populations in County Durham about alcohol units, the benefits of responsible drinking and how to get help to reduce or stop drinking.
- Increase the promotion and understanding of units and strengths including shots as well as the usual wine/lager etc.
- Ensure people who need treatment and their families, are routinely referred and supported into recovery services from all sources.
- Build consideration of the impact of alcohol related harm into decision making around planning developments in relation to alcohol establishments.
- Encourage each hospital to deliver Identification and Brief Advice (IBA).
- Develop a joined up approach between acute and community services to tackling high intensity hospital users due to alcohol and to prevent re-admissions to hospital.
- Provide a bespoke referral pathway for Veteran referrals into alcohol recovery.
- Raise awareness of alcohol use in later life among older people's services and ensure identification, brief advice and pathways for recovery are enhanced.
- Continue to undertake research and evaluation into alcohol and commissioned services.
- Explore the feasibility of web-based information programmes, "audit-testing" and self-help guidance.
- Ensure commissioned services implement clinical guidelines for alcohol and use evidence-based behavioural and pharmacological treatments.
- Increase the awareness of Foetal Alcohol Spectrum Disorder (FASD) with people who are pregnant, their partners or those who are trying to conceive.
- Encourage midwifery and obstetric services to ensure that all pregnant women are offered information and, if appropriate, advice about drinking during pregnancy, and social welfare services should implement support to help.
- Protect family members other than the drinker and children from the harmful consequences of alcohol dependence and alcohol use disorders.
- Ensure that family-based programmes consider the reduction of alcohol related harm.
- Undertake work to tackle home/out of sight drinking.
- Ensure that health trainers and health visitors in the GRT communities take into account alcohol within their work.
- Ensure that workers who work with LGBT communities consider alcohol harm reduction in their interventions.
- Work with the LGBT community to develop targeted alcohol harm reduction messages and campaigns.
- Further develop health information to inform licensing decisions.
- Implement a recovery focussed treatment system.
- Ensure integrated pathways and collaborative working arrangements are further developed for those people who are dependent on alcohol.
- Develop clear pathways between adult social services and community recovery services.
- Continue to work with Durham University to reduce the negative impact has on students in Durham City.
- Explore ways of reducing the impact alcohol has on attendances at A&E and

Urgent Care Centres through e.g. street triage.

- Ensure that people who experience mental health issues in conjunction with alcohol misuse issues are appropriately supported into recovery.

Performance indicators

1. Alcohol related A&E attendances
2. Alcohol specific hospital admissions
3. Alcohol specific mortality
4. Number of referrals to recovery services where alcohol is the primary substance
5. No's of IBA undertaken in primary care and community pharmacies
6. No's of referrals into specialist services from primary care and community pharmacies
7. No's of alcohol checks undertaken as part of health check programme
8. No's of successful completions
9. Quality of life improvement as measured by the Alcohol Outcomes Report (AOR)
10. No. going through recovery services gaining employment

Altogether Better for Children and Young People

Objective 3:

To support young people to manage their risk taking behaviours by building resilience and creating a culture that encourages young people to choose not to drink.

Objective 4:

To reduce the negative impact alcohol has on the lives of children, young people and their families through parental alcohol use.

Alcohol: Key Facts

Consumption

Alcohol consumption by young people throughout the UK is reducing (HSCIC, 2014) and this is no different in County Durham.

Most young people in County Durham are choosing not to drink alcohol regularly but they think their peers are drinking regularly (Social Norms, 2014). Those young people who do drink alcohol are drinking more in volume and more frequently.

Evidence shows that the consumption of alcohol by young people is influenced by their 'social norms' around them and learnt behaviour from the adults surrounding them.

Under -18 Hospital Admissions

Young people are more likely to experience poor outcomes due to their own alcohol consumption than any other age group.

Under-18 alcohol specific admission rates are significantly higher in County Durham than England. The rates are the 18th worst in the Country (LAPE, 2014). Rates have been falling over time in County Durham, the North East and England. Proportionally this decrease has been greater in County Durham (37%) than the North East (35%) and England (34%).

Sexual health and teenage pregnancy

Evidence suggests that alcohol can contribute to misjudgements about sexual behaviour (Newbury-Birch, 2009). The evidence confirms that alcohol consumption in young people is associated with:

- Not using a condom during a young person's first sexual encounter;
- An increased likelihood of having sex and at a younger age;
- Unprotected sex;
- Teenage pregnancy; and
- The likelihood of contracting sexually transmitted infections.

Child Sexual Exploitation

Alcohol is a common vulnerability factor in incidence of child sexual exploitation, with possible victims' exposure to sexual assaults and exploitation increasing due to excessive alcohol consumption, impacting on their ability to consent. This can involve child victims and perpetrators exchanging sexual favours for alcohol. Young

people often consume alcohol in private homes or on or off the street, such as wooded areas and parks. Often this alcohol is provided following purchases made by children themselves or through “proxy” sales.

Youth Offending

In 2013/14 alcohol related offences committed by young people reduced by 20% when compared to 2012/13. There were a total of 306 (23.8%) alcohol related offences in 2013/14, a rate of 6.6 per 1,000 10-17yrs population. The most frequent alcohol related offences committed by young people were public order and violence against the person.

The table below shows the AUDIT scores on screening at reception in HMP Deerbolt between August 2013 and March 2014. It shows that more than 1 in 4 of those entering HMP Deerbolt were possibly alcohol dependent. The average AUDIT score was 14.9.

HMP Deerbolt	No.	%
Abstinent (Score 0)	7	4%
Low risk (1-7)	33	21%
Increasing risk (8-15)	54	34%
Higher risk (16-19)	21	13%
Possibly dependent (19+)	45	28%
Total	160	

Parental alcohol misuse

Young people also experience poor outcomes due to other people’s alcohol consumption. In 2013/14 almost a third (32%) of initial child protection conferences in County Durham were as a result of parental alcohol misuse.

Evidence also shows that young people who have a parent who is dependent on alcohol can have an impact on:

- Child protection & poor parenting
- Demand on the looked after system through care proceedings

Balance estimate that the number of children living with a parent(s) who drink at high risk levels in County Durham is 49,353:

Age	Number of children
0-4	13,608
5-9	12,965
10-14	15,122
15-17	7,657
Total	49,353

Treatment

In 2013/14 the children and young people’s substance misuse service received 234 referrals. 47% of referrals were as a result primarily of problematic alcohol use. More females (54%) than males (46%) were referred for a service. In the same period 220 young people were in structured treatment with the service, 69% of these young people reported problematic alcohol use. In 2013/14 478 young people were referred

for Brief Intervention.

To achieve our objectives over the next five years we will:

- Continue to advocate for a national minimum unit price (MUP) for alcohol while exploring the feasibility of implementing MUP more locally.
- Lobby for changes in advertising of alcohol to protect our most vulnerable people whilst using existing legislation to place restrictions where we can.
- Encourage any new government to re-think the licensing legislation and give more power to local areas to determine the density of alcohol outlets and restrict availability.
- To continue to support schools and colleges and youth settings to provide effective education on alcohol to children and young people as part of the resilience framework.
- Work with retailers to restrict the products that appeal to children and young people and to restrict advertising of such products.
- Promote alcohol free schools, play areas and soft play areas to ensure that areas where our children and young people routinely go should be alcohol free.
- Improve intelligence in relation to the links between alcohol and child sexual exploitation.
- Develop support pathways for children and young people and for parents/carers who have alcohol problems.
- Monitor the uptake of support services for children and young people and parents/carers.
- Provide the children and families workforce with the tools to identify and provide early interventions among parents with alcohol problems and pathways of support.
- Continue test purchase operations and age verification compliance testing on both on and off-licence premises.
- Use the powers within our control to restrict alcohol advertising particularly near schools and colleges.
- Continue to lobby for restrictions on alcohol advertising and empower communities to challenge inappropriate advertising.
- To ensure that there is an emphasis on early intervention for those young people who are more likely to have difficulties with alcohol (i.e. YOS, CAMHS, NEETS, school exclusion, looked after children).
- To develop a performance monitoring system that captures and reports on delivery of early intervention.
- Provide target interventions and consistent messages to young people who already drink alcohol and around the hidden use of alcohol.
- Use education to inform young people how alcohol marketing manipulates them (similar to the smoking youth advocacy model) to allow them to make informed decisions about alcohol.
- Provide targeted outreach to young people who drink in public spaces/parks
- Continue to promote social norms.
- Develop innovative ways of informing parents about the impact of alcohol on children and young people.

Performance measures

1. Successful completion from specialist treatment
2. Representations to specialist treatment
3. Under 18's admissions to hospital
4. No. of school exclusions where alcohol is a factor (only drugs/alcohol currently)
5. No. of children in YOS where alcohol is a factor
6. No. of children in the secure estate where alcohol is a factor
7. No. of Initial Child Protection Conferences as a result of parental alcohol misuse
8. No. of Review Child Protection Conferences as a result of parental alcohol misuse
9. No. of children on the at risk register where parental alcohol misuse is a factor
10. No. of children in the looked after system where parental alcohol misuse is a factor
11. No. of referrals from specialist drug and alcohol services to the Stronger Families programme.

Altogether Wealthier

Objective 5:

To increase the number of competitive and successful people in the County Durham workforce by reducing the negative impact that alcohol has on work attendance and productivity.

Objective 6:

To expand the night time economy offer through the promotion of responsible drinking practices and through the development and promotion of alcohol free alternatives.

Alcohol: Key Facts

- There are over 1700 licenced premises for alcohol in County Durham.
- A recent assessment of cumulative impact within the County showed that the overall density of licensed premises was not directly correlated with the rate of alcohol-related events within local areas. However, alcohol-related events (particularly ambulance call-outs and hospital admission episodes) were positively correlated with Index of Multiple Deprivation (IMD) 2010 scores.
- 4.34% of businesses in County Durham are pubs/restaurants/hotels.
- 4,866 people are employed in pubs/restaurants/hotels across County Durham.
- According to LAPE 2014 3% of people of working age are employed in bars and clubs across the County.
- Occupations with highest proportion of sub living wages are bar staff (90%), waiters (85%) and kitchen and catering assistants (80%) (KPMG 2014)
- 7% of visitor spend (£270m) is on food and drink in County Durham
- Durham City is 3rd in UK for places that have witnessed the greatest percentage growth in the total number of bars, wine bars, nightclubs, fast food, pubs, and takeaways in UK town centres over the last 10 years
- The Department for Work and Pensions reported that in 2013 2.2% of claimants of Incapacity Benefit had a primary disabling condition of alcohol misuse (DWP, 2014).
- Heavy drinkers concentrated in those of working age.
- Up to 17 million working days are lost each year because of alcohol related sickness (UK).
- The cost to employers of sick days due to drink is estimated at £1.7bn (NICE 2010).
- Heavy drinking in personal leisure time can have an effect on work performance and business productivity.
- Rough sleepers that can cause a number of issues within an area from anti-social behaviour and begging to using public spaces for personal hygiene. When assessed many of the rough sleepers have been known to have alcohol issues.

To achieve our objectives over the next five years we will:

- Continue to advocate for a national minimum unit price (MUP) for alcohol while

exploring the feasibility of implementing MUP more locally.

- Lobby for changes in advertising of alcohol to protect our most vulnerable people whilst using existing legislation to place restrictions where we can.
- Encourage the Government to re-think the licensing legislation and give more power to local areas to determine the density of alcohol outlets and restrict availability.
- Promote alcohol-free alternatives as part of the night-time economy offer in our towns and city across County Durham.
- Build consideration of the impact of alcohol related harm into decision making around planning developments in relation of alcohol establishments.
- Implement the recommendations from the cumulative impact assessment and continue to review the evidence for a Cumulative Impact Policy at regular intervals.
- Improve management standards of on and off-licenced premises in all town and city centres.
- Implement workplace health initiatives across employers in County Durham by supporting alcohol programmes in workplaces and promoting alcohol-free workplaces through the Better Health at Work Awards.
- Implement “family zones/alcohol free zones” where alcohol is not permitted at events, such as the Miners’ Gala.
- Support the national Recovery Walk which will be hosted in Durham City in September 2015 by encouraging bars in the City to go dry or extend their dry offer.
- Expand and promote the family offer in towns and city centres.
- Inclusive and accessible employability support for people in alcohol recovery through housing providers and partners triage process.
- Review Best Bar None to ensure that quality assurance of the scheme is built into the operation and implement recommendations from the review.
- Develop and promote organisational alcohol policies including the university population.
- To address rough sleeping in the City Of Durham, Housing Solutions Homeless and Prevention team will work closely with all partners including the National Street Link Service, Police and local business to identify rough sleepers and their whereabouts.
- Continue with the outreach point for rough sleepers to provide assistance and guidance and the bi-annual leaflet drop to provide information on advice and guidance in relation to rough sleepers.

Performance measures

1. Number of outlets licenced for alcohol activity
2. No. of employees in bars
3. Increased availability of alcohol free alternatives in towns and city centres.
4. Number of workplaces and employing bodies signed up to the Better Health at Work Awards that implement “alcohol in the workplace” policies and programmes in the Better Health at Work Awards.
5. Statutory homeless – alcohol related homeless acceptances
6. Statutory homeless –households in temp accommodation due to alcohol

Altogether Greener

Objective 7:

To reduce the negative impact that alcohol has on the physical environment in County Durham.

Alcohol: Key Facts

The environment in which people live and work heavily affects their attitudes and behaviour around drinking.

Environmental influences on alcohol use include: acceptance of alcohol use by society; availability (including price, number of outlets, and server practices); advertising and marketing both nationally and locally; and public policies regarding alcohol and enforcement of those policies.

The visual impact of alcohol affects our abilities to encourage a cleaner, more attractive County Durham.



Alcohol fuels signal crime which impacts upon feelings of wellbeing across the population.

The recycling of alcohol related cans/bottles contribute to targets in relation to recycling. Increases in alcohol related recycling are noticed during key times of the year, including big football matches. Anecdotal evidence suggests some people may not recycle all alcohol related litter or utilise more traditional recycling methods due to the embarrassment around the number of cans/bottles in bins outside of their properties.

Excessive alcohol consumption could impact upon the natural heritage sight in Durham City as some residents of County Durham call for physical barriers, lighting and CCTV around the river following the death of three students within the last 18 months.



In 2013/14 383 (6.8%) of all crimes of criminal damage were alcohol related.

To achieve our objective over the next five years we will:

- Continue to advocate for a national minimum unit price (MUP) for alcohol while exploring the feasibility of implementing MUP more locally.
- Lobby for changes in advertising of alcohol to protect our most vulnerable people whilst using existing legislation to place restrictions where we can.
- Encourage the Government to re-think the licensing legislation and give more power to local areas to determine the density of alcohol outlets and restrict availability.
- Increase the opportunities for restorative approaches linked to alcohol related environmental crime.
- Develop activities in the natural environment as an alternative to drinking in the home.
- Encourage people (particularly young people and those in recovery) to volunteer in environmental projects/programmes to develop an appreciation of the natural environment.
- Make effective use of fixed penalty notices for alcohol related incidents relating to the environment.
- Develop ways to share information between partners to improve the intelligence picture of where problem areas lie.
- Raise awareness of the impact of alcohol on the environment.
- Develop and promote alcohol harm reduction messages through strategic waste management talks.
- Increase trade waste checks on licenced premises and utilise information in licensing reviews.
- Utilise bin wagons and recycling mechanisms as a vehicle for helping to deliver responsible drinking messages to the population of County Durham.
- Make better links with the Community Action Teams (CAT)
- Establish the impact alcohol has on houses of multiple occupation and use appropriate prevention and control mechanisms to reduce the negative impact.
- Utilise tenancies within private landlord schemes to develop appropriate prevention and control mechanisms to reduce the impact alcohol has on wider communities.
- Improve the physical infrastructure by the river in areas identified as high need

in the Royal Society for the Prevention of Accidents (ROSPA) report.

- Identify and promote safe routes home from nights out across the County.
- Increase opportunities for restorative approaches linked to alcohol related crime/anti-social behaviour against the environment.

Performance indicators

1. The rate of complaint about noise
2. Number of FPNs issued for alcohol related litter
3. Number of young people volunteering in environmental projects
4. Number of people in recovery volunteering in environmental projects
5. Number of environmental activities at times to be an alternative to drinking alcohol
6. Number of trade waste checks and resulting prosecutions and licence reviews
7. Number of strategic waste management talks where alcohol features

Partners

Area Action Partnerships
Balance North East
Children and Families Executive Board
County Durham and Darlington Fire and Rescue Service
County Durham and Darlington Foundation Trust
County Durham Partnership
Durham County Council Children and Adult Services
Durham County Council Neighbourhood Services
Durham County Council Regeneration and Economic Development
Durham County Council Assistance Chief Executives
Durham Tees Valley Community Rehabilitation Company – ARC
Durham Dales, Easington and Sedgefield Clinical Commissioning Group
Durham Constabulary
Economic Partnership
Environment Partnership
Health and Wellbeing Board
Local Safeguarding Children Board
North Durham Clinical Commissioning Group
North East Ambulance Service
National Probation Services
Police and Crime Commissioner's Office
Public Health England – North East
Safe Durham Partnership

Glossary of Terms

A&E or ED	Accident and Emergency Department or Emergency Department of a hospital
AHNA	Alcohol Health Needs Assessment is a document collating alcohol related health information which helps to support and inform strategy and policy development and the commissioning of services.
Alcohol dependency	Feeling unable to function without alcohol
Alcohol misuse	Drinking at increasing or higher risk levels which contribute to a wide range of health, crime and economic harms
Alcohol mortality	Cause of death wholly attributable to alcohol consumption
Anti-social behaviour	Behaviour which causes or is likely to cause harassment, alarm or distress to one or more people not of the same household.
Anti-Social Behaviour Escalation Procedure	This is a tiered approach to implementing interventions to deal with the perpetrators of 'confirmed incidents of ASB'
Alcohol attributable conditions	Health conditions where there is a proven causal link with the consumption of alcohol in some cases
Alcohol related hospital admissions (broad measure)	Admissions to hospital where the primary diagnosis or any of the secondary diagnoses are an alcohol-attributable code. Children aged less than 16 years were only included for alcohol-specific conditions and for low birth weight.
Alcohol related hospital admissions (narrow measure)	Admissions to hospital where the primary diagnosis is an alcohol-attributable code or a secondary diagnosis is an alcohol-attributable external cause code.
Alcohol specific conditions	Health conditions that are 100% attributable to the consumption of alcohol
ABV	Alcohol By Volume. The percentage of alcohol in a drink
Balance	The alcohol office for the North East
Big Drink Debate	A high profile campaign - supported by television and poster advertising and public relations (PR) – to get people in the North East talking about alcohol and its place in the community. As part of the debate, North East residents were invited to have their say on a range of topics linked to alcohol by taking part in a short survey.
Binge drinking	Drinking at least twice the daily recommended amount of alcohol in a single drinking session (8 or more units for men and 6 or more units for women). Binge drinking usually refers to people drinking a lot of alcohol in a short space of time or drinking to get drunk.
CAS	Community Alcohol Service up to 31 st March 2015
Clinical Commissioning Groups (CCGs)	Groups of GP practices, including other health professionals who will commission the great majority of NHS services for their patients
Cumulative Impact Policy	Cumulative Impact Policies were introduced as a tool for licensing authorities to limit the growth of licensed premises in a problem area. This is set out in the statutory guidance issued under section 182 of the Licensing Act 2003.
DCC	Durham County Council the local authority for the County Durham area
Designated Premises	A designated premises supervisor (DPS) is the person who

