



## Cabinet

**Date** **Wednesday 14 November 2018**

**Time** **10.00 am**

**Venue** **The Main Hall, Durham Town Hall, Market Place, Durham,  
DH1 3NJ**

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## Business

### 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 meeting held on 17 October 2018 (Pages 3 - 6)
3. Declarations of interest

#### **Key Decisions:**

4. Council Tax Base 2019/20 and Forecast Surplus on the Council Tax Collection Fund as at 31 March 2019 - Report of Corporate Director of Resources [Key Decision: CORP/R/18/02] (Pages 7 - 22)
5. Review of School Provision - Future Options for Wellfield School as part of the Education Review in County Durham - Joint Report of Corporate Director of Children and Young People's Services and Corporate Director of Resources [Key Decision: CYPS/02/18] (Pages 23 - 50)

#### **Ordinary Decisions:**

6. Council Activity Update - Report of Director of Transformation and Partnerships (Pages 51 - 68)
7. Forecast of Revenue and Capital Outturn 2018/19 - Period to 30 September 2018 - Report of Corporate Director of Resources (Pages 69 - 98)
8. Mid-Year Review Report of Treasury Management for the period to 30 September 2018 - Report of Corporate Director of Resources (Pages 99 - 108)
9. Adults Wellbeing and Health Overview and Scrutiny Committee - Review of Suicide Rates and Mental Health and Wellbeing in County Durham - Report of Director of Transformation and Partnerships (Pages 109 - 174)

10. Speed Management Strategy - Report of Corporate Director of Regeneration and Local Services (Pages 175 - 204)
11. Future Options for schools in the Horden area, as part of the Education Review in County Durham - Joint Report of Corporate Director of Children and Young People's Services and Corporate Director of Resources (Pages 205 - 228)
12. Such other business as, in the opinion of the Chairman of the meeting, is of sufficient urgency to warrant consideration.
13. 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)**

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

**Helen Lynch**  
Head of Legal and Democratic Services

County Hall  
Durham  
6 November 2018

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, O Gunn, L Hovvels, O Johnson, C Marshall, K Shaw and B Stephens

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**Contact: Ros Layfield**

**Tel: 03000 269708**

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**DURHAM COUNTY COUNCIL**

At a Meeting of **Cabinet** held in **Committee Room 2, County Hall, Durham**, on  
**Wednesday 17 October 2018 at 10.00 am**

**Present:**

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

**Cabinet Members:**

Councillors J Allen, J Brown, O Gunn, L Hovvels, O Johnson, A Napier, K Shaw and B Stephens

**Apologies:**

An apology was received from Councillor C Marshall.

**Also Present:**

Councillors J Clare, R Crute, M Davinson, P Jopling and J Shuttleworth

**1 Public Questions**

A written response would be provided to a question about traffic and relief roads which was received from a member of the public who could not be present at the meeting.

**2 Minutes**

The minutes of the meeting held on 12 September 2018 were confirmed as a correct record and signed by the Chairman.

**3 Declarations of interest**

There were no declarations made.

**4 Mainstream Primary and Secondary Formula Funding 2019-20 and Transfer to High Needs Block [Key Decision: CORP/R/18/06]**

The Cabinet considered a joint report of the Corporate Director of Children and Young People's Services and the Corporate Director of Resources which set out the Council's approach to setting a funding formula for mainstream primary and secondary schools for 2019/20, which would apply to maintained schools from 1 April 2019 and academies from 1 September 2019. The report also set out proposals to apply to the Secretary of State for Education for permission to transfer funding from the schools block to supplement High Needs funding in response to the significant budget pressures being experienced in this area. Full details of the forecast impact on individual schools was included in the report (for copy see file of minutes).

Councillor Gunn in responding to the question from Councillor Shuttleworth about changes in the NFF for schools advised of the opportunities the council has taken to engage with government in relation to this and also the wider financial issues for schools.

Cabinet members spoke of the financial difficulties being faced by schools and that in order to support them there was no alternative now other than to seek permission from the secretary of state, DfE to transfer funding to supplement high needs funding in response to the budget pressures.

In relation to the options set out in the report that had been identified for the 2019-20 formula cabinet members supported option 2, which would continue with the strategy implemented with effect from 2018/19: a transitional formula which moves schools to a NFF based allocation from 2020/21.

**Resolved:**

- (a) To note the indicative financial modelling that has been undertaken to date and the timetable for decision-making for the 2019-20 mainstream primary and secondary funding formula;
- (b) To authorise the Corporate Director of Resources and Corporate Director of Children and Young Peoples Services, in consultation with the relevant Cabinet members, to submit an application for a transfer of funding from the Schools Block of the Dedicated Schools Grant of the maximum permissible, without creating a negative ceiling;
- (c) In considering the options available in terms of the 2019-20 mainstream primary and secondary funding formula agreed to support option 2, and would feedback to the Schools Forum at its meeting on 5 November 2018.

**5 Durham History Centre Update**

The Cabinet considered a report of the Director of Transformation and Partnerships which updated on progress with the Durham History Centre project proposal (for copy see file of minutes).

**Resolved:**

That the report be noted.

**6 County Durham Partnership Update**

The Cabinet considered a report of the Director of Transformation and Partnerships which updated on issues being addressed by the County Durham Partnership (CDP) including the board, the five thematic partnerships, safeguarding boards and all area action partnerships (AAPs). The report also included updates on other key initiatives being carried out in partnership across the county (for copy see file of minutes).

**Resolved:**

That the report be noted.

## **7      Council Activity Update**

The Cabinet considered a report of the Director of Transformation and Partnerships which provided an update on work to support some of the Council's key priorities (for copy see file of minutes).

Members welcomed the update provided in the report which set out the amount of work to realise the vision for the county, and gave the position on progress towards delivering some of the key priorities and other newsworthy aspects of the councils work. They commended the work that had been achieved by the Authority and its partners.

**Resolved:**

That the report be noted.

## **8      Draft Children and Young People's Strategy**

The Cabinet considered a joint report of the Corporate Director of Children and Young People's Services and the Director of Transformation and Partnerships which presented the draft Children and Young People's Strategy 2018/19- 2020/21 (for copy see file of minutes).

**Resolved:**

That the recommendations contained in the report be approved.

## **9      Selective Licensing in County Durham**

The Cabinet considered a report of the Corporate Director of Regeneration and Local Services which sought approval in principle to the undertaking of detailed preparatory work with the intention of submitting an application to the Secretary of State for Communities and Local Government for a county wide selective licensing designation (for copy see file of minutes).

**Resolved:**

That the recommendations contained in the report be approved.

## **10     Director of Public Health Annual Report**

The Cabinet considered a joint report of the Corporate Director of Adult and Health Services and the Director of Public Health, County Durham which proposed that Cabinet receive the 2018 annual report of the Director of Public Health for County Durham (for copy see file of minutes). The Director was thanked for the presentation of her first annual report.

**Resolved:**

That the recommendations contained in the report be approved.

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## Cabinet

14 November 2018

### **Council Tax Base 2019/20 and Forecast Surplus on the Council Tax Collection Fund as at 31 March 2019**



**Key Decision: CORP/R/18/02**

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**Report of Corporate Management Team  
John Hewitt, Corporate Director of Resources  
Councillor Alan Napier, Portfolio Holder for Finance**

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

- 1 To determine the Council's Tax Base for all domestic properties liable to pay council tax, which is an important component in the Council's budget setting process for 2019/20 and to report on the estimated collection fund surplus as at 31 March 2019, which will need to be distributed to the principal precepting authorities in 2019/20.

#### **Background**

- 2 Regulations made under the Local Government Finance Act 1992 (The Local Authorities (Calculation of Council Tax Base) Regulations 1992 (as amended)) require each billing authority to calculate its 'Council Tax Base' for the following financial year.
- 3 The Local Authorities (Calculation of Council Tax Base) (England) Regulations 2012 (SI 2012:2914) provides amended statutory guidance to incorporate the changes as a result of the introduction of Local Council Tax Reduction Schemes (LCTRS's) from 1 April 2013.
- 4 The Council Tax Base is a measure of the County Council's 'taxable capacity', for the purpose of setting its Council Tax. Legislation requires the Council to set out the formula for that calculation and that the tax base is formally approved by Cabinet.
- 5 Section 84 of the Local Government Act 2003 enables authorities to set their Council Tax Base, other than by a decision of the full Council, therefore, allowing Cabinet to take the necessary decisions to determine the Council Tax Base for 2019/20.
- 6 On 11 July 2018 Cabinet resolved to recommend to Council continuation of the current LCTRS into 2019/20. Council, on 31 October 2018, subsequently approved the continuation of the current Local Council Tax Reduction Scheme into 2019/20, which retains the same level of support to all council tax payers

as the previous Council Tax Benefit Scheme, which was abolished on 1 April 2013.

- 7 The extension to the LCTRS is initially for one more year and the Scheme will be kept under continuous review with a further decision to be considered by Cabinet in the summer of 2019 and Full Council by January 2020 with regards to proposals for 2020/21. There are no other discount changes impacting on the Tax Base for 2019/20.
- 8 All monies collected from Council Tax are paid into the Collection Fund. The Council collects monies on behalf of itself, the Police, Crime and Victims' Commissioner, the County Durham and Darlington Fire and Rescue Authority and local Town and Parish Councils in the County. Police and Fire are classified as major precepting bodies under Council Tax legislation, whereas Town and Parish Councils are classified as local precepting bodies.
- 9 Significant sums pass through the Collection Fund annually, a process which can result in a surplus or deficit on the Fund at the 31st March as the monies collected inevitably vary from those estimated.
- 10 As the billing authority, the Council is required on an annual basis, by 15 January, to make a declaration of the estimated Collection Fund outturn position, and identify and apportion any surplus or deficit anticipated for the following financial year between the principal precepting authorities making a precept on the Fund so that they can factor this into the budget setting processes. Quarterly updates are reported as part of the budgetary control reports to Cabinet. Last year, the Council declared a surplus of £5.483m, which was distributed in 2018/19 and used for budget setting in the current year.