Supervisor	has day-to-day responsibility for the running of the business.
Domestic abuse/violence	<p>Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who have been intimate partners or family members regardless of gender or sexuality. This can encompass but is not limited to, the following types of abuse:</p> <ul style="list-style-type: none"> • Psychological • Physical • Sexual • Financial • Emotional <p>This definition also includes so called 'honour' based violence, forced marriage and female genital mutilation (FGM), and is clear that victims are not confined to any one gender or ethnic group</p>
Domestic Homicide Review	<p>Domestic homicide review means a review of the circumstances in which the death of a person aged 16 or over has, or appears to have, resulted from violence, abuse or neglect by—</p> <p>(a) a person to whom he was related or with whom he was or had been in an intimate personal relationship, or</p> <p>(b) a member of the same household as himself, held with a view to identifying the lessons to be learnt from the death.</p>
Dual diagnosis	People who have mental illness as well as substance misuse problems
GP	General practitioner also known as family doctors who provide primary care
Health and Social Care Information Centre	The national provider of information, data and IT systems for commissioners, analysts and clinicians in health and social care.
Higher risk drinking	Drinkers who have a high risk of alcohol related illness
Hospital Episode Statistics	HES is a data warehouse containing details of all admissions to NHS hospitals in England
Illicit alcohol	<p>Illicit alcohol is either smuggled, bootlegged or counterfeit alcohol. Smuggled alcohol is generally legitimately manufactured alcohol which has evaded payment of tax by being illegally transported, distributed and sold. Bootlegged: refers to alcohol which is purchased in a country with a low level of taxation and illegally brought into the UK, evading payment of tax. Counterfeit refers to illegally manufactured alcohol which is often made abroad, but sometimes in the UK. It is sold cheaply and tax free and vast profits are made throughout the supply chain.</p>
Initial Child Protection Conference (ICPC)	An initial child protection conference must be convened when it is believed that a child may be suffering or likely to suffer significant harm. It brings together family members (and the child where appropriate), supporters/advocates and those professionals most involved with the child and family
Increasing risk drinking	Drinkers who are at an increased risk of alcohol related illness (would also include binge drinking)

Joint Health and Wellbeing Strategy (JHWS)	The Health and Social Care Act 2012 places a duty on local authorities and CCGs to develop a Joint Health & Wellbeing Strategy to meet the needs identified in the local Joint Strategic Needs Assessment (JSNA)
Joint Strategic Needs Assessment (JSNA)	Health and Social Care Act 2012 states the purpose of the JSNA is to improve the health and wellbeing of the local community and reduce inequalities for all ages
Local Alcohol Profiles for England (LAPE)	A report produced by the North West Public Health Observatory (NWPHO) on an annual basis which includes 25 alcohol-related indicators for every Local Authority in England. The indicators measure the impact of alcohol on local communities
LGBT	Lesbian, Gay, Bisexual, Trans
Licensing Authority	Licensing authorities can issue premises licences, club premises certificates, temporary event notices in their area, as well as personal licences for residents and renewals of personal licences for those who had previously applied for a personal licence while resident in the licensing authority's area.
Lower risk drinking	Men drinking no more than 3-4 units per day on a regular basis and women drinking no more than 2-3 units of a regular basis
Minimum Unit Price (MUP)	A definitive price, determined by the number of units in an alcoholic drink, under which alcohol could not be sold.
NHS	National Health Service
Penalty Notice for Disorder (PND)	A penalty notice/fine can be issued by the Police where they have reason to believe that a person has committed one of the offences in the schedule
Persistent Possession of Alcohol	Where a person who is under 18 years of age is caught in possession of alcohol on 3 or more occasions within a period of 12 consecutive months
PCT	Primary Care Trust
Police Alcohol Seizure	Confiscation of alcohol from someone under the age of 18 or over the age of 18 where there are concerns it will be passed on to under-18s
Premises license	Granted under the Licensing Act 2003 a premises license authorises a premises for the sale of alcohol by retail, this may be for consumption on the premises, off the premises or both
Regularly drinking	Drinking every day or most days of the week
Responsible Authority	Responsible authorities for the purpose of licensing are: police, fire and rescue, primary care trust (PCT) or local health board (LHB), the relevant licensing authority, local enforcement agency for the Health and Safety at Work etc Act 1974, environmental health authority, planning authority, body responsible for the protection of children from harm, local trading standards , any other licensing authority in whose area part of the premises is situated
Safe Durham Partnership	The Community Safety Partnership for County Durham
Sexual Exploitation	Exploitative situations, contexts and relationships where

	young people (or a third person or persons) receive “something” (e.g. food, accommodation, drugs, alcohol, cigarettes, affection , gifts , money) as a result of them performing, and/or another or others performing on them, sexual activities.
STIs	Sexually Transmitted Infections
SAF	Single Assessment Framework – a framework to make sure that different services work together to support children and young people
Substance Misuse Death Review	Substance Misuse Death review means a review of the circumstances in which the death of a person has, or appears to have, resulted from alcohol or other substances.
Trans	Transgender. An umbrella term for people whose gender identity, expression or behaviour is different from those typically associated with their assigned sex at birth, including but not limited to transsexuals, cross-dressers, androgynous people, genderqueers, and gender non-conforming people
Unit of alcohol	Units are a simple way of expressing the quantity of pure alcohol in a drink. One unit equals 10ml or 8g of pure alcohol, which is around the amount of alcohol the average adult can process in an hour.
Veteran	A person who has served in the military services
Violent crime	Robbery, sexual offences, and a group of violence against the person offences ranging from assault without injury, through wounding, to homicide.
World Health Organisation (WHO)	Leads on policy development in health on behalf of the United Nations.
4Real	Children and Young People’s Substance Misuse Service in County Durham up to 31 st March 2015

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Cabinet

21 October 2015



Public Health Update Report

Report of Corporate Management Team
Report of Anna Lynch, Director of Public Health, County Durham
Councillor Lucy Hovvels, Cabinet Portfolio Holder for Adult and Health Services

Purpose of the Report

1. This report provides an update on national, regional and local public health developments and demonstrates delivery of the Public Health Pledge signed by the Council in February 2014 (appendix 2)

Background

2. The health of the people in County Durham has improved significantly over recent years but remains worse than the England average. Health inequalities remain persistent and pervasive. Levels of deprivation are higher and life expectancy is lower than the England average and there is also inequality within County Durham for many measures (including life expectancy and premature mortality for example). The links between poor health outcomes and deprivation are well documented.
3. Health inequalities are affected by socio-economic conditions that exist within County Durham such as lower household income levels, lower educational attainment levels and higher levels of unemployment, which lead to higher rates of benefits claimants suffering from mental health or behavioural disorders. Local priorities for tackling these inequalities include reducing smoking, tackling childhood and adult unhealthy weight, promoting breastfeeding, reducing alcohol misuse, reducing teenage conceptions (and promoting good sexual health), promoting positive mental health and reducing early deaths from heart disease and cancer.
4. Much of our population suffer from avoidable ill-health or die prematurely from conditions that are preventable. Lifestyle choices remain a key driver to reducing premature deaths but it is clear that social, economic and environmental factors also have a direct impact on health status and can exacerbate existing ill health. The health profile for 2015 is attached at Appendix 3.
5. The rationale for transferring public health functions to local authorities was made clear in Government and Department of Health reports, the impetus clearly to transform and change the approach to improving the health of the population by a re-focus on tackling the social determinants of health as evidenced in the Marmot Review and to work closer with communities i.e., a focus on people and place.
6. The implementation of the Health and Social Care Act 2012 transferred a number of former PCT public health responsibilities to DCC from 1 April 2013 together with a ring fenced public health grant, the Director of Public Health role and associated public health staff to enable the council to discharge the new statutory duties.

7. The former PCT public health commissioned services also novated to the council and for pragmatic reasons and continuity of provision, contract procurement rules enabled the council to extend all commissioned services for one year to 31 March 2014 by means of a waiver.
8. The public health grant allocation is ring fenced which means it must be used to commission, provide and discharge the statutory public health functions and achieve public health outcomes agreed through the joint health and wellbeing strategy and the national public health outcomes framework. These outcomes are wide-ranging to enable local determination of the desired health outcomes and priorities based on the health needs of the population. The grant for 2015/16 totals £45.780m but will be subject to an in year saving (see para 17 below)
9. To support the transformation of public health and required grant realignment a three-year review and procurement programme was developed and is being implemented. This has required detailed work on the identification of priority services to be commissioned for County Durham communities, incorporating reviews of the evidence base, best practice elsewhere, analysis of impact, value for money and the development of a robust prioritisation methodology. Impacting these decisions are requirements for the council to either deliver or commission the public health services mandated i.e., prescribed by the Health and Social Care Act 2012. These are:
 - NHS health checks
 - sexual health services
 - national child measurement programme
 - health protection functions
 - support to CCGs commissioning of healthcare services.
10. Quarterly reports to Cabinet in 2013/14 provided updates on NHS and public health developments following the closure of PCTs and the transfer of PH responsibilities to councils. This report provides a more recent update on the transformation and changes in public health at national, regional and local level.

National developments

11. Both NHS England (NHS E) and Public Health England (PHE) were established on 1 April 2013 following implementation of the Health and Social Care Act 2012. Both organisations either commission or deliver public health functions, complementing and supporting the public health responsibilities of councils. Both have subsequently undertaken reviews and reorganisations that have resulted in a reduced infrastructure across England with staff working across a larger geographical area.
12. NHS England - initially there were nine NHS E area teams working across the North of England. From January 2015 this was reduced to five. One new sub-regional team now covers Cumbria and the North East of England.

NHS E continue to commission a number of population public health programmes including all immunisations and screening programmes (cancer and non-cancer), 0 to 5 years healthy child programme (up to 30th September 2015), child health information services (CHIS), public health services for people in prison and other places of detention including those held in children and young people's secure estate and sexual assault services. The commissioning of the children's public health services (with the exception of CHIS, new born infant physical check and the 6-8 GP check) transferred to councils on 1st October 2015, elements of which are included in mandated responsibilities in secondary legislation.

13. NHS E published the "Five Year Forward View" in 2014 which set out a clear direction for the NHS, showing why change is needed and how it will impact. The report focuses on a greater emphasis on prevention across the system, recognising that deprivation and other social and economic factors drive inequalities and unhealthy lifestyle choices. Secondly, the report details radical new healthcare delivery options that local areas should consider as they review and commission services to improve health.
14. In June 2015 NHS E published a follow up report that highlighted progress made over the first year. The initial developments of the prevention element are being progressed by a national prevention board which has prioritised work to tackle and reduce diabetes. The diabetes prevention programme aims to halt the steady rise in diabetes, delivering at scale lifestyle interventions that have been shown to help individuals at risk of developing type 2 diabetes. Seven demonstrator sites have been identified and these are developing the detail of the early stages of the programme which will be rolled out across England in 2016 (see paragraph 31).
15. Public Health England - initially there were 15 Public Health England local centres across England, including one that covered North East England. Following their restructure, there are now eight local centres, plus a different arrangement for London. The local PHE centre for North East England has been retained and covers the same geographical footprint. The PHE local centres provide the functions related to health protection and work closely with local directors of public health and environmental health services in councils. In addition they support the work of the public health teams in councils specifically related to health improvement programmes and associated functions.
16. PHE has published its business plan for 2015/16 and the following priorities have been identified:
 - Tackling obesity
 - Reducing smoking
 - Reducing harmful drinking
 - Ensuring every child has the best start in life
 - Reducing dementia risk
 - Tackling antimicrobial resistance
 - Reducing TB

17. In early June the Department of Health announced there would be an in- year reduction of £208 million to the local authorities public health grant. The detail of this is subject to consultation and the Government's preferred option is a straight cut of 6.2% applied to the 2015/16 public health grant allocation inclusive of the funding for the 0-5 services contract transfer. This equates to an in-year cut of £3.142m for Durham County Council. Three other options have been included which are more complex and timely to calculate and clearly not preferred by the Department of Health. The consultation period of four weeks ended on 28 August 2015. Clearly this will have implications for the public health services commissioned by the council and preparatory analysis of the impact is underway. There is also no indication of whether this cut is one-off for 15/16 or recurrent. At the time of writing no further information on the in-year cut is available.
18. The Advisory Committee for Resource Allocation (ACRA) is currently consulting on a proposed methodology for future public health grant allocations for 2016 onwards. The consultation period runs from 8 October 2015 to 5 November 2015 and DCC will be submitting a response.

Regional Developments:

19. The infrastructure changes to NHS E are being worked through at a local level and impact mainly on the health protection assurance arrangements for councils. New oversight boards for the immunisation and screening programmes and a new Local Health Resilience Partnership for the emergency planning functions are being established at a scale that covers Cumbria and the North East of England. Local authority public health staff are members of these boards.
20. Public health sector led improvement programmes are being developed by the 12 directors of public health working as a network, supported by PHE and a work programme identifies priorities for 2015/16.
21. Fresh and Balance, the North East offices for tobacco control and alcohol respectively and the coordination of the North East workplace award are commissioned collaboratively across the 12 councils and discussions are taking place regarding other public health services that may offer efficiencies if commissioned at scale.
22. There are early discussion between NE Directors of Public Health of the potential impact of devolution with particular interest around the unified public health leadership system in Greater Manchester and its contribution to delivering transformation in Greater Manchester population area.

Local Developments

23. A three year public health contract review and procurement programme was developed in 2013 following the novation/ transfer of the former PCT commissioned public health services to the council. A number of contracts ended and others were recommissioned as part of the public health transformation process into new models of provision following service reviews.

The largest commissions in 2014/15 were an integrated drug and alcohol recovery service, integrated sexual health service (mandated), wellbeing for life service and NHS healthchecks (mandated). Smaller commissions included the innovative health improvement service for the Gypsy, Roma and travelling community.

24. The wellbeing for life service (WB4L) takes an asset based approach to improving health and is targeted at the 30% most deprived communities in the County. A consortium of five providers (County Durham and Darlington Foundation Trust (CDDFT), DCC leisure service, Leisureworks, Community Action Durham and Pioneering Care Partnership) was awarded the tender for the adult element and commenced delivery on 1st April 2015. The children and families element has been commissioned from One Point, CDDFT and includes new resilience worker posts, community parenting pilot, resilience in schools and enhancement to the family initiative supporting children's health (FISCH).
25. New commissions in 2015/16 following service reviews include the stop smoking service and the 0-19 years service which incorporates the health visitor contract (transferred to the council on 1st October 2015), the school nursing service and domestic abuse services.
26. A number of reviews commenced in 2015/16 including all public mental health services, cancer information services and access to health services transport schemes.
27. A new programme to reduce obesity in children is being piloted across the 4 Together Area Action Partnership footprint. This takes a system – wide approach to the issue and involves key local stakeholders who will drive the programme forward.
28. The public health transformation programme includes a shift to closer working with communities in County Durham. This is being progressed by partnership working with the AAPs. A member of the public health team is aligned with each AAP and supports them in the delivery of health related programmes. Examples of the AAP programmes have been presented to Cabinet in earlier update reports from the assistant Chief Executive. The largest public health programmes in partnership with AAPs are in Stanley, with a focus on smoking, Shildon with the Health Express programme, Trimdons with a focus on health trainers in the community, Mid Durham AAP with a focus on older people's health and wellbeing.
29. Public health staff have developed a number of strategies to improve health in collaboration with a range of partner organisations. These include the healthy weight framework which is being implemented by the healthy weight alliance, a cardio-vascular disease strategic framework, drug strategy, public mental health strategy and accidental injury prevention in children and young people. These are implemented in partnership and monitored via the health and wellbeing board governance arrangements. Strategies currently being progressed include the alcohol harm reduction strategy (refresh), an oral health strategy and domestic abuse and sexual violence strategy.
30. A further five mandated responsibilities became operational for the council on 1st October 2015 as the 0-5 years healthy child programme transferred to local authority from NHS England:

- Antenatal visits
- New birth visits
- 6-8 week reviews
- One year reviews
- 2-2.5 year review

These are being commissioned through the new 0-19 years service.

31. Public health staff have worked across council service areas to provide specialist support and in many case funding public health related services. These include environmental health and tobacco and alcohol enforcement, housing strategy and housing providers role in improving health, various examples of work with children's and adult services including prevention and early help/ intervention, transport, planning etc..

32. The public health service commission a County wide diabetes prevention programme called Just Beat It and this was awarded demonstrator site status by NHS E, one of only seven in England and the only one being led by a council.

This programme is informing the commissioning of a national diabetes prevention programme which will be launched in 2016. The two County Durham CCGs, Darlington CCG, Durham County Council and Darlington Borough Council have collectively submitted an application to be an early implementer site for the new programme.

33. The County Durham tobacco control alliance, chaired by Cllr Laing received a national award in March 2015, one of only four awarded by PHE, Action Against Tobacco (ASH) and Cancer Research UK. This is testament to the commitment and progress being made by the alliance.

Recommendations

34. Cabinet is requested to:

- Note the contents of the report
- Agree to receive annual updates in relation to the transformation of the Public Health Service.

Background Papers

Health Profile 2015

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Appendix 1: Implications

Finance

Commissions and staff funded via the public health grant. No implications from this report. There are implications being considered dependent on the public health grant cut.

Staffing

No implications from this report. There are implications being considered dependent on the public health grant cut.

Risk

Public health grant cut will impact on commissioned public health services.

Equality and Diversity / Public Sector Equality Duty

No implications.

Accommodation

No implications.

Crime and Disorder

No implications.

Human Rights

No implications.

Consultation

Public health grant cuts consultation 31 July – 28 August 2015.

Procurement

Implications as a consequence of public health grant cuts.

Disability Issues

No implications.

Legal Implications

No implications.

DURHAM COUNTY COUNCIL PUBLIC HEALTH PLEDGE

Our Ambition for County Durham

Durham County Council is committed to working with residents across the County to work with them where possible to take ownership of issues that impact on their health and wellbeing. We believe it is simply not acceptable that residents in some of our communities die more than 8 years earlier than residents in other parts of the County. Our ambition is that County Durham residents enjoy good health and wellbeing, equal or better than the average across England.

How will we do this?

The Council is already committed to the Area Action Partnership model of shared planning and community participation and we will build on this in relation to the public health responsibilities that transferred to the Council on 1st April 2013. We will work with these geographical communities as well as our communities of interest and identity, valuing their diversity, building on their strengths and assets and on issues they feel will have the greatest impact on their health and wellbeing. Our way of working will be a co-production between the Council and our communities.

Working Differently

It has long been acknowledged that, factors known as the wider or social determinants of health such as education, income, housing, workplaces, employment etc., have a great impact on the health and wellbeing of our communities. The new public health team will work with members and officers in the Council to ensure that all opportunities to improve health and wellbeing and to reduce health inequalities are taken.

Evidence- based practice

We will ensure that action taken to improve health and wellbeing and to reduce health inequalities is supported by research and best practice and that at the same time we encourage innovative approaches in our communities. We will provide up to date information about the health of our communities and information on ways that health can be improved locally.

Partnership working to improve health and wellbeing

We will work with a range of partner organisations locally, regionally and nationally to galvanise action to improve the health and wellbeing of County Durham residents. This will include the new and existing NHS organisations, local authorities in the North East, our voluntary and community partners, the universities and of course Public Health England, the new national public health organisation that will be supporting and providing professional advice and information to the Council as we work collaboratively to improve health outcomes for our communities.

Strategies to improve health and wellbeing

We will ensure that Council strategies explore opportunities to improve the health and wellbeing of our residents. The County Durham Joint Health and Wellbeing Strategy is our first strategy with a clear vision that makes clear the role of the Council and our partners in working together to improve the health and wellbeing of residents. The current financial challenges for the Council mean that wherever possible, health and wellbeing must demonstrate added value for both the Council, partners and also for our residents. We do believe that everyone has a role to play - health and wellbeing is everybody's business, including individuals and communities as well as the private and voluntary sectors.

Protecting the health of our residents

We will work with experts in Public Health England to ensure that the health of County Durham residents is protected from harm from infectious and communicable diseases. We will ensure that effective immunisations and screening programmes are available to our communities and work with partners to encourage uptake of these highly effective public health programmes.

Who will lead this work?

The Director of Public Health for County Durham and the public health team transferred to the Council on the 1st April 2013 from the NHS. This specialist public health team will ensure the Council develops a clearer understanding of its role in improving health and wellbeing and the actions that can be taken across the organisation to achieve this. The Council will ensure effective use of the public health grant and we will commission services that improve the health and wellbeing of residents. Where it makes sense we will work with our partners across the North East to achieve better health outcomes and be advocates for the health and wellbeing of our residents at every opportunity.

Signed..... Date.....
Leader of the Council

Signed..... Date.....
Portfolio Holder for Safer and Healthier Communities

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County Durham

Unitary Authority



This profile was produced on 2 June 2015

Health Profile 2015

Health in summary

The health of people in County Durham is varied compared with the England average. Deprivation is higher than average and about 22.7% (20,100) children live in poverty. Life expectancy for both men and women is lower than the England average.

Living longer

Life expectancy is 7.0 years lower for men and 7.5 years lower for women in the most deprived areas of County Durham than in the least deprived areas.

Child health

In Year 6, 21.3% (1,038) of children are classified as obese, worse than the average for England. The rate of alcohol-specific hospital stays among those under 18 was 69.9*, worse than the average for England. This represents 70 stays per year. Levels of teenage pregnancy, breastfeeding and smoking at time of delivery are worse than the England average.

Adult health

In 2012, 27.4% of adults are classified as obese. The rate of alcohol related harm hospital stays was 788*, worse than the average for England. This represents 4,053 stays per year. The rate of self-harm hospital stays was 287.7*, worse than the average for England. This represents 1,471 stays per year. The rate of smoking related deaths was 381*, worse than the average for England. This represents 1,117 deaths per year. Estimated levels of adult excess weight, smoking and physical activity are worse than the England average. The rate of hip fractures is worse than average. Rates of sexually transmitted infections and TB are better than average.

Local priorities

Priorities in County Durham include tackling health inequalities, improving mental health and wellbeing, and children's health. For more information see www.durham.gov.uk

* rate per 100,000 population



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Population: 516,000

Mid-2013 population estimate. Source: Office for National Statistics.

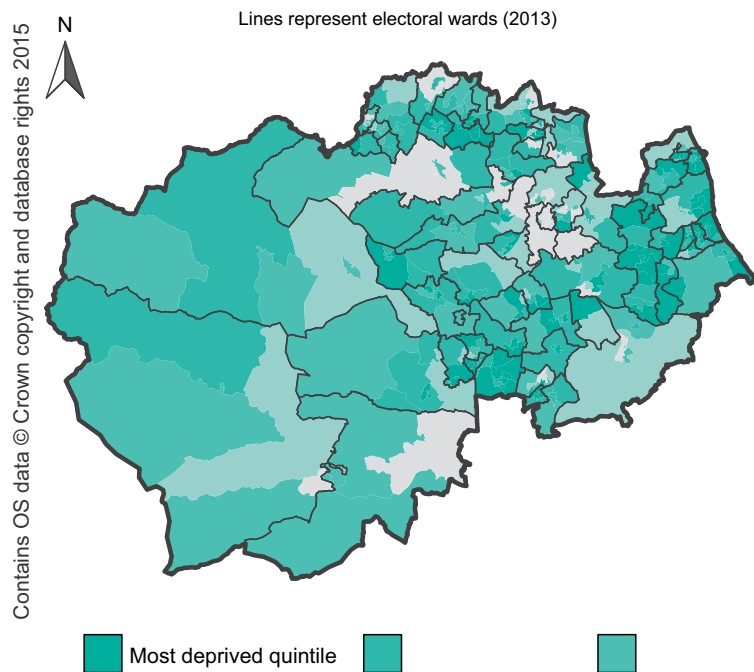
This profile gives a picture of people's health in County Durham. It is designed to help local government and health services understand their community's needs, so that they can work together to improve people's health and reduce health inequalities.

Visit www.healthprofiles.info for more profiles, more information and interactive maps and tools.

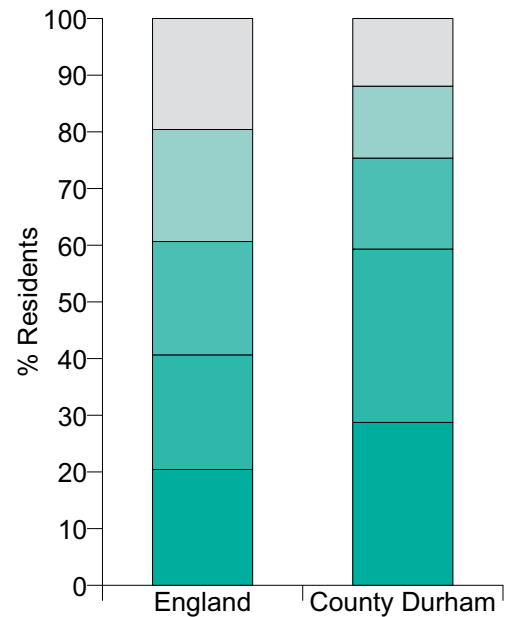
Follow [@PHE_uk](https://twitter.com/PHE_uk) on Twitter

Deprivation: a national view

The map shows differences in deprivation in this area based on national comparisons, using quintiles (fifths) of the Index of Multiple Deprivation 2010, shown by lower super output area. The darkest coloured areas are some of the most deprived neighbourhoods in England.



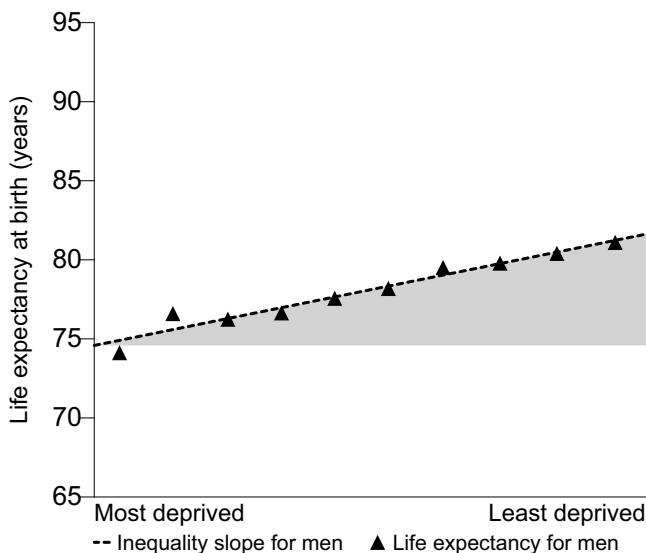
This chart shows the percentage of the population who live in areas at each level of deprivation.



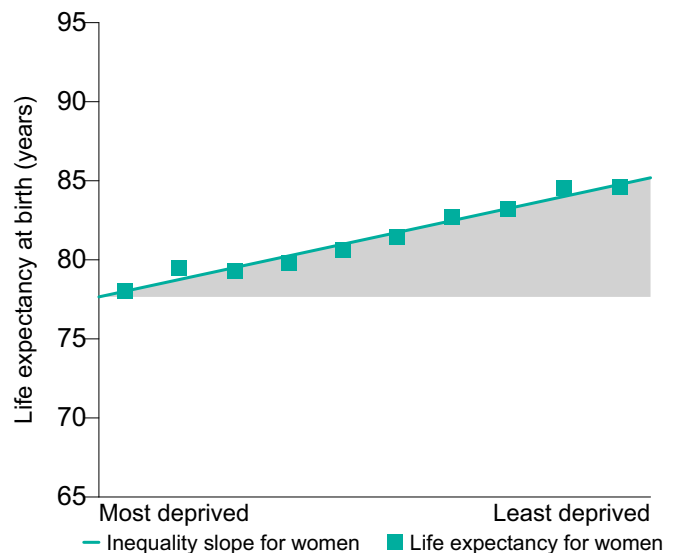
Life expectancy: inequalities in this local authority

The charts below show life expectancy for men and women in this local authority for 2011-2013. Each chart is divided into deciles (tenths) by deprivation, from the most deprived decile on the left of the chart to the least deprived decile on the right. The steepness of the slope represents the inequality in life expectancy that is related to deprivation in this local area. If there were no inequality in life expectancy as a result of deprivation, the line would be horizontal.

Life expectancy gap for men: 7.0 years

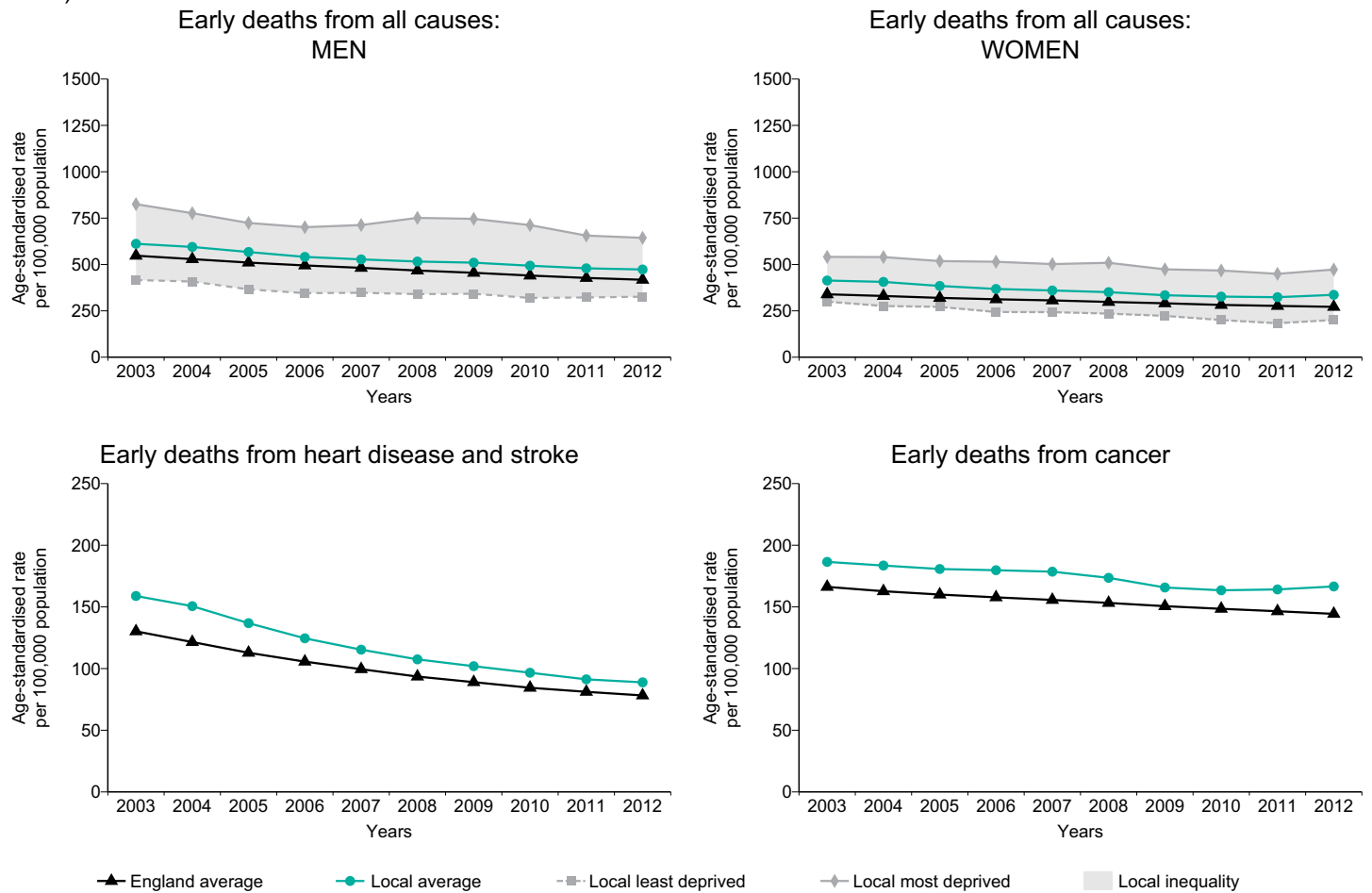


Life expectancy gap for women: 7.5 years



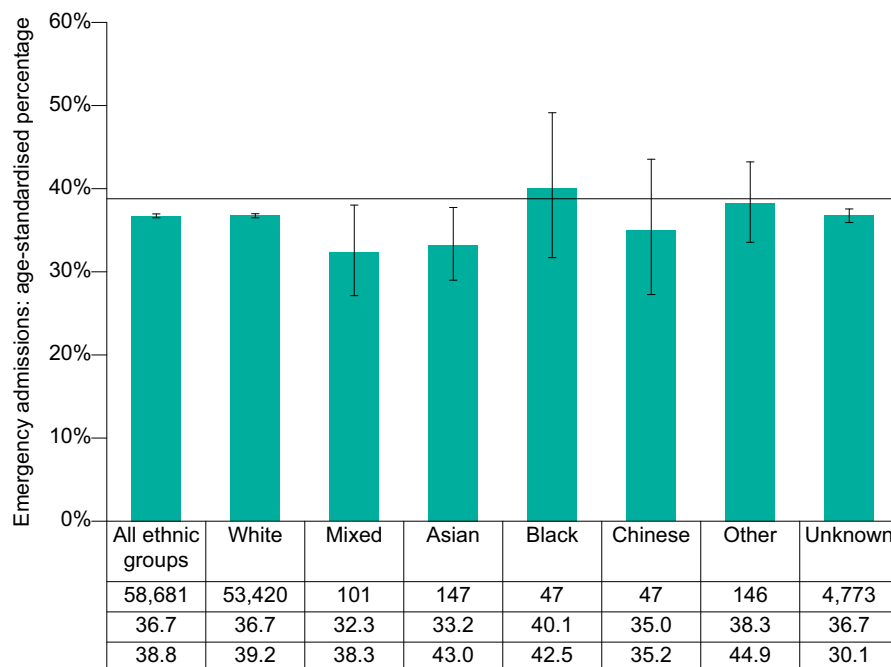
Health inequalities: changes over time

These charts provide a comparison of the changes in early death rates (in people under 75) between this area and all of England. Early deaths from all causes also show the differences between the most and least deprived quintile in this area. (Data points are the midpoints of 3 year averages of annual rates, for example 2005 represents the period 2004 to 2006).



Health inequalities: ethnicity

Percentage of hospital admissions that were emergencies, by ethnic group, 2013



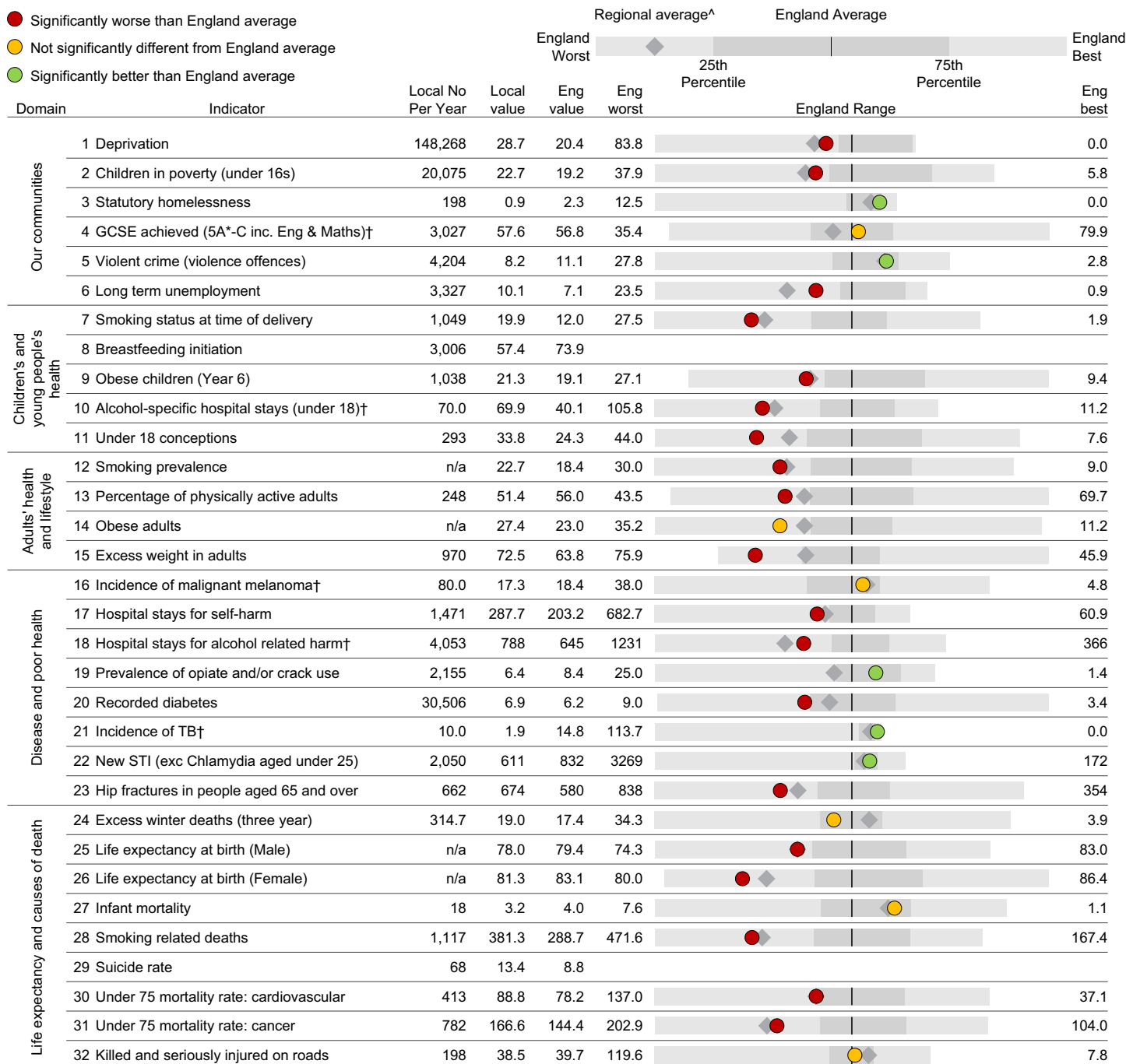
This chart shows the percentage of hospital admissions for each ethnic group that were emergencies, rather than planned. A higher percentage of emergency admissions may be caused by higher levels of urgent need for hospital services or lower use of services in the community. Comparing percentages for each ethnic group may help identify inequalities.