### **Calculating the Tax Base 2019/20**

- 11 Appendix 2 shows the number of dwellings in County Durham, allocated across the various Council Tax Bands. At 1 October 2018 there were 244,719 dwellings registered for Council Tax in the county.
- 12 Some of these properties are exempt from council tax (e.g. dwellings occupied solely by students), whilst in single person households only 75% of the tax is payable. Following decisions taken in December 2012, empty properties no longer receive any discount; neither do second homes and long term empty properties. Empty properties that have been empty for more than two years are charged a 50% premium.
- 13 The number of dwellings, therefore, needs to be adjusted to reflect these discounts and exemptions, giving a net property base (chargeable dwellings) for each Council Tax band. Council Tax for a Band A property is 6/9ths of the Band D council tax; Band B is 7/9ths and Band C is 8/9ths. Prior to consideration of the impact of the LCTRS, there are 215,495.2 chargeable properties in County Durham and 83.9% of these are within bands A to C, with 57.8% of all properties being in Band A.

- 14 The Council Tax levied varies between the different bands according to proportions laid down in legislation. These proportions are based around Band D, and are fixed so that the bill for a dwelling in Band A will be a third of the bill for a dwelling in Band H. Applying the relevant proportion to each band's net property base produces the number of 'Band D Equivalent' properties for the area. Prior to consideration of the impact of LCTRS, there are 169,708.0 Band D Equivalent properties in County Durham.
- 15 In determining the Council Tax Base for 2019/20, three further issues must be factored into the calculation:
- Forecast impact on the tax base as a result of changes in the incidence of LCTRS claims, which is a discount rather than a benefit payment and therefore reduces the tax base;
  - Forecast impact on the tax base as a result of growth (i.e. new build) or reductions (e.g. demolitions or increases in the incidence of other Council Tax discounts and exemptions) for 2019/20; and
  - Provision for non-collection of council tax due to bad debts that need to be written off.
- 16 In 2018/19 the provision for non-collection was 1%, giving a forecast overall collection rate of 99% and based on actual collection performance, it is proposed to retain the same non-collection rate for 2019/20 tax base setting purposes.
- 17 In previous years the Council has taken a cautious approach to tax base setting and has not built in any tax base growth into its tax base calculations. However, based on experience in recent years the 2019/20 calculations include a prudent assumption on net tax base growth. This therefore builds in more risk to the Collection Fund in 2019/20, where tax base growth of 500 Band D equivalents dwelling (495 @ 99% collection rate) is included in determining the tax base for next year.
- 18 Taking into account the forecast collection rate, the provision of tax base growth and factoring in the adjustments to the Band D Equivalent properties as a result of the LCTRS next year, the Band D Equivalent Tax Base is forecasted to be 139,738.8 in 2019/20. This compares to the current 2018/19 tax base figure for the County of 138,419.2 – an increase of 1,319.6 (0.95%).
- 19 The council tax base for the County Council will be used by the Police, Crime and Victims' Commissioner and the Durham and Darlington Fire and Rescue Authority to set their council tax precepts for 2019/20, which will be included in the council tax bills sent to every council tax payer in the County.

- 20 The Town and Parish (T&P) Councils and the Charter Trust for the City of Durham, council tax bases are set out at Appendix 3 and will be used to calculate T&P Councils and the Charter Trust for the City of Durham precepts in 2019/20. These will also be added to the council tax bills and sent to every council tax payer in the respective T&P Council areas.
- 21 The Council's formula grant includes an element relating to T&P Councils and whilst the Council has passed the grant on to the T&P Councils over the last three years, there is no statutory requirement to do so.
- 22 Following discussions with the T&P Councils' Working Group, Cabinet resolved on 11 July 2018 to continue to pass on the T&P element of its formula grant in 2019/20, but in doing so, continue to apply pro-rata reductions in the Local Council Tax Reduction Scheme Grant paid to T&P Councils in 2019/20 in line with reductions in the overall formula funding made available to the Council.
- 23 Formula grant has been subject to significant ongoing year on year reductions since 2010/11 and the latest MTFP includes a forecast c£14m reduction in Revenue Support Grant in 2019/20, partially offset by retail price index inflation (RPI) increases in the local share of business rates and top up grant under the localisation of Business Rates. The Local Council Tax Reduction Scheme Grant payable next year to the T&P Councils will be £1.311m, a reduction of £90,000.
- 24 Appendix 4 summarises the financial impact on individual T&P Councils across the county and the Charter Trust for the City of Durham from the combined effects of the changes to the tax base, and the distribution of LCTRS grant in 2018/19.
- 25 The LCTRS grant payable to individual T&P Councils has been allocated proportionate to impact on tax raising capacity brought about by the LCTRS, which was agreed as the most appropriate method of distribution.

### **Estimated Collection Fund Surplus – Council Tax**

- 26 The Council needs to determine and declare the estimated surplus or deficit on its Collection Fund at 31 March each year by 15 January.
- 27 As highlighted in the quarter 2 forecast of outturn report (based on the position to 30 September 2018) the Council Tax Collection Fund is forecast to achieve a surplus of £1.716 million at 31 March 2019 and therefore the Council will be declaring a surplus for budget setting purposes and needs to apportion this between the major precepting bodies.
- 28 The estimated surplus for council tax will be shared between the County Council, the Fire Authority and Durham Police, Crime and Victims' Commissioner in proportion to the 2018/19 demands / precepts on the Fund. The £1.716 million will therefore be allocated as follows:

	<b>Forecast Surplus to be Distributed in 2019/20</b>
Durham County Council	£1.447m
Durham Police, Crime & Victims' Commissioner	£0.173m
Durham & Darlington Fire and Rescue Authority	£0.096m
<b>Total</b>	<b>£1.716m</b>

- 29 Officers will continue to carefully track and monitor the Council Tax Base and Collection Fund performance over the coming months. It is unlikely that the forecast outturn on the Collection Fund will change significantly at this stage.

### **Next Steps**

- 30 Police, Fire and local town and parish councils have been notified of their indicative Council Tax Bases earlier this summer and the Fire Authority and Durham Police, Crime and Victims' Commissioner have also been notified that they will receive a share of an anticipated surplus on the Council Tax Collection Fund.
- 31 Subject to Cabinet consideration of this report, the tax bases will be confirmed. T&P Councils will be requested to submit their precept requests by 25 January 2019 to enable these to be incorporated into the 2019/20 Budget and Council tax setting reports to Cabinet and Council in February 2019.
- 32 The Fire Authority and Durham Police, Crime and Victims' Commissioner will be notified of their share of the estimated surplus on the Council Tax Collection Fund to enable them to factor this into their budget setting for 2019/20. This will produce a one-off benefit / additional resource in 2019/20.
- 33 In continuing with the current LCTRS next year, members have committed to a full review of the Scheme in early summer of 2019, including options to move to a banded scheme in future years. This review will draw on experiences elsewhere and the impact of the wider welfare reforms in County Durham, including the impact of the roll out of Universal Credit, during the period 2013/14 to 2018/19 and put forward options for consideration by Cabinet in the summer next year, with a view to consultation on any changes for 2020/21 being in late Summer / Autumn of 2019 and a report being presented to Cabinet on the outcome of the consultation by December 2019. The 2020/21 LCTRS scheme will need to be endorsed by Council before 31 January 2020.

### **Recommendation and Reasons**

- 34 It is recommended that Cabinet:
- (i) approves the Council Tax Base for the financial year 2019/20 for the County, which has been calculated to be 139,738.8 Band D equivalent properties;

- (ii) notes the impact on individual Town and Parish Council Tax bases and Local Council Tax Reduction Scheme Grant allocations for the financial year 2018/19
- (iii) approves the declaration of a surplus on the Council Tax Collection Fund at 31 March 2019 of £1.716 million, to be distributed to the Council; the County Durham Fire and Rescue Authority; and the Durham Police and Crime Commissioner in accordance with Council Tax regulations.

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**Contact: Paul Darby, Head of Finance Tel : 03000 261 930**

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### **Background Papers**

- Local Authorities (Calculation of Council Tax Base) Regulations 2012 (SI:2012:2914)
- Welfare Reform Act 2012.
- Medium Term Financial Plan (9), 2019/20-2022/23 and Review of the Local Council Tax Reduction Scheme, Council Tax Discounts and Business Discretionary Rate Reliefs – Report to Cabinet 11 July 2018
- Local Council Tax Scheme 2019/20 – report to Council 31 October 2018
- Forecast of Revenue and Capital Outturn 2018/19: Quarter 2 – report to Cabinet 14 November 2018

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## **Appendix 1: Implications**

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### **Finance**

Council on 31 October 2018 approved the Cabinet's recommendations to extend and continue the current Local Council Tax Reduction Scheme (LCTRS) into 2019/20, which retains the same level of support to all council tax payers as the previous Council Tax Benefit Scheme, which was abolished on 1 April 2013.

The extension to the LCTRS is initially for one more year and the Scheme will kept under continuous with a report being considered by Cabinet in the summer next year, with a view to consultation on any changes for 2020/21 being in late summer / Autumn of 2019 and a report being presented to Cabinet on the outcome of the consultation by December 2019. There are no other discount changes impacting on the Tax Base for 2019/20.

The Council will distribute £1.311 million of its formula grant to the T&P Councils and the Charter Trust for the City of Durham in 2019/20, reflecting the T&P element of the LCTRS Grant (as reduced in line with Council formula grant reductions).

Factoring in the Tax Base figures contained in this report, the Council will be able to include additional Council Tax revenues of c£1.999 million into MTFP9 in 2019/20 as a recurring item.

The Council is forecasting a surplus on the Council Tax Collection Fund of £1.716 million at 31 March 2019 and therefore will be declaring a surplus for budget setting purposes and need to apportion this between the major precepting bodies. The Councils share of this surplus is £1.447 million and this will be included into MTFP9 in 2019/20 as a one off sum. These adjustments will be made in the December MTFP9 report to Cabinet.

### **Staffing**

None.

### **Risk**

The key risks associated with this report are financial, in terms of prudence and accuracy of forecasts used to determine the Tax Base and the estimation of the Council tax Collection Fund surplus / deficit position at 31 March 2019.

The Council's performance on recovery of Council Tax, both in year and the overall recovery rate needs careful monitoring. In 2018/19, the provision for non-collection was 1.0%, giving a forecast collection rate of 99.0% and it is proposed to retain the same collection rate for budget setting in 2019/20.