■ County Durham
 — England average (all ethnic groups)
 | 95% confidence interval

Figures based on small numbers of admissions have been suppressed to avoid any potential disclosure of information about individuals.

Health summary for County Durham

The chart below shows how the health of people in this area compares with the rest of England. This area's result for each indicator is shown as a circle. The average rate for England is shown by the black line, which is always at the centre of the chart. The range of results for all local areas in England is shown as a grey bar. A red circle means that this area is significantly worse than England for that indicator; however, a green circle may still indicate an important public health problem.



Indicator notes

1 % people in this area living in 20% most deprived areas in England, 2013 **2** % children (under 16) in families receiving means-tested benefits & low income, 2012
3 Crude rate per 1,000 households, 2013/14 **4** % key stage 4, 2013/14 **5** Recorded violence against the person crimes, crude rate per 1,000 population, 2013/14
6 Crude rate per 1,000 population aged 16-64, 2014 **7** % of women who smoke at time of delivery, 2013/14 **8** % of all mothers who breastfeed their babies in the first 48hrs after delivery, 2013/14 **9** % school children in Year 6 (age 10-11), 2013/14 **10** Persons under 18 admitted to hospital due to alcohol-specific conditions, crude rate per 100,000 population, 2011/12 to 2013/14 (pooled) **11** Under-18 conception rate per 1,000 females aged 15-17 (crude rate) 2013 **12** % adults aged 18 and over who smoke, 2013
13 % adults achieving at least 150 mins physical activity per week, 2013 **14** % adults classified as obese, Active People Survey 2012 **15** % adults classified as overweight or obese, Active People Survey 2012 **16** Directly age standardised rate per 100,000 population, aged under 75, 2010-12 **17** Directly age sex standardised rate per 100,000 population, 2013/14 **18** The number of admissions involving an alcohol-related primary diagnosis or an alcohol-related external cause, directly age standardised rate per 100,000 population, 2013/14 **19** Estimated users of opiate and/or crack cocaine aged 15-64, crude rate per 1,000 population, 2011/12 **20** % people on GP registers with a recorded diagnosis of diabetes 2013/14 **21** Crude rate per 100,000 population, 2011-13, local number per year figure is the average count **22** All new STI diagnoses (excluding Chlamydia under age 25), crude rate per 100,000 population, 2013 **23** Directly age and sex standardised rate of emergency admissions, per 100,000 population aged 65 and over, 2013/14 **24** Ratio of excess winter deaths (observed winter deaths minus expected deaths based on non-winter deaths) to average non-winter deaths 01.08.10-31.07.13 **25**, **26** At birth, 2011-13 **27** Rate per 1,000 live births, 2011-13 **28** Directly age standardised rate per 100,000 population aged 35 and over, 2011-13 **29** Directly age standardised mortality rate from suicide and injury of undetermined intent per 100,000 population, 2011-13 **30** Directly age standardised rate per 100,000 population aged under 75, 2011-13 **31** Directly age standardised rate per 100,000 population aged under 75, 2011-13 **32** Rate per 100,000 population, 2011-13

† Indicator has had methodological changes so is not directly comparable with previously released values. [^] "Regional" refers to the former government regions.

More information is available at www.healthprofiles.info and <http://fingertips.phe.org.uk/profile/health-profiles>

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Cabinet

21 October 2015

0 – 5 (Health Visitor and Family Nurse Partnership) and 5 – 19 (School Nursing) Update



**Report of Corporate Management Team
Report of Anna Lynch, Director of Public Health, County Durham
Councillor Lucy Hovvels, Cabinet Portfolio Holder for Adults and Health Services
Councillor Ossie Johnson, Cabinet Portfolio Holder for Children and Young People's Services**

Purpose of the Report

1. The purpose of this report is to provide an update on the 0 – 5 (Health visitor and family nurse partnership) and 5 – 19 (school nursing) commissioning developments. This report is in three sections:
 - 0 – 5 services
 - 5 – 19 services
 - 0 – 19 commissioning intentions

An abbreviated version of this report was presented to the Children and Young People Overview and Scrutiny Committee on 25 September 2015.

Section One: 0 – 5 services

Background

2. From 1 October 2015 local authorities are responsible for the commissioning of the 0-5 Healthy Child Programme (HCP). This includes the Health Visiting service incorporating universal to targeted programmes and the Family Nurse Partnership (targeted services for first time teenage mothers). A national board has been in place to oversee the transfer, providing the guidance and defining the process. The transfer of responsibility took place successfully in the North East, supported by a Regional Advisory Board and local implementation groups.
3. In County Durham and Darlington, 0-5 services were commissioned by the local NHS England sub regional team from County Durham and Darlington Foundation Trust (CDDFT). Because this responsibility transferred to Durham County Council from 1 October 2015, additional funding (half year effect) has been included in the public health grant for 2015/16.

4. With the recent, and unexpected, announcement regarding the in year reduction to the whole public health grant (£200 million) DCC is awaiting further confirmation on how this impacts at a local level. Allocations for 2016 onwards are subject to consultation following publication of a changed methodology by the Allocations Committee on Resource Allocation (ACRA). This consultation period runs from 8 October 2015 to 5 November 2015 and DCC will be submitting a response.
5. NHS England negotiated a contract with CDDFT to cover the period from 1 April 2015 till 30 September 2015. Durham County Council (DCC) participated in the NHS England and CDDFT contract negotiations to agree the additional six month contract from 1st October 2015 through to 31 March 2016.
6. The contract transferred from an NHS contract to a local authority public health contract. The service specification has been agreed between all parties covering the whole of the financial year 15/16.
7. In addition to the national health visitor specification DCC requested locality specific public health priorities to replace NHS Commissioning for Quality and Innovation (CQUIN) indicators. The 15/16 specification is available upon request. Local priorities include breastfeeding, healthy weight, Stronger Families, accidents prevention, oral health and embedding the community parenting programme.

Mandation of 0 – 5 service areas

8. Government previously issued guidance regarding its plans for mandation. There are five universal touch points for the first 18 months of the transfer that councils must ensure are delivered by the 0-5 service:
 - Antenatal health promoting visits;
 - New baby review;
 - 6-8 week assessments;
 - 1 year assessment;
 - 2-2½ year old review.
9. Government is planning to undertake a review at 12 months of the impact of the mandation, and has a 'sunset clause' at 18 months to enable Parliament to discuss the impact of the changes. DCC will provide voluntary data returns to Public Health England (PHE) for the 18 months mandation period. The mandation ruling is only in respect to the delivery of the five universal touch points being delivered. The transfer of the 0 – 5 service commissioning is a permanent move to local authority.

Family Nurse Partnership (FNP)

10. The Family Nurse Partnership (FNP) is a nationally licenced programme and is held to account by a local advisory board. All data for FNP is collated nationally and fed into a local advisory board. The FNP programme is commissioned to work with 25% of first time teenage parents.

Procurement of 0 – 5 service

11. With the transfer of the 0 – 5 service DCC commissioning and procurement advice was to complete a soft market testing exercise.
12. The purpose of soft market testing is to ascertain if there is a viable competitive market for a service. The soft market testing undertaken in May 2015 demonstrated a strong market. Durham County Council is in the process of tendering for this service through a competitive open process, the new service to be delivered from April 2016.

0 – 5 specification 2016 – 2018: Changes to the specification

13. The financial pressures due to the national reduction in the public health grant means that all public health contracts are being reviewed. The 0 – 5 service has mandated elements to reach a universal population. This mandated universal element requires a large workforce to reach the scale of delivery required. From northern region benchmarking work completed by NHS England area team, it is understood that the unit cost of the current 0 – 5 service is higher within the CDDFT contract compared to other 0 – 5 providers (see appendix 2). This offers scope to consider cost efficiencies but more importantly ways to improve delivery.

Universal delivery

14. The national health visiting specification has been used to ensure all universal, mandated functions are delivered within County Durham. To comply with a caseload of no more than 300 families per HV a minimum of 96 wte band 6 health visitors will need to be employed.
15. In addition to the national specification local level priorities include:
 - Breastfeeding peer support volunteer programme
 - Stronger Families
 - Supporting community parenting volunteers
 - Implementing the integrated 2 – 2.5 year integrated check
 - Core offer to all early years settings from designated health visitor
 - Oral health and family dental registration
 - Unintentional injury prevention
 - Healthy weight promotion and support
 - Maternal mental health
 - Gypsy Roma Traveller (GRT) public health nurse role

Enhanced delivery to targeted vulnerable populations

16. In addition to the universal health visitor role the national specification refers to a universal partnership and universal partnership plus model for vulnerable families requiring intensive interventions. There is further work to be completed

to finalise the detail but there is a requirement in the County Durham specification to develop a 'vulnerable parent pathway' which would commence in the antenatal period through to the integrated 2 -2.5 year check. Health visitors will work to an intensive delivery model working closely with the Stronger Families programme.

17. Identifying the target populations meeting the criteria for a 'vulnerable family with complex needs' will require further work with the new provider and work with multi-agency stakeholders to avoid confusion in the wider system. However in the meantime it is anticipated that typical criteria would include:

- Teenage parents (see below discussion regarding FNP)
- Gypsy Roma and Traveller (GRT) and other black, minority ethnic (BME)
- Parents with mental health conditions
- Parents with drug and alcohol use
- Parents in domestic abuse relationships
- Parents with learning disabilities
- Sick children (currently continuing care team – review planned during 2016/17)

Specialist Health Visitors and Community Practice Teachers (CPTs)

18. It is essential to have clinical leadership roles for priority topic areas and population groups such as infant feeding coordinators, the GRT community and the vulnerable parent pathway linked to Stronger Families. These systems leaders are critical if there is to be an impact on population health outcomes and a reduction in health inequalities. All specialist health visitors will receive regular reflective supervision and top up training from specialist services such as drug and alcohol services and mental health services to ensure seamless pathways are managed to appropriately care for vulnerable families. Another group of band 7 specialist health visitors are community practice teachers (CPTs). As part of workforce development there is a requirement for some staff to be trained as CPTs to enable the health visiting service to train student health visitors.

Vulnerable parent pathway replacing FNP

19. The FNP evidence base is strong in American literature. In America there is no universal health visiting service so a randomised controlled trial (RCT) comparing the FNP intervention with normal delivery is not the same as in England where there is a comprehensive universal health visiting service already in existence. An English RCT was due for publication in 2014 but the outcomes are still pending. The current FNP programme was commissioned to reach 25% of first time pregnant teenagers which is not an equitable service delivery model. However delivery is at 20%. The remaining 80% of pregnant teenagers receive the health visitor led teen parent pathway. Stakeholders reported a sense of confusion regarding access criteria to FNP and the social injustice of a programme with unclear parameters. The licence to deliver FNP is strict with specific visiting criteria. The current FNP team in County Durham

on average meet the criteria but for the last two years have operated at 80% capacity thus further reducing the number of young people accessing the programme. Having reviewed the available evidence, considered the health inequalities in County Durham and the equity of access to services, Durham County Council will transition from the FNP programme to an enhanced vulnerable parent pathway for all identified vulnerable teenage parents to access instead. In addition to teenage parents other vulnerable groups such as those listed in section 17 will also be able to access the vulnerable parent pathway.

20. A transition plan and communications strategy is required to support the change in delivery from FNP to an enhanced vulnerable parent pathway and this will progress during the last six months of 2015 and early 2016.

Breastfeeding peer support coordinator and Nursery Nurses

21. To coordinate the 130 breastfeeding peer support volunteers currently trained and supporting women in the community, it is necessary to have a dedicated coordinator in post. This band 4 post will be managed by a specialist health visitor infant feeding coordinator.
22. Nursery Nurses are a critical part of the team to work with families and groups in the community on parenting programmes. Their role is to offer tier one universal and tier two early intervention work on breastfeeding groups, weaning and speech and language development. They also support the integrated 2 – 2.5 year checks. Nursery nurses will work in close partnership with DCC family support workers. See appendix 3 for visual depiction of workforce structure.

Section Two: 5 – 19 public health school nursing service

Background

23. The school nurse role is a degree level qualification as a specialist community public health nurse (SCPHN). As a public health nurse their specialism is in understanding the population health needs of children aged 5 – 19 years. There is national guidance on maximising the role of the public health school nurse¹ which demonstrates the importance of universal prevention and health promotion through to targeted work to protect and safeguard children. In the words of Professor Sir Michael Marmot, proportionate universalism² should be applied to the role as there is a clear evidence base that providing universal primary prevention and earlier intervention will reduce the escalation of high need cases. The healthy child programme encompasses health development reviews, immunisations, screening and health promotion interventions such as advice and guidance for young people on sex and relationships, drugs, alcohol and smoking as well as low level support around emotional health. The school nurse should provide a leadership and coordination function within the school

¹ DH (2014) Maximising the school nursing team contribution to the public health of school aged children

² Marmot (2011) Fair society healthy lives

setting, supporting schools to have an up to date health profile of their pupils and to be able to proactively manage the health needs of their pupils.

The review of the County Durham School Nursing service

24. The County Durham school nursing service is currently provided by County Durham and Darlington Foundation Trust (CDDFT) and already commissioned by Durham County Council. The service has historically delivered some high quality interventions. With a service as diverse as school nursing there are inevitably elements that could be improved. The rationale behind the review is multi factorial and includes:

- Inherited contract in April 2013 when school nursing transferred commissioning responsibility from NHS to local authority public health.
- Historically school nursing was part of community nursing and not separate which has left anomaly posts across County Durham delivering to differing roles and responsibilities.
- Reflect on contemporary evidence.
- Opportunity for transformation – thinking differently based on needs of young people.
- Local health needs to be considered – dynamic in nature.
- Service not standardised across county.
- Service not equitably distributed.
- Service not meeting public health outcomes as effectively as possible.
- Service not meeting young people’s needs in delivery style.

25. The review commenced in October 2014 and finished in June 2015. A new service specification is on the council portal to procure a provider. The review process has been supported by a multi-agency advisory board and an internal commissioning support group. The project plan and terms of reference for these groups are available upon request.

26. All aspects of the school nursing service have been reviewed with core components including:

- Immunisations.
- Screening programmes. (hearing, vision)
- National child measurement programme.
- Health education / promotion to groups/classes.
- Support for young people.
- Specialist areas of work – e.g. enuresis service, special schools.
- Safeguarding role.
- Skills and competence of workforce.
- Marketing and branding of service.

Consultation

27. During the consultation period public health have offered the opportunity for all secondary school pupils, all school staff and all parents to participate in a

survey. In addition to these Investing in Children were commissioned to undertake agenda days and bespoke focus groups with targeted groups to understand how the school nursing service could be delivered in the future. Specific deep dive consultation/reviews have also taken place for a number of more complex elements such as special schools, safeguarding, enuresis and immunisations. All of the feedback has helped to inform the design of the new school nursing service specification. High level feedback includes:

Young people need a variety of ways to access the service

- Face to face drop ins, text messaging, social media.
- Staff available within a safe space that young people are able to access confidentially – in and out of the school setting.

Skilled workforce able to communicate with young people

- Friendly and approachable with active listening skills.
- Confident to talk about all issues raised by young person – A qualified specialist community public health nurse workforce.

Mental health and emotional wellbeing

- Support young people with coping skills / self-harm.
- Offer specific interventions to young people, schools, parents – before CAMHS is required.

Sexual health and relationships

- Available to discuss contraception, teen health issues.
- Advice on STIs in and out of school.
- Schools would like support to deliver these sessions within the curriculum.

Risk taking behaviours

- Smoking/alcohol/drugs: advice and guidance and managing difficult conversations.

Better marketing and branding of school nursing service

- Most young people did not know how to access the service or what it offered.
- Young people champions within schools to promote service was thought a good idea.
- School nurses to be key feature of parents evenings and transition meetings.

Specific changes to be made

Immunisations

28. NHS England has statutory responsibility for immunisations as documented in the Health and Social Care Act 2012. The DCC school nurse contract has enabled the 5 – 19 immunisations schedule for the last three financial years to be delivered. Agreement has been reached that as of 1st April 2016 NHS England will pick up the full costs and delivery for all 5 – 19 year old

immunisations. NHS England are working with DCC to progress a parallel procurement exercise to commission an immunisations team which will work in close collaboration with the 5 – 19 public health school nurses.

Screening Programmes:

29. Vision: As of September 2015 vision screening will only be delivered in reception year and will be stopped in year 6 / 7. Following a review undertaken by the regional clinical eye network, vision screening was deemed clinically and cost effective in four – five year olds but not in 10 – 11 year olds. Appropriate training and protocols are being put in place to ensure the pathway of care is safe and effective.
30. Hearing: A local audit is being undertaken to review the impact of the reception age school hearing programme. The hearing screen will remain within the 2016 - 2018 commission but will be reviewed for future commissions.
31. National Child Measurement Programme (NCMP) is a mandated responsibility for Durham County Council and will continue.

Core offer to mainstream schools / universal

32. All schools across County Durham can expect a core offer. It is anticipated that the service will work to geographical communities of learning clusters (CoLs), of which there are 15 in County Durham. Two qualified school nurses (SCPHN) will work per COL cluster, depending on size of cluster arrangement but this will be flexible.
33. The SCPHN will meet on a termly basis with cluster stakeholders to assess health needs. On an annual basis they will develop a CoL cluster health profile to proactively plan for the health needs of the population. Training and support will be offered to schools through the CoL and additional bespoke sessions can be arranged for individual schools.
34. Specific delivery will include health improvement school based programmes and will be part of a planned and progressive curriculum. Specific topic areas offered will include:
 - Relationships & Sexual health: puberty, contraception, STIs, accessing services with confidence.
 - Mental health: emotional literacy, relationships and coping skills. The well evaluated and evidence based Youth Awareness Mental Health (YAM) course will be delivered to year 9 pupils as part of a universal core programme.
 - Specific sessions to support life skills including decision making, managing peer pressure and risk taking behaviours such as alcohol, drugs and smoking will be covered through resilience building work
 - Preparing for more independent living. Year 10 pupils need to understand how to access health services with confidence.

35. Parent sessions at transition points are critical to increase communication and engagement. As a minimum there will be community and school based events held at specific times including:
- Nursery to school – hello / goodbye between health visitor and school nurse service.
 - Primary to secondary parent engagement events.
 - Secondary to college/university parent engagement events.
36. One to one support for young people will be available not only within the school setting but also at community venues appropriate for young people. Staff will be trained to deliver on all topics including low level mental health issues, stop smoking advice, contraception and alcohol brief interventions. Primary mental health care nurses will be part of the multi-disciplinary skill mix and will provide training, advice and supervision to the workforce to ensure school nurses are equipped to manage low level mental health issues.
37. Text messaging and social media will be available in addition to face to face contact for young people.

Enuresis service/ Contience support:

38. A nocturnal enuresis service is currently delivered by the school nursing service. New commissioning guidance was published for the development of a community paediatric continence service placing Clinical Commissioning Groups (CCGs) as the lead commissioner for this service. From the 1st April 2016 the public health school nursing service will offer a partial level one service providing advice and guidance for continence (this includes bowel and bladder difficulties). At the point of a child requiring first line medication or a bed alarm then a referral will be made to a specialist continence nurse. Public health is transferring funding to the two clinical commissioning groups to support the level two specialist continence nurse. The new community paediatric continence pathway is currently being designed and communication will be shared shortly with key stakeholders.

Enhanced offer to special schools and for young people educated outside of mainstream

39. County Durham has ten special schools; six focusing on emotional, behavioural and social issues and four with a remit for more complex physical health care needs. There are also over 300 children educated outside of mainstream schools supported through DCC education teams. It is acknowledged that vulnerable children require additional support. In addition to everything listed above in the core offer, special schools across the county can expect a more intensive public health school nurse service. A minimum of 0.4 whole time equivalent (two days a week) school nurse time per special school will be expected within the new specification.

40. The four schools that educate children with the most complex physical health care needs are Villa Real, Trinity, Glendene and The Oaks /The Evergreen. Villa Real has had historical investment and currently hosts a full time paediatric trained public health school nurse. The CCGs are responsible for commissioning the health care needs of children within special schools. The two CCGs are committed to reviewing the clinical health care needs of the pupils within the four special schools alongside the therapy services being provided. Public Health will honour the full time post within Villa Real while the two CCGs undertake this review during 2015 - 2016.
41. There is the intention for public health and the two CCGs to work towards a joint commissioning arrangement within the special schools to ensure the public health school nurse role works collaboratively with the clinical health care service needs of the pupils. A letter will be issued to the heads of special schools to inform them of the CCGs intentions to commence the review process.

Safeguarding

42. At the June 2015 Local Safeguarding Children Board (LSCB) meeting the proposed changes to the safeguarding pathway were endorsed (see appendix 4 for pathway). As of 1st April 2016 all children going through an initial child protection case conference will receive a holistic health assessment. This will include a physical assessment as well as the completion of the mental health strengths and difficulties questionnaire. At this point the SCPHN will determine whether there is a specific intervention they can undertake.
43. In addition to the changes made to the child protection pathway looked after children will continue to receive their annual health assessment and receive better support when they leave care. There also needs to be better identification and support to Young Carers.

Workforce

44. There are a number of changes to the workforce structures within the 5 – 19 specification (see appendix 3 for visual depiction).
45. Specialist community public health nurses (SCPHN): It will be a quality standard that all school nurses at band 6 are SCPHN qualified. There will be a dedicated team of SCPHN staff working with special schools and pupils educated outside of mainstream. This is to ensure that special schools receive more intensive support.
46. Staff nurses: There will be a dedicated team of five band five staff nurses who will triage all information coming into the school health service from A&E, drug and alcohol services, domestic abuse services etc. This dedicated county wide team will assess the information and share, as appropriate, with other partners such as GPs, children services and education. This team will also complete safeguarding chronologies to support the SCPHNs. It is anticipated that this team will support the roll out of the ENCOMPASS programme within schools

which is the sharing of information between police and schools regarding domestic abuse incidents.

47. FISCH nurses: The Family Initiative Supporting Children's Health (FISCH) nurse team will remain within the 5 – 19 public health school nursing team. This team will work closely with the SCPHN staff and will focus on reducing the prevalence of childhood obesity.
48. Primary mental health care nurses: Working in close collaboration with Tees Esk and Wear Valley Mental Health Foundation Trust there will be five band 6 primary mental health nurses embedded into the 5 – 19 public health school nursing service. This dedicated team will focus on training, supporting and supervising the SCPHN teams and school staff in relation to children, young people and families within the local community. The primary mental health care nurses will offer community drop in support alongside the SCPHN teams to work towards a one stop shop philosophy as outlined in Future in Mind³.
49. Health promotion and screening assistants: These will be band 3 staff employed to undertake the vision, hearing and NCMP screening programmes.
50. FISCH health trainers: band 3 staff employed to work with identified families who require additional support to adapt their family behaviours.

Marketing and branding

51. Feedback through consultation identified that most young people did not know what the school nursing service offered and when it was available. As part of the transformation there will be a clear marketing strategy to communicate the new service to young people, parents and stakeholders including schools. Work is underway to consider what the new marketing materials will include. It is anticipated that the marketing/branding will belong to DCC and be used by the new provider.

Section three: 0 – 19 procurement

Procurement

52. Following two soft market testing exercises it is evident that the same providers are interested in both 0 – 5 and 5 – 19 contracts. However there has not been a review completed on an integrated 0 – 19 service.
53. Following discussion with commissioning and procurement, Durham County Council will procure via one contract and two specifications. This will guarantee one provider to keep the pathways and system together. The contract will be offered as a two year plus one year extension opportunity. During the two year contract (2016 – 2018) there is the intention to review the 0 – 19 public health

³ DoH (2015) Future in Mind: Promoting, protecting and improving our children and young people's mental health and wellbeing NHS England

commissioned service to consider an integrated approach with the whole of the current 0-19 services provided / commissioned by Durham County Council.

Recommendations

54. Cabinet is recommended to

- Note the contents of the report.
- Note the transition from an FNP programme to a vulnerable parent pathway available to pregnant teenagers should they require intensive intervention.
- Note the inclusion of primary mental health nurses embedded within the 5 – 19 public health school nurse specification as part of integrated working.
- Note that the public health grant is to be subject to in year cuts, the detail of which is not available at the time of writing and consequently may impact on the contract value in future years
- Note that an abbreviated version of this report was presented to the Children and Young People Overview and Scrutiny Committee on 25 September 2015.

Contact: Gill O'Neill, Consultant in Public Health
Tel: 03000 267696

Appendix 1: Implications

Finance

The proposed financial envelope for this contract is sensitive due to procurement

Staffing

A TUPE list has been requested from the provider for 0 – 5 and 5 – 19 services. It is anticipated over 200 staff will be affected.

Risk

The transfer is being managed by a Durham County Council project board.

Equality and Diversity / Public Sector Equality Duty

An equality impact assessment (EIA) has been completed

Accommodation

It is anticipated that there will be no accommodation implications from the transfer and that staff will continue to be based within their existing locations.

Crime and Disorder

Not applicable

Human Rights

Not applicable

Consultation

Comprehensive consultation has been undertaken. Ongoing consultation will continue with the current provider in partnership with the commissioner and service users

Procurement

The commissioning responsibilities for 0 – 5 will be transferring to the authority as of October 2015. Full procurement process is underway under the guidance of a project board.

Disability Issues

EIA completed

Legal Implications

The project board is receiving legal advice as required.

Appendix 2: NHS England benchmarking of 0 – 5 commissioned contracts

Graph 1: illustrating CDDFT costs per health visitor compared to ‘Northern Counties’

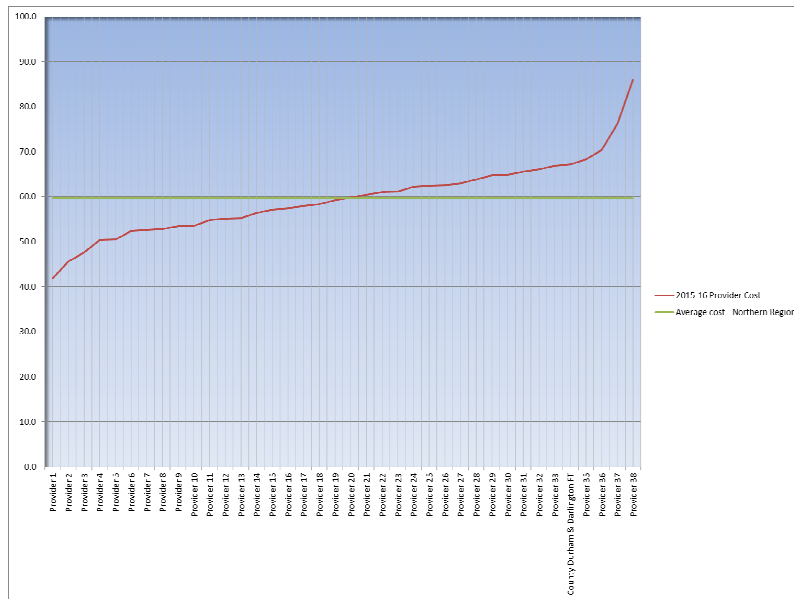
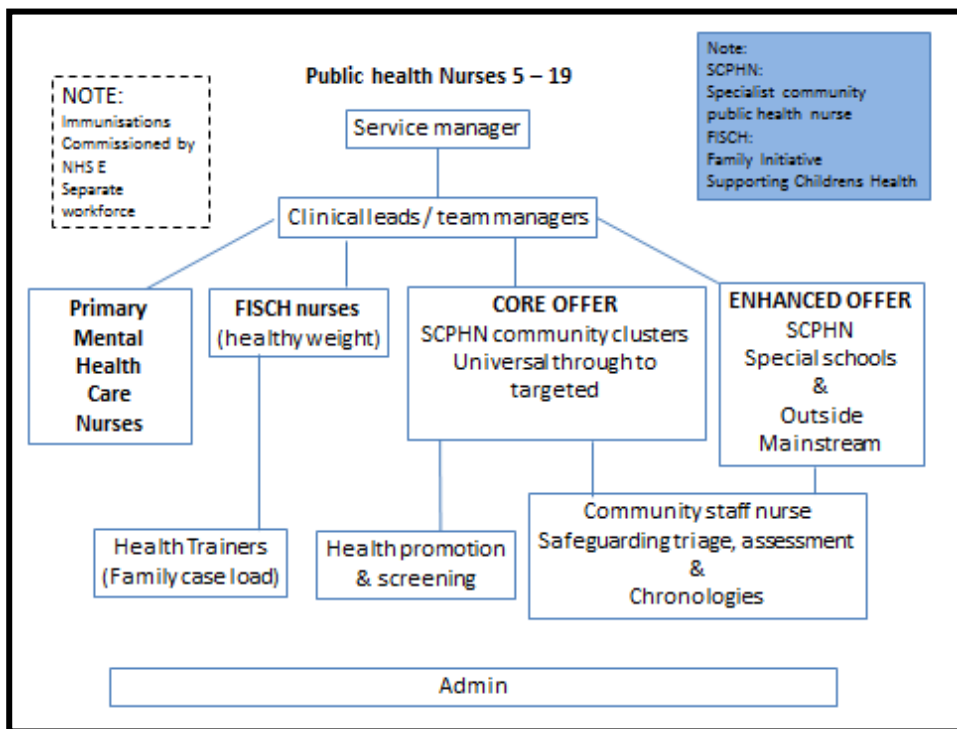
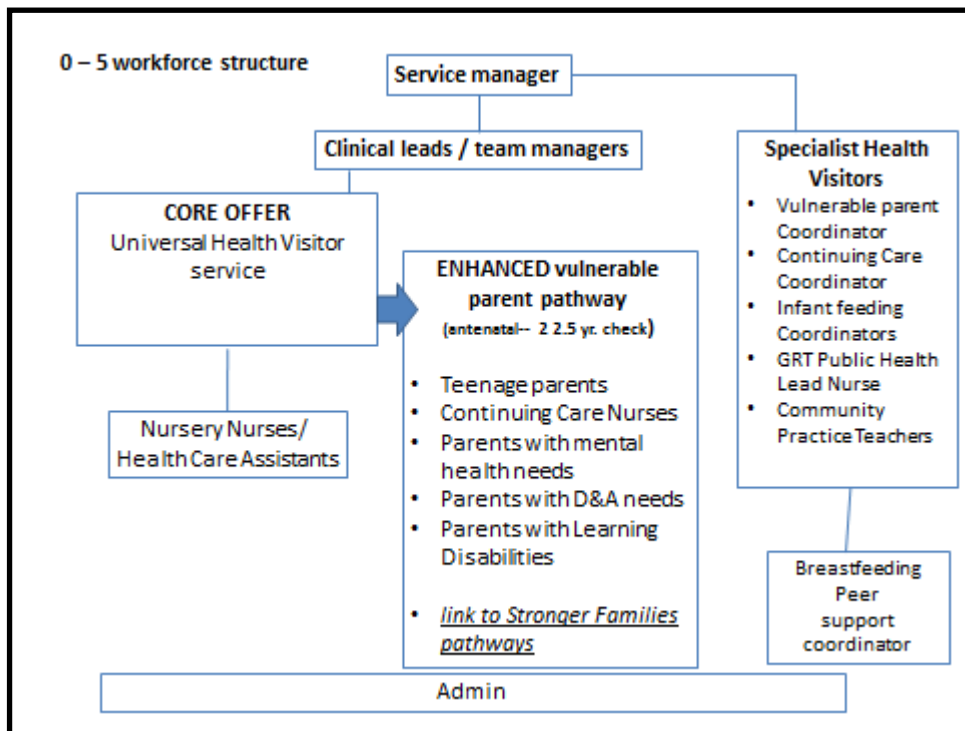


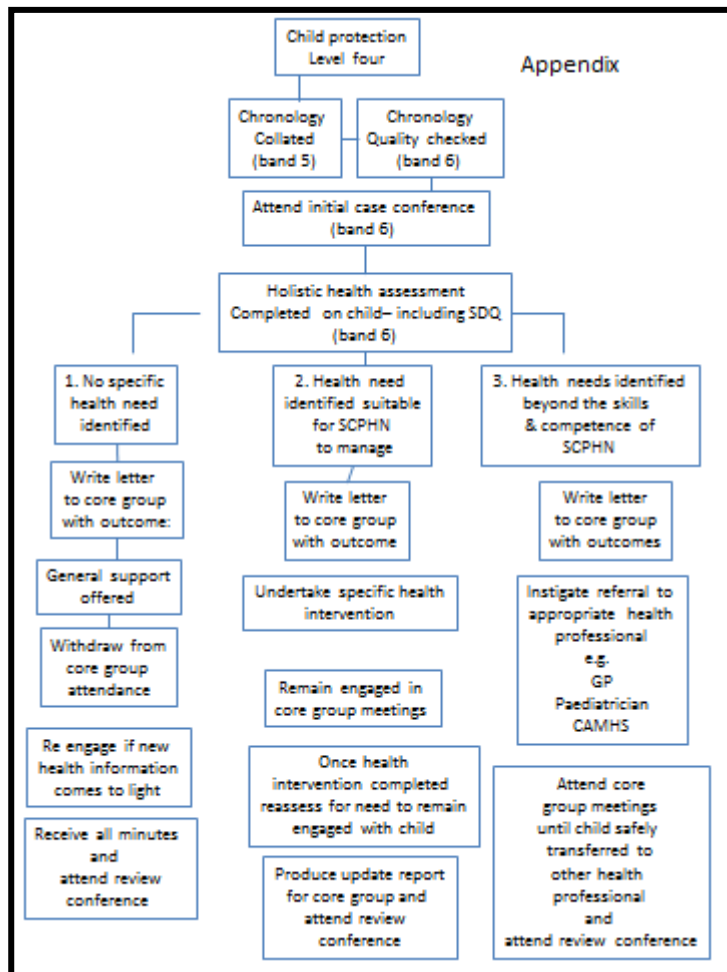
Table 1: Illustrating a cost comparison for the provision of health visitor services

Area	CDDFT cost per HV (£)	Group Average cost per HV (£)
Northern Region	67,180	59,630
Cumbria and North East	67,180	52,980

Appendix 3: Workforce – visual depiction



Appendix 4: Safeguarding pathway



Cabinet

21 October 2015

**The County Durham
Rights of Way Improvement Plan 2015-18**



Report of Corporate Management Team

**Ian Thompson, Corporate Director Regeneration and Economic
Development**

**Councillor Neil Foster, Cabinet Portfolio Holder for Economic
Regeneration**

Purpose of the Report

- 1 This report is to seek approval of the third Rights of Way Improvement Plan (ROWIP).

Background

- 2 The Countryside and Rights of Way Act 2000 places a statutory duty on the County Council to produce a Rights of Way Improvement Plan (ROWIP) and to keep it under review.
- 3 The ROWIP enables Highway Authorities to create a more modern access and rights of way network.
- 4 We have created a plan, *Walk, Cycle, Ride*, which contributes to wider agendas including the environment, physical activity, health, social inclusion and sustainable travel.
- 5 *Walk, Cycle, Ride*, has been drawn up in accordance with Defra guidance and Natural England's guidance on integration with Local Transport Plans. The Plan contains a 3 year Implementation Plan which will be used to create annual work programmes.
- 6 The production of the first ROWIP required extensive community consultation and this set the direction and priorities of the initial document. The subsequent ROWIPs build on this research and understanding of the audience. Individual projects will include detailed consultation with stakeholders including public rights of way users.
- 7 The Draft ROWIP3 was developed in conjunction with the County Durham Local Access Forum and was available for a 4 week consultation period (1- 26 June, with an informal extension to 17 July to accommodate several Parish and Town Councils) on the County Council website and was emailed to an extensive list of stakeholders.

- 8 The draft was been reported to the Corporate Consultation Group which has supported this process.
- 9 We received 24 responses to the consultation. A report with the comments and action taken to address the feedback will be made available through the DCC Consultation webpages.
- 10 Where possible and appropriate we have taken on board and incorporated suggestions and comments received.
- 11 The final version of the ROWIP3 will be available as a pdf on the County Council web site and a hard copy will be placed in the Resource Centre for Members.