In previous years the Council has taken a cautious approach to tax base setting and has not built in any tax base growth into its tax base calculations. However, based on experience in recent years the 2019/20 calculations include a prudent assumption on net tax base growth. This therefore builds in more risk to the Collection Fund in

2019/20, where tax base growth of 500 Band D Equivalent properties (495 @ 99% collection rate) is included in determining the tax base for next year.

Officers will continue to carefully track and monitor the Council Tax Base and Collection Fund performance. The quarter 2 forecast of outturn report (based on the position to 30 September 2018) includes details of the Collection Fund performance.

For budget setting purposes the Council Tax Collection Fund surplus is estimated to be £1.716 million at 31 March 2019 and this will be distributed between the major precepting bodies in 2019/20 in accordance with Council Tax legislation.

### **Equality and Diversity / Public Sector Equality Duty**

None.

### **Accommodation**

None

### **Crime and Disorder**

None.

### **Human Rights**

None

### **Consultation**

Towns and Parish Councils were consulted on the proposals to continue to passport an element of the Councils formula grant, equivalent to the Town and Parish share of the Local Council Tax Reduction Scheme grant funding within formula grant for 2019/20. Indicative tax base figures and LCTRS grant allocations were provided to Town and Parish Councils in July.

No further consultation has been undertaken as Council resolved on 31 October 2018 to continue with the current Local Council Tax Reduction Scheme into 2019/20, thereby retaining the same level of support to all council tax payers as the previous Council Tax Benefit Scheme, which was abolished on 1 April 2013.

The County Durham Fire and Rescue Authority have been informed of their indicative tax base for 2019/20 and an initial estimate of their share of a forecast surplus on the Council Tax Collection Fund in October 2018.

### **Procurement**

None

### **Disability Issues**

See above.

### **Legal Implications**

The Council has a statutory responsibility to set its council tax base for the purpose of levying council tax from its council tax payers in order to raise the required amount of council tax income to balance its 2019/20 revenue budget

Regulations made under the Local Government Finance Act 1992 (The Local Authorities (Calculation of Council Tax Base) Regulations 1992 (as amended) the Council to calculate a council tax base for each financial year.

The Local Authorities (Calculation of Council Tax Base) (England) Regulations 2012 (SI 2012:2914) which came into force on 30 November 2012 and applies to the financial years beginning 1 April 2013 onwards contains the rules which require the Council to calculate the Council Tax Base.

Section 84 of the Local Government Act 2003 enables authorities to set their Council Tax Base, other than by a decision of the full Council, therefore, allowing Cabinet to take the necessary decisions to determine the Council Tax Base for 2019/20.

A key element of the tax base calculation is the Council's policy in terms of its LCTRS and on other discretionary discounts.

There is a statutory requirement for the Council to adopt a local council tax reduction scheme by 31 January each year and Council agreed on 31 October 2018 to continue with the current LCTRS into 2019/20, in line with the Cabinet decisions on 11 July 2018.

The Council is also required to determine and declare the forecast surplus or deficit position on its Collection Fund at the year-end by 15 January each year and notify its major precepting bodies (County Durham Fire and Rescue Authority; and the Durham Police and Crime Commissioner) of their share of these sums so that they can factor these into their budget setting processes.

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## APPENDIX 2 - Durham County Council Tax Base 2019/20

	Band								Total
	A	B	C	D	E	F	G	H	
Number of Dwellings shown on the valuation list for the Authority on 01/10/18	143,521.00	32,954.00	30,301.00	21,236.00	10,245.00	4,011.00	2,175.00	276.00	244,719.00
Discounts, Exemptions and Reliefs	(18,860.50)	(4,151.50)	(2,922.70)	(1,905.00)	(821.20)	(285.70)	(153.50)	(123.70)	(29,223.80)
Chargeable Dwellings before LCTRS	124,660.50	28,802.50	27,378.30	19,331.00	9,423.80	3,725.30	2,021.50	152.30	215,495.20
Band D Equivalents prior to LCTRS	83,066.0	22,401.9	24,336.3	19,331.0	11,518.0	5,381.0	3,369.2	304.6	169,708.0
Local Council Tax Reduction Scheme impact on tax base (Band D Equivalents)	(24,588.1)	(2,335.9)	(1,227.5)	(568.7)	(239.7)	(74.1)	(23.7)	0.0	(29,057.7)
Band D Equivalent Properties	58,477.9	20,066.0	23,108.8	18,762.3	11,278.3	5,306.9	3,345.5	304.6	140,650.3
								Tax Base Growth - Band D Equivalents	500.0
								Total Band D Equivalents	141,150.3

Tax Base (99.0%) 139,738.8

% of Properties per Council Tax Band	57.8%	13.4%	12.7%	9.0%	4.4%	1.7%	0.9%	0.1%	100.0%
% Properties in Band A to C	83.9%								

**APPENDIX 3 - Durham County Council Tax Base 2019/20 by Town & Parish Council**

Tax Base for Council Tax purposes 2018/19	Locality	Parish Area	Amalgamated Parish Code	Number of Dwellings on the Valuation Office List	Band D Equivalent Properties	Tax Base for Council Tax purposes 2019/20	Increase / (Decrease) in Tax Base from 2018/19
No.				No.	No.	No.	No.
1,798.6	Barnard Castle	Barnard Castle	T0002	2,706.0	1,845.7	1,827.2	28.6
82.7	Barnard Castle	Barningham	T0003	84.0	83.2	82.4	(0.3)
56.1	Barnard Castle	Boldron	T0005	54.0	55.7	55.1	(1.0)
170.5	Barnard Castle	Bowes	T0006	206.0	175.2	173.4	2.9
405.0	Barnard Castle	Cockfield	T0009	795.0	400.6	396.6	(8.4)
272.6	Barnard Castle	Cotherstone	T0010	295.0	273.6	270.9	(1.7)
190.2	Barnard Castle	Eggleston	T0011	215.0	196.0	194.0	3.8
657.8	Barnard Castle	Etherley	T0013	975.0	671.8	665.1	7.3
676.1	Barnard Castle	Evenwood and Barony	T0014	1,228.0	682.9	676.1	0.0
58.9	Barnard Castle	Forest and Frith	T0015	80.0	60.6	60.0	1.1
497.4	Barnard Castle	Gainford & Langton	T0016	617.0	510.4	505.3	7.9
187.9	Barnard Castle	Hamsterley	T0018	203.0	190.9	189.0	1.1
51.1	Barnard Castle	Hutton Magna	T0024	47.0	50.4	49.9	(1.2)
185.9	Barnard Castle	Ingleton	T0025	209.0	187.6	185.7	(0.2)
64.8	Barnard Castle	Lartington	T0028	60.0	66.3	65.6	0.8
42.8	Barnard Castle	Lunedale	T0029	44.0	43.9	43.5	0.7
397.5	Barnard Castle	Lynesack and Softley	T0030	597.0	405.4	401.3	3.8
279.4	Barnard Castle	Marwood	T0031	349.0	304.3	301.3	21.9
175.5	Barnard Castle	Mickleton	T0032	214.0	172.0	170.3	(5.2)
487.7	Barnard Castle	Middleton in Teesdale & Newbiggin in Teesdale	T0033	702.0	495.4	490.4	2.7
71.0	Barnard Castle	Ovington	T0036	67.0	71.6	70.9	(0.1)
70.3	Barnard Castle	Rokerby, Brignall and Egglestone Abbey	T0007	76.0	69.6	68.9	(1.4)
96.4	Barnard Castle	Romaldkirk	T0039	94.0	98.1	97.1	0.7
81.5	Barnard Castle	South Bedburn	T0041	78.0	82.7	81.9	0.4
462.7	Barnard Castle	Staindrop	T0042	620.0	473.8	469.1	6.4
377.9	Barnard Castle	Startforth	T0043	484.0	398.0	394.0	16.1
161.3	Barnard Castle	Streatlam & Stainton	T0044	217.0	161.4	159.8	(1.5)
420.3	Barnard Castle	Unparished Areas	T0001	408.0	425.9	421.6	1.3
114.9	Barnard Castle	Whorlton & Westwick	T0046	120.0	115.6	114.4	(0.5)
201.4	Barnard Castle	Winston	T0048	212.0	207.1	205.0	3.6
78.8	Barnard Castle	Woodland	T0049	121.0	79.3	78.5	(0.3)
598.1	Chester-le-Street	Bournmoor	C0002	933.0	602.7	596.7	(1.4)
144.1	Chester-le-Street	Edmondsley	C0003	278.0	146.9	145.4	1.3
1,047.7	Chester-le-Street	Great Lumley	C0005	1,661.0	1,062.7	1,052.1	4.4
456.0	Chester-le-Street	Kimblesworth and Plawsworth	C0004	787.0	469.1	464.4	8.4
491.2	Chester-le-Street	Little Lumley	C0006	731.0	498.5	493.5	2.3
903.7	Chester-le-Street	North Lodge	C0007	1,045.0	941.1	931.7	28.0
839.4	Chester-le-Street	Ouston	C0008	1,314.0	875.6	866.8	27.4
1,665.9	Chester-le-Street	Pelton	C0009	3,280.0	1,735.7	1,718.3	52.4
1,287.6	Chester-le-Street	Sacriston	C0010	2,455.0	1,313.6	1,300.5	12.9
5,586.0	Chester-le-Street	Unparished Areas	C0001	9,765.0	5,661.5	5,604.9	18.9
1,044.2	Chester-le-Street	Urpeth	C0011	1,557.0	1,057.5	1,046.9	2.7
1,472.4	Chester-le-Street	Waldrige	C0012	1,754.0	1,485.7	1,470.8	(1.6)
4,122.0	Crook	Bishop Auckland	W0018	7,935.0	4,208.0	4,165.9	43.9
738.2	Crook	Dene Valley	W0014	1,314.0	740.7	733.3	(4.9)
1,755.8	Crook	Greater Willington	W0017	3,381.0	1,789.9	1,772.0	16.2
1,628.3	Crook	Stanhope	W0004	2,408.0	1,643.9	1,627.5	(0.8)
467.9	Crook	Tow Law	W0010	1,014.0	474.1	469.4	1.5
7,191.5	Crook	Unparished Areas	W0001	13,051.0	7,341.3	7,268.2	76.7
595.2	Crook	West Auckland	W0015	1,236.0	606.6	600.5	5.3
286.8	Crook	Witton le Wear	W0016	324.0	296.5	293.5	6.7
973.9	Crook	Wolsingham	W0003	1,305.0	988.6	978.7	4.8
552.9	Durham	Bearpark	DU001	1,001.0	551.4	545.9	(7.0)
3,096.5	Durham	Belmont	DU002	4,442.0	2,999.7	2,969.7	(126.8)
224.1	Durham	Brancepeth	DU003	194.0	222.9	220.7	(3.4)
5,043.7	Durham	Brandon & Byshottles	DU004	9,564.0	5,172.6	5,120.9	77.2
1,597.7	Durham	Cassop-cum-Quarrington Hill	DU005	2,874.0	1,629.6	1,613.3	15.6
1,285.4	Durham	Coxhoe	DU006	2,054.0	1,309.4	1,296.3	10.9
298.8	Durham	Croxdale & Hett	DU007	471.0	302.8	299.8	1.0
1,774.9	Durham	Framwellgate Moor	DU010	2,592.0	1,822.6	1,804.4	29.5
324.4	Durham	Kelloe	DU011	688.0	335.1	331.7	7.3
476.0	Durham	Pittington	DU012	693.0	500.0	495.0	19.0
580.0	Durham	Shadforth	DU013	1,068.0	602.9	596.9	16.9
853.4	Durham	Sherburn	DU014	1,477.0	868.3	859.6	6.2

**APPENDIX 3 - Durham County Council Tax Base 2019/20 by Town & Parish Council**

Tax Base for Council Tax purposes 2018/19	Locality	Parish Area	Amalgamated Parish Code	Number of Dwellings on the Valuation Office List	Band D Equivalent Properties	Tax Base for Council Tax purposes 2019/20	Increase / (Decrease) in Tax Base from 2018/19
No.				No.	No.	No.	No.
713.2	Durham	Shincliffe	DU015	706.0	727.1	719.8	6.6
3,328.0	Durham	Unparished Areas	DU008	5,781.0	3,245.1	3,212.6	(115.4)
682.9	Durham	West Rainton	DU016	1,166.0	695.2	688.2	5.3
754.1	Durham	Witton Gilbert	DU017	1,217.0	760.8	753.2	(0.9)
4,301.2	Durham	City of Durham	DU018	7,028.0	4,406.7	4,362.6	61.4
308.3	Easington	Castle Eden	E0001	279.0	315.2	312.0	3.7
485.5	Easington	Dalton-le-Dale	E0002	679.0	494.5	489.6	4.1
1,167.3	Easington	Easington Colliery	E0003	2,496.0	1,158.9	1,147.3	(20.0)
749.2	Easington	Easington Village	E0004	1,112.0	767.9	760.2	11.0
464.1	Easington	Haswell	E0005	893.0	476.1	471.3	7.2
203.7	Easington	Hawthorn	E0006	230.0	208.3	206.2	2.5
1,639.0	Easington	Horden	E0007	3,970.0	1,677.8	1,661.0	22.0
423.2	Easington	Hutton Henry	E0008	759.0	435.4	431.0	7.8
1,415.9	Easington	Monk Hesleden	E0009	2,968.0	1,435.3	1,420.9	5.0
1,748.5	Easington	Murton	E0010	3,569.0	1,784.3	1,766.5	18.0
4,408.6	Easington	Peterlee	E0012	9,166.0	4,475.4	4,430.6	22.0
4,573.5	Easington	Seaham	E0013	9,213.0	4,650.3	4,603.8	30.3
419.0	Easington	Seaton with Slingley	E0014	537.0	425.1	420.8	1.8
1,105.4	Easington	Shotton	E0016	2,306.0	1,155.7	1,144.1	38.7
690.6	Easington	South Hetton	E0017	1,340.0	705.3	698.2	7.6
619.8	Easington	Thornley	E0019	1,219.0	631.6	625.3	5.5
356.8	Easington	Trimdon Foundry	E0020	703.0	355.8	352.2	(4.6)
57.3	Easington	Unparished Areas	E0011	55.0	62.1	61.5	4.2
680.5	Easington	Wheatley Hill	E0021	1,480.0	690.5	683.6	3.1
1,010.6	Easington	Wingate	E0022	1,868.0	1,022.0	1,011.8	1.2
410.9	Spennymoor	Bishop Middleham	S0001	577.0	415.4	411.2	0.3
59.0	Spennymoor	Bradbury	S0002	57.0	60.4	59.8	0.8
1,016.5	Spennymoor	Chilton	S0003	2,080.0	1,090.5	1,079.6	63.1
591.8	Spennymoor	Cornforth	S0004	1,306.0	599.3	593.3	1.5
91.2	Spennymoor	Eldon	S0005	207.0	93.4	92.5	1.3
2,306.3	Spennymoor	Ferryhill	S0006	5,057.0	2,349.3	2,325.8	19.5
629.9	Spennymoor	Fishburn	S0007	1,184.0	630.9	624.6	(5.3)
6,743.3	Spennymoor	Great Aycliffe	S0008	12,184.0	6,859.7	6,791.1	47.8
113.4	Spennymoor	Middridge	S0009	152.0	116.0	114.8	1.4
117.0	Spennymoor	Mordon	S0010	111.0	118.8	117.6	0.6
1,843.4	Spennymoor	Sedgefield Town Council	S0011	2,363.0	1,888.7	1,869.8	26.4
2,248.9	Spennymoor	Shildon	S0012	5,143.0	2,322.6	2,299.4	50.5
5,835.5	Spennymoor	Spennymoor Town Council	S0013	10,266.0	6,127.4	6,066.1	230.6
1,083.8	Spennymoor	Trimdon	S0014	2,172.0	1,095.4	1,084.4	0.6
118.5	Spennymoor	Windlestone	S0015	120.0	120.7	119.5	1.0
405.8	Stanley	Burnhope	D0010	749.0	417.4	413.2	7.4
274.2	Stanley	Cornsay	D0003	533.0	276.0	273.2	(1.0)
1,388.7	Stanley	Esh	D0005	2,358.0	1,407.3	1,393.2	4.5
83.5	Stanley	Greencroft	D0006	90.0	84.2	83.4	(0.1)
507.2	Stanley	Healeyfield	D0007	720.0	521.2	516.0	8.8
57.0	Stanley	Hedleyhope	D0008	84.0	56.8	56.2	(0.8)
1,485.4	Stanley	Lanchester	D0009	1,970.0	1,495.9	1,480.9	(4.5)
48.7	Stanley	Muggleswick	D0011	58.0	49.7	49.2	0.5
115.9	Stanley	Satley	D0012	128.0	119.1	117.9	2.0
7,632.6	Stanley	Stanley	D0014	15,994.0	7,824.1	7,745.9	113.3
12,625.9	Stanley	Unparished Areas	D0002	21,493.0	12,935.2	12,806.4	180.5
<b>138,419.2</b>				<b>244,719.0</b>	<b>141,150.3</b>	<b>139,738.8</b>	<b>1,319.6</b>

25,887.2	Durham	City of Durham Charter Trust	DCCT	43,016.0	26,152.2	25,890.6	3.4
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**APPENDIX 4 - Impact on Town & Parish Councils & The Charter Trust for the City of Durham 2019/20**