Strategic Framework

- 12 ROWIP fits within the authority's broader strategic framework and is influenced by the overarching plans and ambitions for the County as set out in the Regeneration Statement, the Local Sustainable Community Strategy and the County Durham Plan and the Local Transport Plan³. In particular, ROWIP can assist the delivery of spatial, social, health and economic aspirations through;
- The prioritisation of high quality improvements on path networks around major centres
 - Creating active travel opportunities for workforces
 - Supporting sustainable tourism opportunities
 - Promoting the County as an attractive and green location for investment through a high quality path network as part of its green infrastructure
 - Enabling more people to be healthy, happy and confident through an active lifestyle in an attractive and vibrant County
 - And through the sustenance of a high quality environment.
- 13 ROWIP policies and actions will be delivered through 5 projects and core rights of way work. The Plan's vision is "to deliver an access network fit for the 21st Century" and the 6 objectives are;
- Improve access infrastructure
 - Contribute to a prosperous economy
 - Promote good health
 - Promote a high quality environment
 - Influence travel choices
 - Inspire active, confident and responsible communities.
- 14 The draft was presented to REDs Strategic Planning Board on May 21 to ensure it fits within the strategic performance monitoring framework, with SMART actions and a delivery plan which is monitored. The board were supportive of the plan.

Delivery Programme

- 15 The ROWIP is supported through the LTP Integrated Transport Block grant from DfT. Additional funds have also been accessed since 2007 and will continue to be sought.
- 16 An annual work programme will be created and progress will be monitored against the action plan (referred to in 5). The County Durham Local Access Forum will continue to act as an independent critical friend to assess progress against the Implementation Plan through regular updates and reports.

Recommendations

- 17 Cabinet is recommended to:
 - Approve the final Rights of Way Improvement Plan (ROWIP2) 2015-2018

Background papers

Defra Guidance on ROWIPs

Natural England Guidance on ROWIP and LTP Integration (July 2009)

County Durham Local Transport Plan 3 (2011-2021)

County Durham Sustainable Community Strategy (2010-2030)

Regeneration Statement (January 2010)

County Durham Plan

Council Plan (2010-2013)

Contact: Victoria Lloyd-Gent Tel: 03000 265311

Appendix 1: Implications

Finance –

The ROWIP will access the capital funds from LTP3 Walking and Cycling budget and external funding will also be secured when possible and required.

Staffing –

The Sustainable Travel Officer will be directly responsible for producing and implementing the plan in conjunction with the Public Rights of Way Team and Travel Planning Team.

Risk –

Not applicable

Equality and Diversity –

The ROWIP will have due regard of the Equality Act 2010. In addition to this commitment, it is a statutory requirement of the Plan to assess the accessibility of local rights of way for blind or partially sighted persons and others with mobility problems. The ROWIP's objectives aim to increase the availability of the network for a wider audience. In particular, Objectives 1.Improve access infrastructure, 3. Promote good health, 5. Influence travel choices and 6. Inspire active, confident and responsible communities.

By delivering a usable network through the ROWIP, social exclusion will be reduced, paths will be made more accessible and more opportunities will be available to more people.

Accommodation –

Not applicable

Crime and Disorder –

Not applicable

Human Rights –

Not applicable

Consultation –

The draft ROWIP3 was available for a 4 week consultation period. Individual projects will include detailed consultation with stakeholders including public rights of way users.

The draft was reported to the corporate Consultation Group who have supported this process.

Procurement –

Not applicable

Disability Discrimination Act –

The ROWIP will have due regard of the Equality Act 2010. In addition, it is a statutory requirement of the Plan to assess the accessibility of local rights of way for blind or partially sighted persons and others with mobility problems. The ROWIP's objectives aim to increase the availability of the network for a wider audience. In particular, Objectives 1. Improve access infrastructure, 3. Promote good health, 5. Influence travel choices and 6. Inspire active, confident and responsible communities seek to deliver a more usable network where paths will be made more accessible and more opportunities will be available to more people.

Legal Implications -

Within the report.

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Durham
County Council



Walk Cycle Ride

Rights of Way Improvement Plan
for County Durham 2015-2018

Our plans to develop a high quality path network fit
for 21st Century travel, recreation and enjoyment.

Welcome to the Rights of Way Improvement Plan (ROWIP) for County Durham.

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Foreword

Forewords

Despite the difficult times for Local Government, it is important that we continue to plan for the future and put forward ideas to improve life for the residents of County Durham and the many people that visit the county.

This is our third Rights of Way Improvement Plan, and it is great to see the innovative ways in which we are working with our partner organisations to make real positive changes. Walking, cycling and riding in County Durham offer huge opportunities for people to be physically active, to enjoy our wonderful countryside, to travel to work or school and to offer something special to tourists.

This Plan builds on the successes of our previous two Plans; it reflects the changing circumstances that we find ourselves in, but it also remains positive about the value of our access network and the many actions that we can all take to bring about further improvements. Public Rights of Way are a huge asset and this Plan helps to ensure their protection for future generations.

County Councillor Neil Foster
Cabinet Member for Economic Regeneration



The County Durham Local Access Forum (LAF) is delighted to be identified as a close partner in the preparation and implementation of the ROWIP.

The LAF is a statutory advisory body established to improve public access and open air recreation for all and through our active involvement we believe that the plan focuses on the key issues that need to be addressed in order that the Access and Rights of Way Network in the County fulfils its potential.

It is vital that a strategic approach to investment is followed to make the best use of limited resources and we would like to think this plan provides that mechanism not just for the County Council but for all of the stakeholders who have an interest in this area. It is easy to take access to the countryside for granted but it is essential that we continue to commit resources to maintaining and improving the legacy of Rights of Way we have inherited to ensure that it continues to meet today's needs. The LAF will continue to afford a high priority to supporting this work.

Geoff Hughes
Chair of the County Durham Local Access Forum





Introduction





Under the requirements of the Countryside and Rights of Way Act (CROW) Act 2000, we (Durham County Council) produced our first Rights of Way Improvement Plan (ROWIP), ***Passionate About Paths*** (ROWIP1) in November 2007.

We based the plan on what people told us were the most important issues and priorities for the access and rights of way network (AROW) in the future. Its objectives were designed to be aspirational and conveyed the optimistic and ambitious mood at that time. It helped raise the profile of our work, secure funding for improvements, encourage partnership working and generate a greater appreciation of the AROW network.

Our second plan, ***Paths for People*** (ROWIP2), was published in July 2011.

ROWIP2 built on the success of ROWIP1 but took into account the financial challenges faced by Local Authorities. As a result we set out a more focussed approach to reflect a reduction in the available resources and developed an action plan which targeted key access routes with greatest demand such as important utility and recreational paths around communities.

ROWIP3 Walk, Cycle, Ride, will continue to build on the foundations set by its predecessors and will adopt the same pragmatic but creative approach to providing a network fit for the 21st Century.

Improvement Plans do not replace the day to day work to protect and maintain the network undertaken through our statutory duties.

2.1 Review of ROWIPs 1 & 2

We had many successes through the implementation of ROWIPs 1 & 2. Notably we have;

- **Successfully used the ROWIP as a mechanism for securing funding**, notably approximately £2.5million from LTP since 2011 with an average annual allocation now of £500,000 for walking and cycling schemes
- **Secured the registration of 13 new footpaths and bridleways** on Durham County Council owned land
- **Successfully delivered one of first stretches of England's Coastal Path** in partnership with Natural England along 14 miles of Durham's coast

- **Succeeded at taking a more modern, planned and strategic approach** to considering how to fulfil access requirements using creation agreements, creating permissive access and cycle tracks
- **Won two National Awards for ROWIP1**; one from Natural England for “Best Contribution to Quality of Life” and for the ROWIP Officer an IPROW¹ “Right Way” Award
- **Maintained strong relationships with landowners** – vital for access management
- **Sustained a strong involvement with the County Durham Local Access Forum (CDLAF)²**
- **Continued to invest in community led projects and schemes through the Parish Paths Partnership**
- **Continued to develop the innovative Access Prioritisation Project³** – a targeted audit and prioritisation system for identifying paths with the greatest potential for improvement in specific areas
- **Published the consolidated new digital Definitive Map online** – This map shows the different status of the routes available, including public footpaths, bridleways and byways⁴
- **Continued to develop the Countryside Access Management System (CAMS)** – an electronic database and management system
- **Undertaken an urban path survey** of 56kms – the survey helped us establish a baseline condition for all the rights of way in main urban settlements to enable better management
- **Carried out an Accessible Structures pilot** – a targeted programme to systematically replace access structures such as replacing stiles with gates or gaps, in specific locations.
- **Secured the designation of Open Access rights** on Waldrige Fell and Chapman’s Well, both DCC Countryside Sites.

2.2 Funding Improvements

Since the publication of ROWIPs 1 & 2, we have implemented as much of the ROWIP action plans as possible.

We have spent over £2 million on walking and cycling in the last 5 years using Local Transport Plan (LTP) funds as well as approximately £540,000 of additional funds from a variety of sources to support individual projects.

Whilst support for delivery has continued to be predominantly from the LTP, (and it is anticipated that in the medium to longer term this support will continue through the North East Combined Authorities Strategic Transport plan for the North East) additional funds will continue to be sought from other sources. LTP3 specifically funds capital works so we were able to carry out high quality improvements to the path network. The following case studies describe three very different schemes delivered within the lifespan of ROWIP2. Together these projects provide over 8 miles of improved paths; of which we have created 6 miles of brand new routes and have significantly improved 2 miles of existing bridleway.

We retained the breadth of content and a strategic view of the delivery plan to allow flexibility in what we were able to deliver. This less prescriptive approach meant we were not so reliant on funding for a few specific projects; instead we covered a wide range of actions that we could prioritise and act on when funding became available. We intend to continue to use this model for ROWIP3 as it is proven to work.

¹ The Institute of Public Rights of Way and Access Management.

² The County Durham Local Access Forum (LAF) is a statutory body that advises us on land access issues. See here: <http://www.durham.gov.uk/article/3323/County-Durham-Local-Access-Forum>

³ Information on the County Durham Access Prioritisation Project can be found here: <http://www.durham.gov.uk/article/3679/Rights-of-Way-Improvement-Plan>

⁴ The County Durham Definitive Public Rights of Way map online can be accessed here: <http://www.durham.gov.uk/definitivemap>

2.3 Case Studies

Case Study 1: Locomotion Way

In 2014 we completed a brand new multi-user route (MUR) linking Newton Aycliffe to Shildon. The Locomotion Way provides a new route for pedestrians, cyclists, horse-riders, mobility scooters and families with push chairs. The route is a 3 metres wide tarmac path which is low maintenance and provides a comfortable and accessible surface.

Durham County Council worked with the landowners Network Rail and provided £350,000 funding. A further £300,000 has come from the Department for Transport via Sustrans 'Links to Communities Fund'.

The path makes active travel a viable and sustainable option for getting to school, work and



other services. As the path comes within the Local Motion area⁵, the physical works have been complemented by the Local Motion team's promotion of the route through

workplaces, schools and the wider community.



Before



After

⁵ The County Durham Local Motion project covers the Area Action Partnerships of Bishop Auckland and Shildon, Great Aycliffe and Middridge Partnership, and, East Durham Rural Corridor.

Case Study 2: Frankland Lane

This important bridleway links a large residential area to the centre of Durham City. It was a badly potholed farm track desperately in need of repair for many years. Though well used it did not meet modern day needs and provided poor infrastructure for users.

The path was identified as a 'Priority A' for improvement through the Access Prioritisation project and we secured LTP funds to carry our substantial drainage and resurfacing works. The scheme tied in with a link route in the same area improving a small network of paths in a local area.



Before



After



Before



After

Positive feedback on improvements from users:

“I've now been all the way down into the City from Newton Hall on my mobility scooter, which I couldn't do before as the path was too uneven. I also do a shorter circuit twice a day and the paths are so easy to use now and I can get out with the dogs. It's great and I really appreciate what's been done. ”

“I cycled Frankland Lane today as far as the Prison. They've done a brilliant job resurfacing the road to the farm - I'd always hoped that the whole road would be done in one go, but never imagined that it would. The fibredec and then the road surface to the prison is also really good. Ten out of ten for this one. ”

“Frankland Park Wood and Low Newton Nature Reserve looking great. Thanks for the new footpaths making walking accessible for all! ”

Case Study 3: Securing new paths on Council land

The County Council has registered 13 new paths on Council land. The paths (11 footpaths and 2 bridleways) were dedicated by the Council as landowner and are now depicted on the Council's official record of public rights of way, the Definitive Map and Statement. The paths were brought to the Council's attention mainly due to the public's use of them.

The paths are now firmly protected for the future and will be maintained by the Access and ROW Team.



2.4 The Scope of ROWIP3

Moving forward and looking at what lies ahead for the next 3 years, we can set the scene for ROWIP3. While economic pressures continue to shape how Local Authorities are able to function, there are also positive changes with more opportunities to build partnerships and seek new funding. In particular the integration of public health functions within the local authority indicates a new era for contributing to quality of life and health and wellbeing by enabling and encouraging everyday physical activity.

ROWIP3 will retain the same scope as ROWIP2 with the main focus on short utility trips and longer recreational routes from urban settlements. This helps to concentrate our resources in the areas of greatest demand.

This is a 3 year strategy with an implementation plan. We have created specific projects as the mechanism for delivering the objectives and actions within this timeframe. Where the projects from ROWIP2 are ongoing or have a new upcoming opportunity to be delivered they are included from the previous plan.

The extensive consultation carried out during the production of ROWIP1 continues to inform the plan. The draft ROWIP3 will be made available for comment for a limited period and amendments made prior to the completed document being published.

We continue to receive requests for path improvements and our system for mapping and prioritising suggested improvements has been updated and developed to better support the extensive variety and size of schemes submitted. All suggestions received from communities, members of the public, officers and Councillors are inputted and improvements are prioritised according to a standard set of criteria. Over the last five years the scale and nature of the schemes requested has expanded and developed into



larger projects which incorporate works on highways as well as the off-road network.

Through the prioritisation of improvements and through partnerships we will continue to develop efficient ways of working to ensure investments are justified and will assist in the maintenance of a high quality network.

Other changes will also benefit access management such as new legislation, through the Deregulation Act which removes the need to advertise some Path Orders in newspapers and therefore brings a substantial cost saving.

With possible significant changes planned for County Durham through large scale residential, employment and commercial development, it is more important than ever that the access network is improved and secured to provide high quality links to work, to local services from these areas of new housing and existing residential areas. High quality path provision assists regeneration by being part of a high quality design package that invites businesses to invest and expand in County Durham.

Although ROWIP3 focusses on the Public Rights of Way Network, we recognise that this is one element within the wider access network. In order to strategically manage and improve the whole network ROWIP3 will consider all routes and as such it covers PROW (footpaths, bridleways and byways), railway paths, permissive paths, promoted routes, cycle routes, Open Access or Coastal Access Land. Where the plan states “path” this is in its broadest sense and refers to all types referred to previously. There are a wide variety of users who are considered through the plan and these include walkers, cyclists, horseriders and off-road vehicle drivers. The ROWIP looks at how all the different elements can work together to fulfil access needs. This network will be referred to as the Access and Rights of Way network (AROW).

We will continue to have due regard for the Equality Act 2010 by considering the widest range of users, in particular people with mobility issues. We will also continue to adhere to our duty to protect sensitive habitats and biodiversity in managing and improving access. Natural England’s National Character Area profiles will be used to help determine access improvements which are appropriate to the landscape character of each area.

We will also maximise opportunities to contribute to sustainable travel and leisure options to benefit local residents and encourage investment through tourism.

2.5 Beyond the ROWIP

Closely connected to the ROWIP3, but beyond its remit, are other important and growing agendas which should be referred to. In particular, through work to develop a comprehensive Cycling Network Planning process, Cycling Super Routes and a network of primary and secondary routes will be identified for the first time. In future years the development of new cycling routes and improvements to existing cycling routes is a real growth area with great potential to complement the broader access network. We have further developed work in this area and this will be detailed in an updated Cycling Strategy & Action Plan which is due to be re-published in 2016. Also, the behaviour change agenda has been very successfully addressed through the Local Motion project in the south of the County and the Living Streets project. Work with communities, workplaces and schools has enabled and encouraged a shift in travel modes in favour of walking, cycling and public transport over the private car. More information about these related agendas is detailed in Chapter 3.



Context

3.1 Context

County Durham is one of the largest Unitary Council's in England. It has an area of 223,000 hectares (862 square miles).

The County has a current population of 516,000 people scattered across over 250 communities of differing character and size including 12 main towns, numerous larger and smaller villages and hamlets. The county includes some of the most attractive and varied countryside in northern England as well as a diverse range of wildlife habitat and areas of special landscape value.

As the Highway Authority, Durham County Council has a duty to assert and protect the public's right to use the 3,500km of public path network. The authority also has a statutory duty under the Countryside and Rights of Way Act 2000 to produce a Rights of Way Improvement Plan (ROWIP).



3.2 The ROWIP and the Councils Key Corporate Plans

The ROWIP fits within the authority's broader strategic framework and embraces the overarching plans and ambitions for the County. In particular, '**Altogether Better the Sustainable Community Strategy for County Durham 2010-2030**' (SCS) sets out the priorities for communities across County Durham to 2030 and the **Regeneration Statement** focuses on shaping a County Durham where people want to live, invest and visit whilst enabling the County's residents and businesses to achieve their potential.

The SCS was produced by the County Durham Partnership in 2010 and was later revised in 2014. It is the overarching plan for County Durham. It sets out our shared long-term vision for the county, our ambitions for the area and the priorities

that partners and communities believe are important. It provides the blueprint to deliver long lasting improvements and sets the scene for the County Durham Plan. The SCS includes an overarching vision for an "Altogether Better" County Durham. The ROWIP can help deliver on the 5 key SCS themes for change;

- Altogether Wealthier
- Altogether Better for Children and Young People
- Altogether Healthier
- Altogether Greener
- Altogether Safer



The County Durham **Regeneration Statement** also helps outline how our ambition of creating sustainable places where people want to live, work, invest and visit can be achieved. The Regeneration Statement has five key ambitions and objectives that inform the SCS's priority theme of *Altogether Wealthier* and our priorities for regenerating the County. These five key ambitions are:

- A Thriving Durham City
- Vibrant and Successful Towns
- Competitive and Successful People
- Sustainable Neighbourhoods and Rural Communities
- A Top Location for Business.

The ROWIP can assist the delivery of the spatial, social, health and economic aspirations of these strategies through;

- The prioritisation of high quality improvements on path networks around major centres, creating active travel opportunities for workforces
- By promoting the County as an attractive and green location for investment through a high quality path network as part of its green infrastructure
- By enabling more people to be healthy, happy and confident through an active lifestyle in an attractive and vibrant County
- Through the sustenance of a high quality environment.

3.3 ROWIP3 and Local Transport Plan 3

ROWIP3 continues its strong links with the LTP3 and is a successful mechanism for delivering on LTP3 objectives through the capital programme. Walking and cycling are included as interventions in all 6 goals (with “provide/improve walking and cycling routes/facilities” in the first 5 and “prioritise management of PROW in/around major settlements and key routes” in the 6th);

A stronger economy through regeneration

Reduce our carbon output

Safer and healthier travel

Better accessibility to services

Improve quality of life and a healthy natural environment

Maintain the transport asset

LTP3 includes 4 specific policies for ROWIP3, these are Policy 15 on walking and 16 on cycling, 31 on security and 7 on attitude change. The plan also includes “improve accessibility on rights of way” as a priority for the first 3 years of delivery.