Locality	Parish Area	Amalgamated Parish Code	Increase / (Decrease) in Council Tax Base Band D Equivalent in 2019/20	Band D Council Tax 2018/19	Increase / (Loss) of Tax Raising Capacity	Parish Element of LCTRS Grant 2018/19	Parish Element of LCTRS Grant 2019/20	Net Position After Distribution of LCTRS Grant	Increase / (Decrease) Required in Band D Council Tax to Standstill	Increase / (Decrease) in Band D Council Tax Required to Standstill	Increase / (Decrease) in Band A Council Tax Required to Standstill
									No.	£	£
									£	£	£
Barnard Castle	Barnard Castle Town Council	T0002	28.6	101.6	2,906.3	(5,416.0)	2,504.0	(5.67)	0.0	0.0	0.0
Barnard Castle	Barningham Parish Council	T0003	(0.3)	23.00	(6.90)	0.00	7.00	0.10	-0.01%	0.00	0.00
Barnard Castle	Boldron Parish Council	T0005	(1.0)	4.46	(4.46)	0.00	4.00	(0.46)	0.19%	0.01	0.01
Barnard Castle	Bowes Parish Council	T0006	2.9	23.87	69.22	0.00	0.00	69.22	-1.67%	(0.40)	(0.27)
Barnard Castle	Cockfield Parish Council	T0009	(8.4)	45.45	(381.78)	(2,808.00)	3,183.00	(6.78)	0.04%	0.02	0.01
Barnard Castle	Cotherstone Parish Council	T0010	(1.7)	24.98	(42.47)	0.00	42.00	(0.47)	0.01%	0.00	0.00
Barnard Castle	Eggleston Parish Council	T0011	3.8	35.90	136.42	0.00	0.00	136.42	-1.96%	(0.70)	(0.47)
Barnard Castle	Etherly Parish Council	T0013	7.3	37.57	274.26	(1,122.00)	846.00	(1.74)	0.01%	0.00	0.00
Barnard Castle	Evenwood and Barony Parish Council	T0014	0.0	86.19	0.00	(1,809.00)	1,805.00	(4.00)	0.01%	0.01	0.01
Barnard Castle	Forest and Frith Parish Council	T0015	1.1	-	0.00	(86.00)	86.00	0.00	N/A	0.00	0.00
Barnard Castle	Gainford & Langton Parish Council	T0016	7.9	73.34	579.39	0.00	0.00	579.39	-1.56%	(1.15)	(0.77)
Barnard Castle	Hamsterley Parish Council	T0018	1.1	17.40	19.14	0.00	0.00	19.14	-0.58%	(0.10)	(0.07)
Barnard Castle	Hutton Magna Parish Council	T0024	(1.2)	13.70	(16.44)	0.00	16.00	(0.44)	0.06%	0.01	0.01
Barnard Castle	Ingleton Parish Council	T0025	(0.2)	29.65	(5.93)	(6.00)	12.00	0.07	0.00%	0.00	0.00
Barnard Castle	Lartington Parish Council	T0028	0.8	23.15	18.52	0.00	0.00	18.52	-1.22%	(0.28)	(0.19)
Barnard Castle	Lunedale Parish Council	T0029	0.7	4.91	3.44	(4.00)	1.00	0.44	-0.21%	(0.01)	(0.01)
Barnard Castle	Lynesack and Softley Parish Council	T0030	3.8	23.58	89.60	(333.00)	243.00	(0.40)	0.00%	0.00	0.00
Barnard Castle	Marwood Parish Council	T0031	21.9	16.32	357.41	0.00	0.00	357.41	-7.27%	(1.19)	(0.79)
Barnard Castle	Mickleton Parish Council	T0032	(5.2)	23.26	(120.95)	0.00	121.00	0.05	0.00%	0.00	0.00
Barnard Castle	Middleton in Teesdale & Newbiggin in Teesdale Parish Council	T0033	2.7	38.21	103.17	(69.00)	0.00	34.17	-0.18%	(0.07)	(0.05)
Barnard Castle	Ovington Parish Council	T0036	(0.1)	27.72	(2.77)	0.00	3.00	0.23	-0.01%	0.00	0.00
Barnard Castle	Rokerby, Brignall and Egglestone Abbey Parish Council	T0007	(1.4)	25.28	(35.39)	(8.00)	43.00	(0.39)	0.02%	0.01	0.01
Barnard Castle	Romaldkirk Parish Council	T0039	0.7	33.77	23.64	0.00	0.00	23.64	-0.72%	(0.24)	(0.16)
Barnard Castle	South Bedburn Parish Council	T0041	0.4	9.20	3.68	0.00	0.00	3.68	-0.49%	(0.04)	(0.03)
Barnard Castle	Staindrop Parish Council	T0042	6.4	35.92	229.89	(131.00)	0.00	98.89	-0.59%	(0.21)	(0.14)
Barnard Castle	Startforth Parish Council	T0043	16.1	36.48	587.33	0.00	0.00	587.33	-4.09%	(1.49)	(0.99)
Barnard Castle	Streatlam & Stainton Parish Council	T0044	(1.5)	39.22	(58.83)	0.00	59.00	0.17	0.00%	0.00	0.00
Barnard Castle	Whorlton & Westwick Parish Council	T0046	(0.5)	52.22	(26.11)	0.00	26.00	(0.11)	0.00%	0.00	0.00
Barnard Castle	Winston Parish Council	T0048	3.6	29.79	107.24	(163.00)	56.00	0.24	0.00%	0.00	0.00
Barnard Castle	Woodland Parish Council	T0049	(0.3)	17.64	(5.29)	(66.00)	71.00	(0.29)	0.02%	0.00	0.00
Chester-le-Street	Bournmoor Parish Council	C0002	(1.4)	20.12	(28.17)	(1,200.00)	1,226.00	(2.17)	0.02%	0.00	0.00
Chester-le-Street	Edmondsley Parish Council	C0003	1.3	36.35	47.26	(1,074.00)	1,025.00	(1.74)	0.03%	0.01	0.01
Chester-le-Street	Great Lumley Parish Council	C0005	4.4	22.86	100.58	(1,925.00)	1,820.00	(4.42)	0.02%	0.00	0.00
Chester-le-Street	Kimblesworth and Plawsworth Parish Council	C0004	8.4	42.72	358.85	(304.00)	0.00	54.85	-0.28%	(0.12)	(0.08)
Chester-le-Street	Little Lumley Parish Council	C0006	2.3	15.66	36.02	(304.00)	267.00	(0.98)	0.01%	0.00	0.00
Chester-le-Street	North Lodge Parish Council	C0007	28.0	31.53	882.84	(542.00)	0.00	340.84	-1.16%	(0.37)	(0.25)
Chester-le-Street	Ouston Parish Council	C0008	27.4	27.21	745.55	(845.00)	99.00	(0.45)	0.00%	0.00	0.00
Chester-le-Street	Pelton Parish Council	C0009	52.4	108.83	5,702.69	0.00	0.00	5,702.69	-3.05%	(3.32)	(2.21)
Chester-le-Street	Sacriston Parish Council	C0010	12.9	41.64	537.16	(5,344.00)	4,796.00	(10.84)	0.02%	0.01	0.01
Chester-le-Street	Urpeth Parish Council	C0011	2.7	33.52	90.50	(1,662.00)	1,568.00	(3.50)	0.01%	0.00	0.00
Chester-le-Street	Waldrige Parish Council	C0012	(1.6)	20.82	(33.31)	0.00	33.00	(0.31)	0.00%	0.00	0.00
Crook	Bishop Auckland Town Council	W0018	43.9	46.28	2,031.69	(14,095.00)	12,037.00	(26.31)	0.01%	0.01	0.01

**APPENDIX 4 - Impact on Town & Parish Councils & The Charter Trust for the City of Durham 2019/20**

Locality	Parish Area	Amalgamated Parish Code	Increase / (Decrease) in Council Tax Base Band D Equivalent in 2019/20	Band D Council Tax 2018/19	Increase / (Loss) of Tax Raising Capacity	Parish Element of LCTRS Grant 2018/19	Parish Element of LCTRS Grant 2019/20	Net Position After Distribution of LCTRS Grant	Increase / (Decrease) Required in Band D Council Tax to Standstill	Increase / (Decrease) in Band D Council Tax Required to Standstill	Increase / (Decrease) in Band A Council Tax Required to Standstill
									No.	£	£
									£	£	£
Crook	Dene Valley Parish Council	W0014	(4.9)	17.59	(86.19)	(263.00)	348.00	(1.19)	0.01%	0.00	0.00
Crook	Greater Willington Town Council	W0017	16.2	57.20	926.64	(5,360.00)	4,424.00	(9.36)	0.01%	0.01	0.01
Crook	Stanhope Parish Council	W0004	(0.8)	29.48	(23.58)	0.00	24.00	0.42	0.00%	0.00	0.00
Crook	Tow Law Town Council	W0010	1.5	72.00	108.00	(4,262.00)	4,145.00	(9.00)	0.03%	0.02	0.01
Crook	West Auckland Parish Council	W0015	5.3	36.47	193.29	(3,781.00)	3,580.00	(7.71)	0.04%	0.01	0.01
Crook	Witton le Wear Parish Council	W0016	6.7	19.53	130.85	(84.00)	0.00	46.85	-0.82%	(0.16)	(0.11)
Crook	Wolsingham Parish Council	W0003	4.8	30.99	148.75	(834.00)	684.00	(1.25)	0.00%	0.00	0.00
Durham	Bearpark Parish Council	DU001	(7.0)	26.29	(184.03)	(1,201.00)	1,382.00	(3.03)	0.02%	0.01	0.01
Durham	Belmont Parish Council	DU002	(126.8)	26.91	(3,412.19)	0.00	3,405.00	(7.19)	0.01%	0.00	0.00
Durham	Brancepeth Parish Council	DU003	(3.4)	71.40	(242.76)	0.00	242.00	(0.76)	0.00%	0.00	0.00
Durham	Brandon & Byshottles Parish Council	DU004	77.2	37.11	2,864.89	(3,840.00)	973.00	(2.11)	0.00%	0.00	0.00
Durham	Cassop-cum-Quarrington Hill Parish Council	DU005	15.6	37.43	583.91	0.00	0.00	583.91	-0.97%	(0.36)	(0.24)
Durham	Coxhoe Parish Council	DU006	10.9	83.24	907.32	(1.00)	0.00	906.32	-0.84%	(0.70)	(0.47)
Durham	Croxdale & Hett Parish Council	DU007	1.0	38.49	38.49	(697.00)	657.00	(1.51)	0.01%	0.01	0.01
Durham	Framwellgate Moor Parish Council	DU010	29.5	27.02	797.09	0.00	0.00	797.09	-1.63%	(0.44)	(0.29)
Durham	Kelloe Parish Council	DU011	7.3	33.23	242.58	(1,831.00)	1,585.00	(3.42)	0.03%	0.01	0.01
Durham	Pittington Parish Council	DU012	19.0	48.32	918.08	(15.00)	0.00	903.08	-3.78%	(1.82)	(1.21)
Durham	Shadforth Parish Council	DU013	16.9	22.31	377.04	(1,063.00)	684.00	(1.96)	0.01%	0.00	0.00
Durham	Sherburn Village Parish Council	DU014	6.2	25.37	157.29	(3,134.00)	2,970.00	(6.71)	0.03%	0.01	0.01
Durham	Shincliffe Parish Council	DU015	6.6	26.50	174.90	(187.00)	12.00	(0.10)	0.00%	0.00	0.00
Durham	West Rainton Parish Council	DU016	5.3	49.30	261.29	(2,836.00)	2,569.00	(5.71)	0.02%	0.01	0.01
Durham	Witton Gilbert Parish Council	DU017	(0.9)	47.08	(42.37)	(1,137.00)	1,177.00	(2.37)	0.01%	0.00	0.00
Durham	City of Durham Parish Council	DU018	61.4	34.87	2,141.02	0.00	0.00	2,141.02	-1.41%	(0.49)	(0.33)
Easington	Castle Eden Parish Council	E0001	3.7	32.44	120.03	0.00	0.00	120.03	-1.19%	(0.38)	(0.25)
Easington	Dalton-le-Dale Parish Council	E0002	4.1	27.93	114.51	(661.00)	545.00	(1.49)	0.01%	0.00	0.00
Easington	Easington Colliery Parish Council	E0003	(20.0)	261.73	(5,234.60)	(43,659.00)	48,787.00	(106.60)	0.04%	0.09	0.06
Easington	Easington Village Parish Council	E0004	11.0	167.96	1,847.56	0.00	0.00	1,847.56	-1.45%	(2.43)	(1.62)
Easington	Haswell Parish Council	E0005	7.2	147.60	1,062.72	(9,671.00)	8,590.00	(18.28)	0.03%	0.04	0.03
Easington	Hawthorn Parish Council	E0006	2.5	42.25	105.63	(29.00)	0.00	76.63	-0.88%	(0.37)	(0.25)
Easington	Horden Parish Council	E0007	22.0	296.44	6,521.68	(102,654.00)	95,923.00	(209.32)	0.04%	0.13	0.09
Easington	Hutton Henry Parish Council	E0008	7.8	113.42	884.68	(4,156.00)	3,264.00	(7.32)	0.01%	0.02	0.01
Easington	Monk Hesleden Parish Council	E0009	5.0	181.52	907.60	(38,462.00)	37,473.00	(81.40)	0.03%	0.06	0.04
Easington	Murton Parish Council	E0010	18.0	169.86	3,057.48	(41,629.00)	38,488.00	(83.52)	0.03%	0.05	0.03
Easington	Peterlee Town Council	E0012	22.0	289.00	6,358.00	(257,551.00)	250,648.00	(545.00)	0.04%	0.12	0.08
Easington	Seaham Town Council	E0013	30.3	237.01	7,181.40	(155,089.00)	147,586.00	(321.60)	0.03%	0.07	0.05
Easington	Seaton with Slingley Parish Council	E0014	1.8	28.41	51.14	(122.00)	71.00	0.14	0.00%	0.00	0.00
Easington	Shotton Parish Council	E0016	38.7	122.28	4,732.24	0.00	0.00	4,732.24	-3.38%	(4.14)	(2.76)
Easington	South Hetton Parish Council	E0017	7.6	135.13	1,026.99	(13,015.00)	11,962.00	(26.01)	0.03%	0.04	0.03
Easington	Thornley Parish Council	E0019	5.5	246.93	1,358.12	(8,960.00)	7,585.00	(16.88)	0.01%	0.03	0.02
Easington	Trimdon Foundry Parish Council	E0020	(4.6)	174.67	(803.48)	(8,787.00)	9,570.00	(20.48)	0.03%	0.06	0.04
Easington	Wheatley Hill Parish Council	E0021	3.1	148.30	459.73	(20,143.00)	19,640.00	(43.27)	0.04%	0.06	0.04
Easington	Wingate Parish Council	E0022	1.2	135.07	162.08	(16,665.00)	16,467.00	(35.92)	0.03%	0.04	0.03

**APPENDIX 4 - Impact on Town & Parish Councils & The Charter Trust for the City of Durham 2019/20**

Locality	Parish Area	Amalgamated Parish Code	Increase / (Decrease) in Council Tax Base Band D Equivalent in 2019/20	Band D Council Tax 2018/19	Increase / (Loss) of Tax Raising Capacity	Parish Element of LCTRS Grant 2018/19	Parish Element of LCTRS Grant 2019/20	Net Position After Distribution of LCTRS Grant	Increase / (Decrease) Required in Band D Council Tax to Standstill	Increase / (Decrease) in Band D Council Tax Required to Standstill	Increase / (Decrease) in Band A Council Tax Required to Standstill
									No.	£	£
									£	£	£
Spennymoor	Bishop Middleham Parish Council	S0001	0.3	117.28	35.18	(2,644.00)	2,603.00	(5.82)	0.01%	0.01	0.01
Spennymoor	Bradbury and The Isles Parish Council	S0002	0.8	35.41	28.33	(11.00)	0.00	17.33	-0.82%	(0.29)	(0.19)
Spennymoor	Chilton Town Council	S0003	63.1	213.91	13,497.72	(3,648.00)	0.00	9,849.72	-4.27%	(9.12)	(6.08)
Spennymoor	Cornforth Parish Council	S0004	1.5	139.57	209.36	(20,342.00)	20,089.00	(43.64)	0.05%	0.07	0.05
Spennymoor	Eldon Parish Council	S0005	1.3	117.65	152.95	(1,910.00)	1,753.00	(4.05)	0.04%	0.04	0.03
Spennymoor	Ferryhill Town Council	S0006	19.5	221.38	4,316.91	(122,256.00)	117,683.00	(256.09)	0.05%	0.11	0.07
Spennymoor	Fishburn Parish Council	S0007	(5.3)	116.62	(618.09)	(10,022.00)	10,617.00	(23.09)	0.03%	0.04	0.03
Spennymoor	Great Aycliffe Town Council	S0008	47.8	232.97	11,135.97	(172,992.00)	161,504.00	(352.03)	0.02%	0.05	0.03
Spennymoor	Middridge Parish Council	S0009	1.4	57.65	80.71	(658.00)	576.00	(1.29)	0.02%	0.01	0.01
Spennymoor	Mordon Parish Council	S0010	0.6	14.19	8.51	0.00	0.00	8.51	-0.51%	(0.07)	(0.05)
Spennymoor	Sedgefield Town Council	S0011	26.4	144.72	3,820.61	(11,172.00)	7,335.00	(16.39)	0.01%	0.01	0.01
Spennymoor	Shildon Town Council	S0012	50.5	265.15	13,390.08	(104,737.00)	91,148.00	(198.92)	0.03%	0.09	0.06
Spennymoor	Spennymoor Town Council	S0013	230.6	213.58	49,251.55	(8,104.00)	0.00	41,147.55	-3.18%	(6.78)	(4.52)
Spennymoor	Trimdon Parish Council	S0014	0.6	139.59	83.75	(22,781.00)	22,648.00	(49.25)	0.03%	0.05	0.03
Spennymoor	Windlestone Parish Council	S0015	1.0	37.97	37.97	0.00	0.00	37.97	-0.84%	(0.32)	(0.21)
Stanley	Burnhope Parish Council	D0010	7.4	15.52	114.85	(548.00)	432.00	(1.15)	0.02%	0.00	0.00
Stanley	Cornsay Parish Council	D0003	(1.0)	57.53	(57.53)	(710.00)	766.00	(1.53)	0.01%	0.01	0.01
Stanley	Esh Parish Council	D0005	4.5	57.38	258.21	(3,007.00)	2,743.00	(5.79)	0.01%	0.00	0.00
Stanley	Greencroft Parish Council	D0006	(0.1)	40.42	(4.04)	(100.00)	104.00	(0.04)	0.00%	0.00	0.00
Stanley	Healeyfield Parish Council	D0007	8.8	19.65	172.92	(326.00)	153.00	(0.08)	0.00%	0.00	0.00
Stanley	Hedleyhope Parish Council	D0008	(0.8)	80.01	(64.01)	(42.00)	106.00	(0.01)	0.00%	0.00	0.00
Stanley	Lanchester Parish Council	D0009	(4.5)	40.66	(182.97)	(475.00)	657.00	(0.97)	0.00%	0.00	0.00
Stanley	Muggleswick Parish Council	D0011	0.5	24.64	12.32	0.00	0.00	12.32	-1.02%	(0.25)	(0.17)
Stanley	Satley Parish Council	D0012	2.0	30.44	60.88	(147.00)	86.00	(0.12)	0.00%	0.00	0.00
Stanley	Stanley Town Council	D0014	113.3	92.53	10,483.65	(117,132.00)	106,417.00	(231.35)	0.03%	0.03	0.02
			1,153.4		158,392.63	(1,394,859.00)	1,304,879.00	68,412.63	-0.43%	(0.49)	(0.33)
Durham	City of Durham Charter Trust	DCCT	3.4	1.90	6.46	(6,141.00)	6,121.00	(13.54)	0.03%	0.00	0.00
					158,399.09	(1,401,000.00)	1,311,000.00	68,399.09			

**Cabinet**

**14 November 2018**



**Review of School Provision - Future options for Wellfield School as part of the Education Review in County Durham**

**KEY DECISION:CYPS/02/18**

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**Report of Corporate Management Team**

**Margaret Whellans, Corporate Director of Children and Young People's Services**

**John Hewitt, Corporate Director of Resources**

**Councillor Olwyn Gunn, Portfolio Holder for Children and Young People's Services**

**Councillor Alan Napier, Portfolio Holder for Finance**

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**Purpose of the Report**

- 1 This report provides Cabinet with details of the work that has been undertaken as part of the review of education provision in County Durham which was agreed by Cabinet on 15 November 2017.
- 2 The report makes recommendations in relation to Wellfield School, impacting on Tanfield School, Stanley also.

**Background**

- 3 Previous reports have outlined the significant financial difficulties being experienced by a number of schools across the county as a result of reductions in admission numbers and to a lesser extent school funding formula changes, which has necessitated some schools setting of deficit budgets – mainly secondary schools.
- 4 This is a particular concern because schools that have an inadequate OFSTED judgement have been required to become sponsored academies and if / when they do, any deficit balance that they are carrying becomes a cost to the local authority and is not transferred to the sponsoring academy.
- 5 The impact on schools from real terms cuts in schools funding is huge and representations have been made to the Secretary of State, both as part of the National Funding Formula consultation and more recently through concerns raised with regards to the impact of Government policy and funding decisions on rural schools provision.

- 6 It is estimated that if funding rates had kept pace with inflation since the 2009-10 financial year, the amount available for the mainstream school funding formula in the current financial year would be 15% higher than the actual amount. For Durham this is equivalent to £46 million, or around £120,000 per primary school and £600,000 per secondary school. Funding at this level could provide for around 3 extra teaching staff in a primary school and around 15 extra teaching staff in a secondary school.
- 7 Members will also be aware that legislation prevents the Council from making contributions to or financially supporting individual schools. Funding for schools is provided primarily through the Dedicated Schools Grant.
- 8 In November 2017, Cabinet considered a report which outlined the need for a strategy for school organisation. This involved reviewing educational provision in each local area across the county.
- 9 In terms of prioritising the planned reviews, the two schools with the most significant financial challenges / financial viability concerns were Wellfield School in Wingate and Wolsingham School and Sixth Form in Wolsingham. These schools and the schools in the surrounding pupil place planning areas were agreed as falling into the first phase of the strategic review of schools provision, together with a review of primary school provision in the Horden area.
- 10 In terms of Wellfield, the review of educational provision encompassed the full 0-16 age range in the area served by Wellfield School, to provide a platform for developing a long-term, financially sustainable, model for all children in the area. As well as Wellfield, there are Primary schools in Wingate. Nearby, there are also primary schools in Thornley, Wheatley Hill, Hutton Henry and Hesleden. After consideration, not all of these schools have been prioritised in the initial stage of the review and so do not feature in the final proposals or recommendations in this report. In summary, the reason for this that all are near capacity and, in a pupil-led funding formula, there is no imminent risk to their financial viability. All these schools are judged 'Good' or 'Outstanding' by Ofsted.