Policy 7 – Attitude Change

The County Council will bring about attitude change through publicising the importance of reducing dependence on the private car and encouraging the use of alternative modes of transport, especially for journeys that are made on a regular basis and those of a shorter distance. This will be done in parallel with appropriate infrastructure improvements which will play their part in demonstrating that alternatives to the car can be easy and attractive. Alternative modes will include car sharing and car clubs.

Policy 15 – Walking

The overall pedestrian network will continue to be developed and improved for the benefit of all of its users and to encourage walking. The provision of light controlled pedestrian crossings will be based on a priority needs assessment. Policies on the development of walking and operation of the urban and rural path network are outlined in the Rights of Way Improvement Plan.

Policy 16 – Cycling

The cycle network will continue to be developed for the benefit of its users and to attract new users. Policies on the development and operation of the network are contained in the County Durham Cycling Strategy.

Policy 31 – Security

Improvements to perceptions of, or actual, poor security will continue to be made to walking and cycling routes.



During the life of this ROWIP, LTP3 will be replaced by a new Strategic Transport Plan for the North East Combined Authority Area⁶. Through the Councils work in helping to prepare this new Plan, we will seek to ensure that walking and cycling and the protection and enhancement of the AROW network are identified as a priority. In addition to this, the Strategic Transport Plan provides tangible opportunities to ensure coordinated improvements across local authority boundaries for example the Great North Cycleway⁷.

3.4 County Durham's Cycling Strategy and Action Plan

The current strategy supports the ROWIP through joint aims to create a more consistently high standard for the access network in and between key settlements. The next County Durham Cycling Strategy and Action Plan is due to be published in 2016. The existing strategy has delivered vital

improvements to the network to enable greater participation in cycling. The network of Cycling Super Routes has now been identified in draft through the County Durham Local Plan which will assist in the prioritisation of resources. Other work currently underway includes a review of the Strategic Cycling Network in Durham City and an audit of the cycling network in the 12 main towns.

Other plans and strategies of relevance are:

- County Durham Physical Activity Strategy
- Area Action Plans
- Parish and Locality Plans
- Healthy Weight Framework
- North Pennines Area of Outstanding Natural Beauty Management Plan
- Durham Heritage Coast Management Plan
- Landscape partnerships management plans: Heart of Teesdale and the proposed Bright Water and Land of Oak and Iron; and
- The County Durham Biodiversity Action Plan.

⁶ The North East Combined Authority Area includes the five districts of Tyne and Wear, Northumberland and County Durham.

⁷ We are working with neighbouring authorities to create a promoted route called the 'Great North Cycleway'. Once complete this route will run from Darlington to Blyth.



3.5 Other schemes and projects

The Local Sustainable Transport Fund (LSTF) has been delivered in County Durham since 2011.

The programme includes the Local Motion and Living Streets projects. Local Motion is a behaviour change project which encourages and enables school children, employees and the community to choose sustainable travel options. The Living Streets project is a walking outreach scheme which works with schools, the community and employers. Both projects encourage the use of and promote the access and rights of way network in the targeted areas they cover. The improvement of paths in these localities greatly complements the behaviour change work and we have carried out audits and improvement works wherever possible.

Where appropriate we will continue to work with landscape and other partnerships to pool resources and help to deliver on common goals. The funding sources include LEADER, LNPs and council budgets as and when they are available.

Natural England's National Character Area profiles will be used to determine access opportunities which are appropriate to the landscape character of the area. In addition, Natural England have dedicated Open Access in parts of NNRs in the county to provide a valuable recreational resource.

Vision, Objectives and Opportunities



4.1 Our Vision

Our Vision is to deliver an access network fit for the 21st Century.



4.2 ROWIP3 Objectives

The objectives remain the same as the previous ROWIPs.

1. Improve access infrastructure
2. Contribute to a prosperous economy
3. Promote good health
4. Promote a high quality environment
5. Influence travel choices
6. Inspire active, confident and responsible communities

4.3 ROWIP3 Opportunities

The main opportunities for delivering the objectives are;

Opportunity 1. Delivering a High Quality and Sustainable Access Infrastructure

Opportunity 2. Influencing Development and Contribute to Economic Regeneration

Opportunity 3. Promoting Quality of Life and Healthy Happy Communities

Opportunity 4. Engaging Partnerships and Involving Communities

Within each section is a list of policies which set out our approach to fulfilling these opportunities. There are 14 policies in total and these are tabled in the Implementation Plan (section 6, page 25). The policies will be addressed through specific measurable actions which will be delivered through core rights of way work and through 5 projects. The projects are an effective way for delivering multiple objectives.



Opportunity 1 Delivering a High Quality and Sustainable Access Infrastructure

We will strive to manage the network so that it fulfils its potential and is an available and enjoyable resource. Good management includes maintenance which is crucial to making the most of the network, fulfilling investment in

improvements and encouraging people to use and enjoy paths. Enforcing the Highway Law is also a vital area of work and we will fulfil our duties to protect and assert the public's right to use paths. Alongside this, we will deliver high quality improvements to the network and working practices to enable sustainable, effective and efficient use of resources. The following policies demonstrate how we will do this:-

1. **Protect and maintain the network:** by ensuring the rights of the public are protected and asserted by securing an appropriate annual budget for maintenance, continue the registration and the protection of unrecorded rights and the ongoing maintenance of network records.
2. **Modernise the network:** by improving existing routes.
3. **Prioritise improvements:** by providing evidence based action plans for all main towns and villages through the Access Prioritisation Project.
4. **Influence travel and lifestyle choices:** by understanding the user through the installation of automatic counters to capture information on participation levels and the profile of users, and by creating and promoting well designed, high quality active travel routes.
5. **Support National Trails:** by playing an active role in the National Trail Partnerships for the Pennine Way and the England Coast Path.



Opportunity 2 Influencing Development and Contribute to Economic Regeneration

Access plays a significant role in supporting a vibrant economy by providing routes for sustainable travel and tourism, linking valuable green infrastructure and enhancing quality of life.

1. **Protect and improve paths around development:** ensure paths are provided and improved as part of development.
2. **Identify and improve gateway sites to public green spaces:** deliver improvements to key entry points.
3. **Deliver improvements to specific recreational routes which contribute to economic regeneration:** identify opportunities to secure access on County Council land.



Opportunity 3 Promoting Quality of Life and Healthy Happy Communities



The contribution paths make to healthy active lifestyles, social cohesion and pride in place cannot be over-emphasised. Paths provide opportunities for daily exercise in natural green spaces, affordable green routes to work and an increased sense of community, all of which can enhance quality of life and improve health and wellbeing. It is vital that promotional work is incorporated into improvements to enable well-informed confident users to enjoy the network.



1. **Encourage the use of access and rights of way as part of active recreation through improvement and promotion to benefit health and wellbeing:** by supporting projects that use the access network to promote healthy active lifestyles.
2. **Encourage responsible use of the network:** complete online information on Places to walk/cycle/ride.
3. **Enhance the natural environment and biodiversity as part of improvement schemes:** by adherence to legislation on protected species and by reducing the negative impacts of improvements and by incorporating enhancements wherever possible.

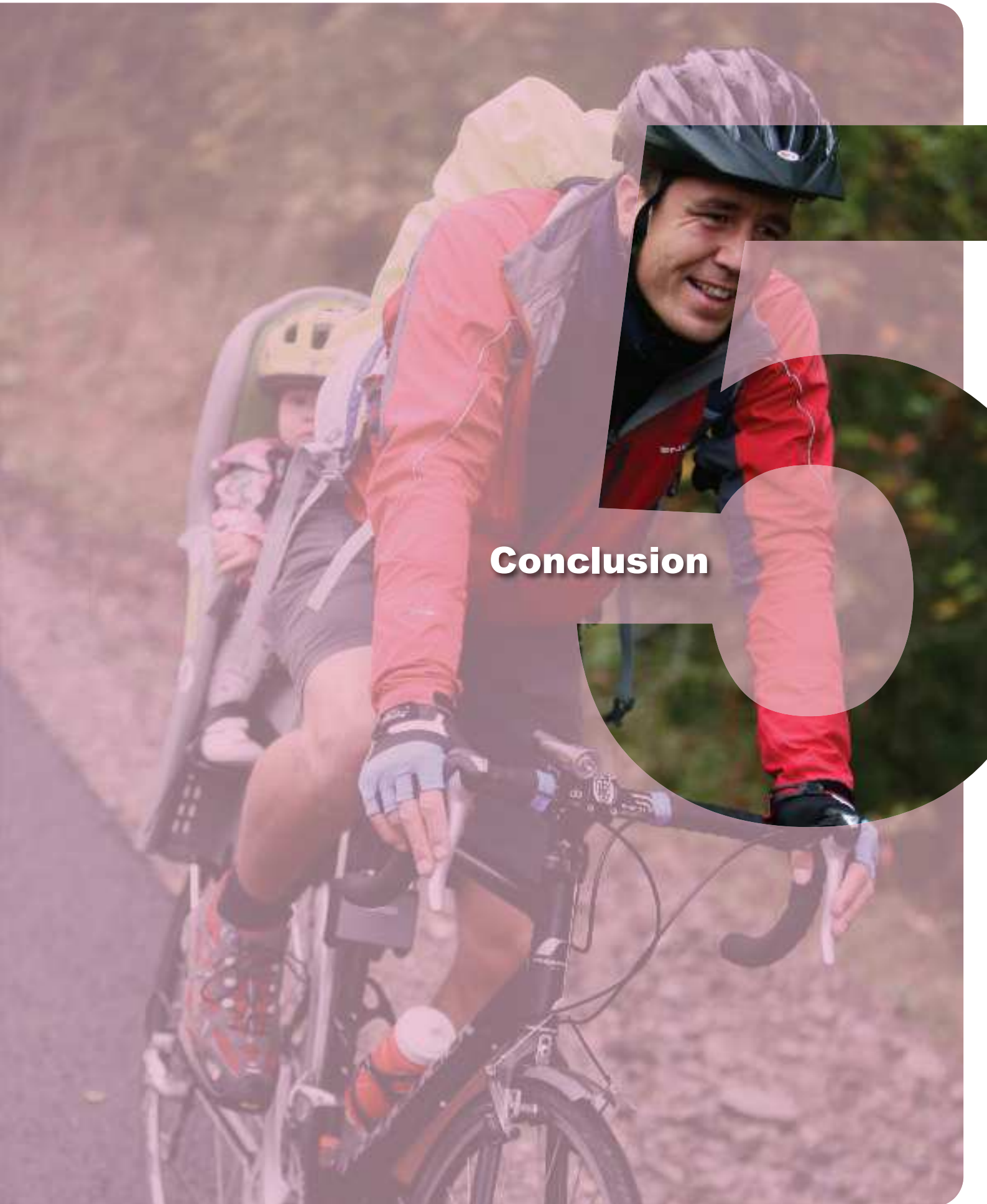


Opportunity 4 Engaging Partnerships and Involve Communities

Partnership working continues to be important to secure understanding of and investment in the access network across a broad range of agendas such as health, tourism and physical activity. We will build on existing partnerships and create new links where value can be added. Community involvement continues to be a main focus for us and we will support communities by enabling management and encouraging use of the network.

1. **Support communities and volunteers to assist in access management:** including delivery through Parish and Town Councils and Meetings and Durham Voluntary Countryside Ranger Service (DVCRS) and through work on Access Prioritisation with the aforementioned and Area Action Partnerships (AAPs).
2. **Maintain and develop partnerships which can secure resources and support improvements and sustain use of the network:** by prioritising guided walk and ride routes for maintenance and improvement, by maintaining self-guided promoted routes though DVCRS and through the delivery of path improvements with additional funding.
3. **Work with landowners to manage access across private land:** by encouraging take up of 25% grants, by promoting good working practice and by distributing guidance on access management.





Conclusion



5. Conclusion

ROWIP3, Walk, Cycle, Ride is our plan to develop and deliver a high quality path network fit for 21st Century travel, recreation and enjoyment.

The plan follows on from ROWIPs 1 and 2 and continues to promote the vital contribution the access and rights of way network makes to wider economic, health, environmental and social agendas and Durham County Council's corporate goals. ROWIP3 focusses on paths which serve specific strategic purposes such as those which provide important utility and recreational routes around the main towns and villages of the County, and those which offer opportunities for sustainable tourism and physical activity.



Implementation Plan 2015-2018

6.1 Implementation Plan

ROWIP3 will be implemented through the policies and actions set out either through core Access and Rights of Way work or through projects. These are all either existing projects or projects which have been trialled through previous ROWIPs which can be developed. The projects have proved to be an effective way of delivering the objectives as they address several policies at once. The projects are;

Path Projects

- Access Prioritisation
- Promotion & Information
- Accessibility Target Areas
- Greenways
- Gateways

6.2 Path Project Details

Access Prioritisation

This innovative project, which was developed and trialled in 2009/10 and has since been applied to four more areas, helps us proactively manage the network by creating evidence-based prioritised plans for path improvements. We will continue to develop the project and roll it out to new areas. Information on the County Durham Access Prioritisation Project can be found here: <http://www.durham.gov.uk/article/3679/Rights-of-Way-Improvement-Plan>.

Promotion & Information

We will continue to improve the information we make available to the public. We will develop the online Definitive Map to include options for adding the wider path network (such as Railway Paths



and permissive routes) and will create accessible online maps and downloads. We will pay particular regard to ensuring that the information is easily accessible and in a variety of formats. The County Durham Definitive Public Rights of Way map online can be accessed here:

<http://www.durham.gov.uk/definitivemap>

Accessibility Target Areas

In Year 1 of ROWIP2 we successfully piloted the scheme which made the paths more accessible in Kelloe and Stanley. We will carry out further surveys and replacement programmes (stiles and gates) in four Parishes throughout the life of the Implementation Plan to make the paths more accessible and attractive in these areas. This project aims to transform paths in areas of greatest need, whether this is because the paths have been unsupported by P3 groups, haven't been targeted for extra funding or because the paths are well used. We will support volunteers to carry out the path surveys and draw up a list of priority routes for improvement based on a standard list of criteria. This will help focus resources into the "most important local paths" and will assist us in developing a more strategic approach to network improvements. This project demonstrates our commitment to a more accessible access network.

Greenways

We will continue to develop a strategic network of Greenways which are attractive, accessible multi-user routes. The project aims to influence transport choices and provide high quality routes for commuters and for recreational use which can

potentially attract visitors. These routes will be newly created routes or improvements to existing public rights of way. They will be high quality and attractive in design with a strong emphasis on the incorporation of environmental enhancements for biodiversity.

Gateways

We will develop a project which identifies and improves key access points into greenspaces and the countryside through smart design of entrance features, crossing points, signage and interpretive material to ensure people feel safe, welcome, confident and informed when using these paths so that they are able to enjoy their experience. This will also include working with other Council Services to arrange the removal of rubbish as part of the improvement programme where it is an issue.

6.3 Implementation Plan Key

Policy:

Our approach to delivering the Opportunities

Action:

The specific task to be delivered

PI (Performance Indicator):

The measure we will use to report progress

Project:

As detailed in previous section

Lead:

The team / partners involved in delivery

Objectives:

The ROWIP Objectives addressed

Priority:

The timeframe for delivery

Yr1 = quick wins, deliverable by Apr 2016

Yr2/3 = actions deliverable before March 2019

CI (Continual Improvements) = ongoing throughout and beyond the life of the plan

Cost:

-£ = no additional cost, will use existing staff resource, may lead to efficiency savings

£ = up to £10,000

££ = £10,000 - £100,000

£££ = £100,000 - £400,000

££££ = more than £400,000

6.4 Monitoring

We will measure the achievements of ROWIP3 by assessing the numbers of actions delivered and performance indicators reached in an annual action plans and a final report in 2019.

The CDLAF will act as independent critical friend to assess progress against the Implementation Plan through regular updates and reporting at LAF meetings.

We also will use new methods for assessing the success of the plan through assessing data on participation levels (use of the network) and on the numbers of priority path improvements delivered.

6.5 Funding

We will use the Implementation Plan to produce an Action Plan with costings for each year.

Funding for Year 1 will be predominantly from LTP and partnership projects.

As previously stated, it is anticipated that policy support will continue through the North East Combined Authorities Strategic Transport Plan and we will be eligible to access funding from this regional pot for Durham County's walking and cycling schemes.