## **Overview – Review of schools provision**

- 11 The Cabinet report of November 2017 identified a process for considering options for enhanced and sustainable educational provision in each locality and an indicative timeframe for these reviews to be completed. Reviews were to be undertaken in stages, with initial discussion with all partners to consider options for enhanced provision in local areas. This could involve discussions with schools, the local community, and partners / key stakeholders about possible options for re-organisation including:
  - (a) do nothing;
  - (b) establishing a model of Federated schools;
  - (c) amalgamation of schools;
  - (d) creation of Multi-Academy Trusts;
  - (e) establishment of through schools;

- (f) closure / new-build re-organisation options.
- 12 At the completion of each stage, Cabinet were to receive update reports and consider recommendations before moving into wider consultation with the community or other stakeholders, as appropriate or if required by legislation, on the recommended solutions.
- 13 However, as the Review proceeded it was not possible to follow the exact process or indicative timeframe described in the November report. Options developed in discussion with schools took longer than anticipated; where conversations with schools required governor involvement and approval, this was often difficult to secure quickly, and was often built around existing governor meetings, already calendared. Consequently, meetings that had not formed part of the original planned sequence of events necessarily extended it. In short, the fact that this process did not have a precedent and was largely dependent on schools' compliance with local authority requests, rather than a formal mandate, made quicker progress difficult. The result was that the suggested milestones were not met and update reports were not presented to cabinet as originally envisaged.
- 14 The review of existing provision in the three initial review areas (Weardale, Wingate and Horden) has now been completed and proposals have been developed for Cabinet consideration. Separate reports have been prepared outlining the findings, the options appraisal and making recommendations for each area. The reviews have involved:
- (a) A cross service working group, chaired by the Head of Education, to ensure all relevant factors, including legal, financial and HR implications are covered by the review of options available;
  - (b) Meetings with school leadership teams – including Head Teachers and Chairs of Governors of the schools in financial difficulty and other schools in that locality – to discuss financial projections, options available etc.;
  - (c) Meetings with elected members and MPs as appropriate to share key information and provide advice on the options available in terms of a sustainable educational provision in each locality and progress updates with the reviews in their areas;
  - (d) Discussions with the Regional Schools Commissioner's (RSC) office, which is part of the Department for Education.

### **Wellfield and Tanfield Schools – context**

- 15 Wellfield School is a community school in Wingate serving mainly deprived local wards / communities and is ringed by academies where the admissions arrangements are likely to continue to disadvantage some pupils with particular educational and social needs. The school was modernised, through the Building Schools for the Future programme (a decision which pre-dated the fall in pupil numbers over recent years), with capital expenditure

amounting to £8.8 million. The school currently has capacity for 1,154 pupils.

- 16 In September 2012 the school failed an OFSTED Inspection and was judged as Inadequate. Over a period of 18 months the DfE could not find a sponsor academy and therefore the school remained a maintained school during this period. A new head teacher was appointed in September 2012 and a re-inspection of the school in March 2014 judged the school as a Good. There are no education standards concerns with the school now and pupil numbers have risen as the reputation of the school continues to be restored, though this has come at a cost.
- 17 Wellfield School has no retained balances and up until 31 March 2018 had an in year and accumulating deficit balance, with pupil numbers falling significantly after the inspection of 2012, and then rising steadily in recent years. The number of pupils funded through the formula fell from 1,147 in 2005/06, to 487 in 2015/16, before increasing to 653 in 2018/19.
- 18 Pupil projections would indicate that the school will be able to set an in-year surplus budget in 2019/20 having been able to set a balanced in-year budget in 2018/19 for the first time in a number of years. The school is however unlikely to ever be in a position where it can afford to repay the deficit in full without this having an impact on the quality of provision of education. Therefore the current position is not sustainable.
- 19 The current financial forecasts for Wellfield School are:

	2017-18	2018-19	2019-20	2020-21
Number on roll (Y7-Y11)	567	653	743	807
Deficit brought forward (£)	(2,738,000)	(3,393,000)	(3,393,000)	(3,190,000)
In-year use of balance (£)	(655,000)	-	203,000	409,000
Deficit carried forward (£)	(3,393,000)	(3,393,000)	(3,190,000)	(2,781,000)

- 20 The financial forecasts for 2019/20 are for a £203,000 in-year surplus. The forecasts are inclusive of the additional staff required to provide for the additional pupils that were expected to be admitted in September 2018. The in-year surplus in 2020/21 does not include any additional staff that may be needed to cope with increased pupil numbers expected in September 2019, so the in-year surplus in that year is likely to be smaller than the figure shown here.
- 21 A summary of contextual information for Wellfield School and the primary schools in the Wellfield area is shown in the tables below, with a breakdown by school included in Appendix 2. The primary schools that are included are:

- Wingate
- Thornley
- Wheatley Hill
- Hutton Henry

- Hesleden
- St. Mary's RCVA, Wingate
- St. Godric's RCVA, Thornley

<b>Capacity &amp; occupancy numbers (pupils &amp; students)</b>	<b>Primary schools</b>	<b>Wellfield School</b>	<b>Total</b>
Number on roll ( as 28 September 2018)			
Reception to Y 11	1,086	743	1,829
Total Capacity of the Schools	1,159	1,154	2,313
Spare capacity	73	411	484
% Spare Capacity	6.3%	35.6%	20.9%
% Places Filled	93.7%	64.4%	79.1%

<b>Age Range – Numbers on Roll (at 28 Sept. 2018)</b>	<b>Primary schools</b>	<b>Wellfield School</b>	<b>Total</b>
Reception	140	-	140
Year 1	162	-	162
Year 2	146	-	146
Year 3	161	-	161
Year 4	154	-	154
Year 5	155	-	155
Year 6	142	-	142
Year 7	-	188	188
Year 8	-	157	157
Year 9	-	167	167
Year 10	-	129	129
Year 11	-	102	102
<b>Total on Roll</b>	<b>1,060</b>	<b>743</b>	<b>1,803</b>

<b>Funding Levels 2018-19 (£)</b>	<b>Primary schools</b>	<b>Wellfield School</b>	<b>Total</b>
Formula funding 2018-19	4,862,000	3,705,000	8,567,000
Pupil Premium funding 2018-19	498,000	289,000	787,000

<b>Surplus / (Deficit) Balances held and Planned Use of Balances in 2018-19 (£)</b>	<b>Primary schools</b>	<b>Wellfield School</b>	<b>Net Position</b>

<b>Surplus / (Deficit) Balances held and Planned Use of Balances in 2018-19 (£)</b>	<b>Primary schools</b>	<b>Wellfield School</b>	<b>Net Position</b>
Retained Balance at 31 March 2018	402,000	3,393,000	3,795,000
Forecast use of balances in 2018-19	(25,000)	-	(25,000)
Forecast retained balance at 31 March 2019	376,000	3,393,000	3,769,000

<b>Accumulated Surplus / (Deficit) balances 2013-14 to 2017-18 (£)</b>	<b>Primary schools</b>	<b>Wellfield School</b>	<b>Net Position</b>
31 March 2013	312,000	(157,000)	155,000
Contribution to or (drawn down) in 2013-14	288,000	(546,000)	(258,000)
31 March 2014	602,000	(703,000)	(101,000)
Contribution to or (drawn down) in 2014-15	19,000	(684,000)	(665,000)
31 March 2015	620,000	(1,387,000)	(767,000)
Contribution to or (draw down) in 2015-16	33,000	(746,000)	(713,000)
31 March 2016	650,000	(2,133,000)	(1,483,000)
Contribution to or (draw down) in 2016-17	(250,000)	(605,000)	(855,000)
31 March 2017	404,000	(2,738,000)	(2,334,000)
Contribution to or (draw down) in 2017-18	(4,000)	(655,000)	(659,000)
<b>31 March 2018</b>	<b>402,000</b>	<b>(3,393,000)</b>	<b>(2,991,000)</b>

<b>Employee numbers</b>	<b>Primary schools</b>	<b>Wellfield School</b>	<b>Total</b>
Teaching	66	50	116
Support	144	53	197
<b>Total</b>	<b>210</b>	<b>103</b>	<b>313</b>

- 22 The figures for protected characteristics in the table below are from the May 2018 Schools Census, which is the most recent data available that provides this detail. The total numbers on roll are different to the 28 September figures used in other context tables. Details are not recorded for all pupils.

<b>Protected characteristics</b>	<b>Primary schools</b>	<b>Wellfield School</b>	<b>Total</b>
Disability	5	6	11-
Gender reassignment	-	-	-
Marriage and civil partnership	-	-	-
Pregnancy and maternity	-	-	-

<b>Protected characteristics</b>	<b>Primary schools</b>	<b>Wellfield School</b>	<b>Total</b>
Race	Any Other Asian Background	2	-
	Any Other Black Background	2	-
	any Other Ethnic group	1	1
	Any Other Mixed Background	5	1
	Black African	1	-
	Chinese	-	1
	Gypsy/Roma	3	2
	Other Gypsy/Roma	-	2
	Indian	1	2
	Roma	-	1
	White and Asian	4	4
	White and Black African	3	1
	White and Black Caribbean	1	-
	White Any other background	11	7
	White British	1,120	631
	White Irish	1	-
	White Traveller of Irish Heritage	2	-
	Not recorded	3	-
Religion or belief - data not held			
Sex	Male	598	582
	Female	313	341
Sexual orientation		-	-

- 23 The review of education provision in the Wingate area overlapped with the process to amalgamate Wingate Infant and Junior School, in line with similar actions taken across County Durham in recent years to bring separate Infant and Junior schools together, where appropriate, to form primary schools. The reason for this is so children can benefit from primary education in one school rather than changing schools at age 7, which frequently impacts positively on standards. An amalgamation often leads to a larger and more viable school being established rather than two small schools, and usually results in a budget saving, as only one head teacher is required.
- 24 The action to amalgamate Wingate Infant and Junior School, began before the countywide review of education commenced.
- 25 Tanfield School is a relatively small secondary school in Tanfield which is near to Stanley. The school had the opportunity to be amalgamated with

Greencroft Community School and Stanley School of Technology to become part of what is now North Durham Academy when that school was formed as a new-build through the Building Schools for the Future (BSF) programme in 2011. However the Governing Body expressed the strong desire that the school should remain a separate school at that time.