Table of actions

Opportunity 1 - Delivering a High Quality and Sustainable Access Infrastructure							
Policy	Action	Delivery					
		PI	Project	Lead & Partners	Objectives	Priority	Cost
1. Protect and maintain the network	1. Ensure the rights of the public are protected and asserted	Number of reported cases resolved		AROW, landowners	All	CI	-£
	2. Secure an appropriate annual budget for maintenance	Agree annual maintenance budget		AROW, Transport	All	CI	£££
	3. Register and protect unrecorded rights	Number of unrecorded paths protected					£
	4. Continue the ongoing maintenance of network records	Resource allocated to upkeep of records		AROW, Travel Planning	All	CI	-£
2. Modernise the network	5. Improve existing routes	Number of paths improved	Access Prioritisation Greenways Accessibility Target Areas	AROW, landowners, Countryside, P3	All	CI	£££
3. Prioritise improvements	6. Provide evidence based action plans for main towns and villages through the Access Prioritisation Project	Number of towns and villages audited	Access Prioritisation	AROW, CDLAF, external assistance	All	Yr2	£££
4. Influence travel and lifestyle choices	7. Understand the user through the installation of automatic counters and carry out user surveys and manual counts to capture information on participation levels and profile of users	Number of counters installed and profiles undertaken	Access Prioritisation Promotion & Information	AROW, Traffic	All, esp 5	Yr2	££
	8. Create and promote well designed, high quality active travel routes	Number of active travel routes created and promoted	Promotion & Information Greenways	AROW, Transport, landowners	All, esp 5	Yr2/3	££££
5. Support National Trails	9. Play an active role in the National Trail Partnerships for the Pennine Way and the England Coast Path	Funding for ongoing maintenance		National Trail Partnership, DHCP, AROW	1, 4, 6	Yr2/3	-£

Table of actions

Opportunity 2 - Influencing Development and Contribute to Economic Regeneration							
Policy	Action	Delivery					
		PI	Project	Lead & Partners	Objectives	Priority	Cost
1. Protect and improve paths around development	9. Ensure high quality paths are provided and improved as part of development	Number of paths improved	Access Prioritisation Gateways Greenways Promotion & Information	AROW	All	CI	-£
2. Identify and improve gateway sites	10. Deliver improvements to key access entry points	Number of gateways improved	Access Prioritisation Gateways	AROW	1, 6	Yr2/3	£££
3. Deliver improvements which contribute to economic regeneration	11. Identify opportunities to secure access on County Council land	Number of paths protected, improved or created	Access Prioritisation Greenways	AROW, Assets, CDLAF	All	Yr2/3	£

Opportunity 3 - Promoting Quality of Life and Healthy Happy Communities							
Policy	Action	Delivery					
		PI	Project	Lead & Partners	Objectives	Priority	Cost
1. Encourage the use of access and rights of way as part of active recreation through improvement and promotion to benefit health and wellbeing	16. Support projects that use the access network to promote healthy active lifestyles	Number of projects supported	Promotion & Information	AROW, Sport and Leisure	2,6	CI	£
2. Encourage responsible use of the network	17. Complete online information on Places to walk/cycle/ride	Online maps updated	Promotion & Information Gateways Greenways	AROW	3,4,5,6	Yr2/3	£
3. Enhance the natural environment and biodiversity as part of improvement schemes	18. Adhere to legislation on protected species and reduce negative impacts of improvements	Number of ecological and landscape assessments carried out	All	AROW, Ecology, Landscape	3, 4, 6	CI	£

Table of actions

Opportunity 4 - Engaging Partnerships and Involving Communities							
Policy	Action	Delivery					
		PI	Project	Lead & Partners	Objectives	Priority	Cost
1. Support communities and volunteers to assist in access management	15. Deliver through Parish and Town Councils and Meetings and DVCRS and through work on Access Prioritisation.	Number of local councils and other groups supported	Promotion & Information	AROW, DVCRS, Countryside, AAPs, Parish and Town Councils and Meetings	1, 4, 6	CI	££
2. Maintain and develop partnerships which can secure resources and support improvements and sustain use of the network	16. Prioritise promoted routes for maintenance and improvement	Routes mapped and added to annual maintenance list	Promotion & Information Greenways	AROW, Sport and Leisure	1, 3, 4, 6	CI	-£
	17. Maintain self-guided promoted routes through DVCRS scheme	Percentage of routes surveyed and maintained	Promotion & Information	AROW, DVCRS, Countryside	1, 4, 6	CI	-£
	18. Delivery of path improvements through additional funding	Value of path projects		AROW, external funding sources	All	CI	£££
3. Work with landowners to manage access across private land	19. Encourage take up of 25% grants – promote with landowners	Form distributed to landowners	Promotion & Information	AROW, CDLAF	1	CI	£
	20. Promote good working practice by distributing guidance on access management	Number of Guidance leaflets distributed	Promotion & Information	AROW	1	CI	-£



Appendices



7.1 List of Consultees

USER GROUPS

Byways and Bridleways Trust
British Horse Society
CTC, the national cycling charity
Durham Mountain Sports
Land Access Recreation Association
Open Spaces Society

British Canoe Union
Council for the Protection of Rural England
Durham City Cycling Forum
Durham University Mountaineering Club
NERO
Ramblers

LANDOWNERS / MANAGERS

Church Commissioners
Croxdale Estates
Forest Enterprise
Mortham Estates
National Trust
Scargill Estates
Strathmore Estates
Trustees of Lord Crewe
Woodland Trust

Country Land and Business Association
Durham Universities
Lambton Estate
National Farmers Union
Raby Estates
Smiths Gore
The Moorland Association
Upper Teesdale Agricultural Support Service

OTHER GROUPS / ASSOCIATIONS / ORGANISATIONS

BLIND Life
Durham Bike User Groups
Durham Wildlife Trust
Gateway Wheelers
Living Streets
Sustrans
Youth Hostel Association

Disability North
Durham City Cycling Forum
Environment Agency
Groundwork Trust
Sport England
Teesdale Disability Access Forum

PARTNERSHIPS

Area Action Partnerships
County Durham Local Access Forum
Durham Heritage Coast
Durham Voluntary Countryside Ranger Service (DVCRS)
Heart of Durham
Land of Oak and Iron
North Pennines AONB

Barnard Castle Vision
County Durham Sport
Durham's Ramblers Liaison Group
Heart of Teesdale
Limestone Landscapes
Visit County Durham

GOVERNMENT

Department of Farming and Rural Affairs
Neighbouring Highway Authorities
Town Councils

Natural England
Parish Councils
Parish Meetings

7.2 Glossary

AAP	Area Action Partnership
AAPR	Adopt a Promoted Route
AROW	Access and Rights of Way
CDLAF	County Durham Local Access Forum
CROW	Countryside and Rights of Way Act 2000
DCC	Durham County Council
DHCP	Durham Heritage Coast Partnership
DVCRS	Durham Voluntary Countryside Ranger Service
LNP	Local Nature Partnership
LTP	Local Transport Plan
NNR	National Nature Reserve
ROWIP	Rights of Way Improvement Plan
RED	Regeneration and Economic Development





The Rights of Way Improvement Plan (ROWIP) is a statutory document that enables Highway Authorities to create a more modern access and rights of way network.

We have created a plan which contributes to wider agendas including the environment, physical activity, health, social inclusion and sustainable travel.

The access and rights of way network provides more than 3,650kms of opportunities for walking, cycling and riding for travel, recreation and enjoyment across County Durham.

Improvements to the access and rights of way network will help to;

- ✓ provide sustainable means of travel to work, school and key services and reduce the reliance on cars
- ✓ contribute to the quality of people's lives, their fitness, health and wellbeing
- ✓ increase accessibility and opportunities to enjoy tourist destinations and the countryside
- ✓ enhance the environment.

For more information contact
03000 265311 prow@durham.gov.uk

walk · cycle · ride

prow@durham.gov.uk · www.durham.gov.uk/prow

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prow@durham.gov.uk

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Cabinet

21st October 2015

**Street Lighting Energy Reduction Project
- Update**



Report of Corporate Management Team

Terry Collins, Corporate Director Neighbourhood Services

**Councillor Brian Stephens, Portfolio Holder for Neighbourhoods
and Local Partnerships**

Purpose of the Report

- 1 To provide Cabinet with an update on the Street Lighting Energy Reduction Project.

Background

- 2 Cabinet approved the business case for this 6 year “invest to save” project on 12 December 2012. The project involves:
 - Retrofit of existing street lights with more energy efficient LED street lights;
 - Removal of street lights not required by the Street Lighting Policy where it is safe to do so; and
 - De-illumination of signs where permitted under Department for Transport regulations.
- 3 The Street Lighting Policy which facilitates the removal of street lights was approved by Cabinet on 20 November 2013 following extensive public consultation. In that report it was stated that an annual update would be provided detailing performance and advising of any revisions to the scope of the project.

Progress to Date

- 4 The table below measures progress to date in terms of units completed compared to the business case to 31 March 2015:

Scope	Units Completed to 31 March 2015		
	Business Case	Actual	Difference
Street Lighting Retrofits	13,804	20,142	+6,338
Street Lighting Removals	2,334	322	-2,012
Bollard Retrofits	9	0	-9
Pedestrian Crossing Retrofits	11	0	-11
Traffic Signal Retrofits	997	0	-997
De-illumination of Signs	314	397	+83

- 5 All works are being delivered by the Council's in-house provider, Highway Services, with support from external sub-contractors.

Street Lighting Retrofits

- 6 Retrofits commenced in June 2013 and have been undertaken across the County. Progress is well ahead of schedule and works have been accelerated.
- 7 The Council has led the development of a regional four year procurement framework for the supply of LED street lights through the North East Highways Alliance. An annual mini-competition is undertaken to ensure that best value is achieved in terms of the cost and performance of LED street lights which continue to improve each year as technology advances.
- 8 The framework includes Thorn who have a factory at Spennymoor that manufactures LED street lights which are being used as part of the project.

Street Lighting Removals

- 9 Commencement of works was delayed by the need to update the Street Lighting Policy to facilitate removals. The updated Street Lighting Policy was subject to public consultation and approved by Cabinet approval on 20 November 2013.
- 10 The Council is only removing street lights that are not required by the Street Lighting Policy where it is safe to do so. The Council has commissioned independent Road Safety Auditors to carry out robust risk assessments.
- 11 The risk assessment identifies any potential hazards to highway users and considers if and how these can be mitigated. If the risk assessment identifies any significant road safety issues that cannot be mitigated then the Council does not proceed with the removal.
- 12 The robustness of the process is reinforced by the fact that approximately 20% of all proposed removals assessed to date have not progressed due to issues identified in the risk assessment by the independent Road Safety Auditors that cannot be mitigated.
- 13 Of the removal schemes that have progressed, some have met with opposition during the consultation process (with local Members, Town Councils and Parish Councils) and officers have attended meetings to discuss the concerns raised. However, in all cases to date the risk assessments have proved to be robust.
- 14 The Council has offered Town and Parish Councils a service level agreement to retain street lights in their areas on a fully funded basis where they have expressed concerns about their removal. The following Town and Parish Councils have agreed service level agreements to retain street lights in their areas:

- Great Aycliffe Town Council;
- Ferryhill Town Council;
- Chilton Town Council; and
- Stanhope Parish Council.

15 The risk assessment process and consultation are taking longer than originally envisaged in the Business Case due to the in depth work and extensive consultation required as described above. However, this is mitigated by the acceleration in retrofits.

De-illumination of Signs

16 The de-illumination of signs is progressing ahead of schedule.

Retrofit of Bollards, Pedestrian Crossings and Traffic Signals

17 These retrofits have not progressed because the detailed design process identified that additional works are required. The extra cost of these works means that these retrofits no longer meet the ‘invest to save’ criteria.

Financial Performance

18 The table below measures the cumulative financial performance of the project to date compared to the business case to 31 March 2015:

Description	Business Case	Actual
Capital Expenditure	£7,106,171	£7,140,942
Capital Repayments	£253,940	£205,519
Gross Revenue Saving	£707,548	£618,754
MTFP Saving	£224,355	£300,579

19 The additional retrofits and their better performance than originally assumed mitigates the slippage in removals to date.

20 This project is investing in the Council’s highway infrastructure whilst contributing significant savings towards the Medium Term Financial Plan.

Energy and Carbon Reduction Performance

21 The table below measures progress to date in terms of energy and carbon reduction achieved compared to the business case to 31 March 2015:

Scope	To 31 March 2015	
	Business Case	Actual
Energy reduction (KwH)	4,602,871	4,425,298
Carbon reduction (CO2 tonnes)	2,503.96	2,407.36

- 22 It can be seen that actual energy and carbon reduction is very close to the business case target.
- 23 This project is making a major contribution to the Council's target of reducing its carbon emissions by 40%.

Customer Feedback

- 24 Customer feedback to 31 March 2015 is summarised as follows:

Customer Feedback	Type
General queries/ requests for information	539
Formal Complaints	26
Compliments	10

- 25 The retrofits have affected 100,000 households to date. This level of customer feedback is typical of street lighting schemes nationwide. The number of formal complaints represents 0.026% of the affected households.

Street Lighting Retrofits

- 26 The new energy efficient LED street lights are a significant change from the old street lights that they replace. The main differences are:
- LEDs provide white light which provides better colour condition compared to the old yellow lights; and
 - LEDs have better control than the old yellow lights and therefore reduce light spillage onto homes and gardens.
- 27 It can take a few weeks for residents to get used to the new LED street lights but generally they have been well received by the public.
- 28 Most of the general queries / requests for further information have been in relation to the reduction of light spillage onto homes and gardens. Once it is explained that street lighting is only supposed to light the highway and the savings achieved from energy reduction most customers are accepting of this.
- 29 We have developed an escalation process for persistent complaints that involves desktop design checks and on site light meter testing. These checks have proved that the new LED street lights meet and exceed the relevant British Standard whereas in most cases the old lights did not.
- 30 Please see Appendix 2 for the information leaflet that is provided to households and businesses prior to retrofit works.

Street Lighting Removals

- 31 Only a small number of removals have been completed to date therefore only a small number of customer contacts have been received. However, as noted above the consultation process has generated a large amount of feedback from Councillors, Town Councils and Parish Councils.

Research

- 32 A recent study led by the London School of Hygiene & Tropical Medicine has concluded that there is no evidence of an association between reduced street lighting (i.e.: retrofits, removals and dimming) and:

- Increased crime; and
- Night time road traffic collisions.

- 33 This is in line with previous research commissioned by the Department for Transport and helps reinforce that the measures introduced as part of the Street Lighting Energy Reduction Project are safe.

Scope Review

- 34 The project scope has been reviewed and amended to reflect:

- Improvements in LED cost and performance;
- Revised estimate for street lighting removals based on detailed risk assessments; and
- Revised estimate for retrofit of Bollards, Pedestrian Crossings and Traffic Signals based on updated invest to save appraisal.

- 35 The revised scope is as follows:

Measure	Original Scope (Business Case)	Revised Scope	Change
Street Lighting Retrofits	41,412	55,000	+13,588
Street Lighting Removals	7,000	3,000	-4,000
Bollard Retrofits	28	0	-28
Pedestrian Crossing Retrofits	34	0	-34
Traffic Signal retrofits	2,991	0	-2,991
De-illumination of Signs	942	942	0

- 36 The revised scope remains within the approved capital budget and is forecast to deliver the same level of savings as the original business case.

Column Replacement

- 37 In addition to the Street Lighting Energy Reduction Project, the Council has a significant programme of replacing life expired columns.

Recommendations and Reasons

- 38 Cabinet are asked to note the content of the report and accept a further update in 12 months.

Appendices

- Appendix 1: Implications
- Appendix 2: Information Leaflet

Background Papers

- Cabinet Report : Street Lighting Energy Reduction Project dated 12 December 2012
- Cabinet Report : Street Lighting Policy dated 20 November 2013

Contact:	John Reed	Tel:	03000 267454
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Appendix 1: Implications

Finance

Please see paragraph 18 of the report.

The project has achieved MTFP savings of £300,579 to 31 March 2015.

Staffing

The works are being delivered by the Council's in-house provider, Highway Services, supported by its supply chain of competitively procured sub-contractors.

Risk

Project risks are being managed by the project team.

Equality and Diversity / Public Sector Equality Duty

An Equality Impact Assessment (EIA) was completed for the street lighting policy and reviewed in line with the review of the policy. The recommendations of the EIA were incorporated into the project delivery process.

Accommodation

None

Crime and Disorder

None

Human Rights

None

Consultation

There was a public consultation on the updated Street Lighting Policy. A consultation exercise is also undertaken on every proposed street light removal with local Councillors, Town Councils and Parish Councils.

Procurement

LED street lights are being procured competitively via the regional framework established by Durham.

The works are being delivered by the Council's in-house provider, Highway Services, supported by its supply chain of competitively procured sub-contractors.

Disability Issues

An Equality Impact Assessment (EIA) was completed for the street lighting policy and reviewed in line with the review of the policy. The recommendations of the EIA were incorporated into the project delivery process.

Legal Implications

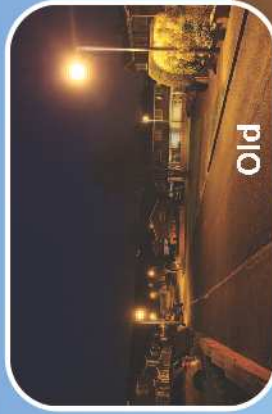
None

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Frequently asked questions

Will there be any differences to the lighting?

The new LED lights will concentrate lighting on the road and footpath areas and will reduce light pollution to the surrounding areas.



Old



New

Is every street light being upgraded?

No. We have carried out technical and financial assessments on all street lights and have identified 41,000 that are suitable for replacement.

Will the street lights be switched off while the work is taking place?

No. The existing light will remain lit until the energy supply is switched across to the new LED light.

What are the energy savings?

A typical existing light uses 70 watts whereas an LED light uses 20 watts for the same light output.



Durham
County Council

Over the next few weeks we're going to be upgrading the street lights in your area.

Contact us

Highways and streetscene

Telephone 03000 261 000

email help@durham.gov.uk

www.durham.gov.uk

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Street lighting energy reduction project

Street lighting energy reduction project

We are carrying out a programme to upgrade more than 41,000 street lights across the county. We are replacing existing lights with the latest Light Emitting Diode (LED) lights which will reduce energy consumption by up to 80%.

This programme is part of the Street Lighting Energy Reduction Project which will reduce carbon emissions and save almost £24 million over 25 years.

What's happening?

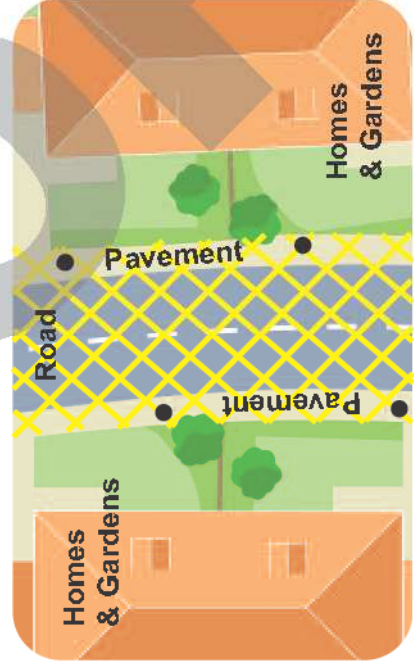
We will be replacing the existing lights in your street with LED lights which are more energy efficient.

There may be occasional instances where we need to carry out additional work such as repairing or replacing a lighting column.

We will always try to keep disruption to a minimum, but there may be times when you might be inconvenienced particularly when work is being carried out directly outside your home or premises.

About the new lighting

- LED lighting is much more energy efficient and has a longer lifespan than traditional street lighting.
- The new LED lights produce white light which allows objects and people to be identified more easily compared with the light from a traditional light.
- The new LED lights are also fitted with technology which allows the light to be dimmed.
- The lights will be dimmed by 25% between 10.00pm and midnight and by 50% between midnight and 5.00am. Dimming by 50% is generally not noticeable to most people.
- We are required to light the public highway as illustrated below.



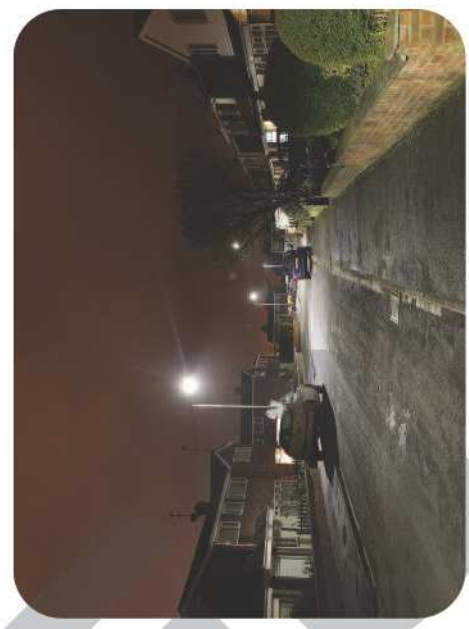
Shaded area represents the zone required to be lit by street lights.

How it looks

As illustrated below the main difference with the new LED lights is that the light focuses on the footpath and road, with less overspill into surrounding gardens and homes. It is a whiter light with colours more visible.



Old



New