- 26 Pupil numbers have declined in recent years, but have now begun to increase, due to pressure on places at Consett Academy, and in response to the exercise of parental preference.
- 27 This school has previously had approval to set a deficit budget for 2017-18, 2018-19 and 2019-20, on the basis of the school achieving an in-year surplus from 2019-20, which would allow it to start to reduce its deficit.
- 28 The updated budget plan forecasts for Tanfield School are:

	<b>2017-18</b>	<b>2018-19</b>	<b>2019-20</b>	<b>2020-21</b>
Number on roll (Y7 - Y11)		609	674	719
Deficit brought forward (£)	(125,000)	(487,000)	(583,000)	(459,000)
In-year use of balance (£)	(362,000)	(96,000)	123,000	323,000
Deficit carried forward (£)	(487,000)	(583,000)	(459,000)	(137,000)

- 29 The school is forecasting significant increases in pupil numbers over the next three years and that it will be able to set an in-year surplus budget in 2019/20 and start to pay down the accumulated deficits it will have built up by that point. The forecasts are inclusive of the additional staff required to provide for the additional pupils that are forecast to be admitted in September 2018. The in-year surplus in 2020/21 does not include any additional staff that may be needed to cope with increased pupil numbers in September 2019, so the in-year surplus in that year is likely to be smaller than the figure shown here.
- 30 The school is changing from specialising in Design & Technology to Humanities and is currently restructuring its staffing accordingly and to prepare for a further increase in pupils for 2019-20, which would be reflected in admissions this September.
- 31 Summary information for both Wellfield and Tanfield is provided below:

<b>Capacity &amp; occupancy numbers (pupils &amp; students)</b>	<b>Wellfield School</b>	<b>Tanfield School</b>	<b>Total</b>
Number on roll as at 28 September 2018	743	674	1417
Total Capacity of the Schools	1154	788	1942
Spare capacity	411	104	515
% Spare Capacity	36%	13%	27%
% Places Filled	64%	87%	73%

<b>Age Range – Numbers on Roll at 28 September 2018</b>	<b>Wellfield School</b>	<b>Tanfield School</b>	<b>Total</b>
- Year 7	188	168	356
- Year 8	157	163	320
- Year 9	167	131	298
- Year 10	129	106	235
- Year 11	102	106	208
<b>Total on Roll</b>	<b>743</b>	<b>674</b>	<b>1,417</b>

<b>Funding Levels 2018-19 (£)</b>	<b>Wellfield School</b>	<b>Tanfield School</b>	<b>Total</b>
Formula funding 2018-19	3,705,000	3,354,000	7,059,000
Pupil Premium funding 2018-19	289,000	211,000	500,000

<b>Surplus / (Deficit) Balances held and Planned Use of Balances in 2018-19 (£)</b>	<b>Wellfield School</b>	<b>Tanfield School</b>	<b>Net Position</b>
Retained Balance at 31 March 2018	(3,393,000)	(487,000)	(3,880,000)
Forecast use of balances in 2018-19	-	(96,000)	(96,000)
Forecast retained balance at 31 March 2019	<b>(3,393,000)</b>	<b>(583,000)</b>	<b>(3,976,000)</b>

<b>Accumulated Surplus / (Deficit) balances 2013-14 to 2017-18 (£)</b>	<b>Wellfield School</b>	<b>Tanfield School</b>	<b>Net Position</b>
31 March 2013	(157,000)	171,000	14,000
Contribution to or (drawn down) in 2013-14	(546,000)	(19,000)	(564,000)
31 March 2014	(703,000)	152,000	(550,000)
Contribution to or (drawn down) in 2014-15	(684,000)	(101,000)	(785,000)
31 March 2015	(1,387,000)	51,000	(1,335,000)
Contribution to or (drawn down) in 2015-16	(746,000)	(90,000)	(836,000)
31 March 2016	(2,133,000)	(39,000)	(2,172,000)
Contribution to or (drawn down) in 2016-17	(605,000)	(86,000)	(691,000)
31 March 2017	(2,738,000)	(125,000)	(2,863,000)
Contribution to or (drawn down) in 2017-18	(655,000)	(362,000)	(1,017,000)
<b>31 March 2018</b>	<b>(3,393,000)</b>	<b>(487,000)</b>	<b>(3,880,000)</b>

<b>Employee numbers</b>	<b>Wellfield School</b>	<b>Tanfield School</b>	<b>Total</b>
Teaching	50	45	95
Support	53	29	82
<b>Total</b>	<b>103</b>	<b>74</b>	<b>177</b>

- 32 The figures for protected characteristics in the table below are from the May 2018 Schools Census, which is the most recent data available that provides this detail. The total numbers on roll are different to the 28 September figures used in other context tables. In addition, details are not recorded for all pupils. A summary of the equality impacts of these proposals is available in Appendix 1 and the entire Equality Impact Assessment is attached as Appendix 5.

<b>Protected characteristics</b>		<b>Wellfield School</b>	<b>Tanfield School</b>	<b>Total</b>
Disability		13	12	25
Gender reassignment		Data not held-	Data not held	Data not held
Marriage and civil partnership		Data not held	Data not held	Data not held
Pregnancy and maternity		Data not held	Data not held	Data not held
Race	Indian	2	1	3
	Chinese	1	-	1
	Any other mixed background	1	2	3
	White and Asian	4	1	5
	White and Black African	1	-	1
	Any other ethnic group	1	1	1
	White British	631	607	1,238
	White any other background	7	1	8
	Gypsy/Roma	2	-	2
	Other Gypsy/Roma	2	-	2
	Roma	1	-	1
Religion or belief - data not held				
Sex	Male	314	327	641
	Female	341	281	622
Sexual orientation		-	-	-

- 33 The table below shows the value of annual Service Level Agreements (SLAs) that these schools have bought for the current financial year:

<b>2018-19 annual SLA charges (£)</b>	<b>Total for CYPs</b>	<b>Total for Resources</b>	<b>Total for Regeneration and Local Services</b>	<b>Total</b>
Wellfield School	10,000	95,000	5,000	110,000

<b>2018-19 annual SLA charges (£)</b>	<b>Total for CYPS</b>	<b>Total for Resources</b>	<b>Total for Regeneration and Local Services</b>	<b>Total</b>
Tanfield School	15,000	138,000	5,000	158,000
<b>Total by school</b>	<b>25,000</b>	<b>233,000</b>	<b>10,000</b>	<b>268,000</b>

In addition, schools buy other SLAs as required, and buy other goods and services from the Council. In 2017-18, the total income from these schools, excluding annual SLAs, was £100,000, most of which was spent on grounds maintenance, pupil transport and miscellaneous SLAs.

- 34 In the context of finance, members should note that school budgets are set for the financial year, which covers two academic years. Staff restructuring, which is often necessary to balance budgets, often takes effect from September each year, because schools operate on an academic year rather than a financial year. This poses problems in finalising the budgets in April / May for the coming financial year as plans are often not yet fully developed within schools. It is not unreasonable to assume that the outturn position for the primary schools in this area could be better than initially budgeted.
- 35 Members will recall that schools can only set a budget with an in-year deficit, providing that they have sufficient surplus balance (reserves) carried forward to do so. Where a school cannot do this and therefore wishes to set a deficit budget (i.e. its carried forward reserves are less than the amount required to offset the in-year deficit of expenditure over income) it must have permission from the s.151 officer in order to do so.
- 36 The respective duties and responsibilities of schools and local authorities are determined by local schemes of delegation, prepared in line with statutory guidance. These schemes confirm the arrangements for delegation to governing bodies, but also give authorities powers to monitor school budgets and determine whether a school is allowed to set a deficit budget. The scheme also sets out the procedure for dealing with schools causing concern, including the power to require schools to provide budget plans and, in extreme cases, to suspend delegation. Schemes also prohibit authorities from writing-off the deficits of schools with deficit budgets, in order that authorities cannot favour one school over another by allowing one to overspend and write-off the deficit.
- 37 The scheme of delegation allows for deficit budgets, but only for three years, and no more than 20% of the school's budget share, up to a maximum of £750,000. Wellfield School is in breach of this requirement and has been allowed to operate outside of these provisions for a number of years whilst it addressed the issues highlighted in the Ofsted inspection in 2012, the Council awaited the outcome of the governments National Funding Formula and pending the review of schools provision. The Council's external auditors are aware of the situation.

- 38 This has been a significant concession on behalf of the Council, one which many other local authorities would have refused to give, as effectively the accumulated deficit has been a risk to the Council's General Fund / Council taxpayer.
- 39 Had the Council insisted on Wellfield School balancing its budget in previous years it would not have been able to address the issues arising from the Ofsted inspection and fulfil its GCSE National Curriculum requirements. This would inevitably have resulted in a reduction in educational attainment, further accelerated reductions in pupils and ultimately further difficulties in terms of OFSTED judgements, which in turn would have accentuated their financial difficulties.

## **Options analysis**

- 40 In line with the process agreed by Cabinet in November 2017, detailed consideration has been given to each of the options available in terms of ensuring financially viable education provision in the Wingate area. An overview of the findings of the review are as follows:

### ***Do nothing***

- 41 Whilst this option would result in no change to existing education provision and home to school transport costs, it is not a viable solution given current financial resources available to the school through formula and other funding, the restrictions placed on the Council in terms of the School Funding Formula and the statutory requirements of the school to set a balanced budget.
- 42 The Corporate Director Resources is responsible by virtue of Section 151 of the Local Government Act 1972 for the administration of the authority's financial affairs. The Corporate Director Resources also has a duty to report certain matters to the authority by virtue of Section 114 of the Local Government Finance Act 1988. These duties extend to ensuring schools do not continue to set deficit budgets year-on-year.
- 43 This option would result in Wellfield School continuing to operate with an unacceptably high accumulated deficit position, perpetuating the current non-compliance with statutory regulations over schools financing. Failure to address this situation is a matter that the Council's External Auditors would have significant concerns over and exposes the Council (and the school) to risk in terms of future financial performance. There would be little or no chance of the school recovering this accumulated deficit over the foreseeable future.
- 44 The Council could insist on Wellfield School balancing its budget and making provision to pay back the accumulated deficit over an agreed period. This would need to be in line with the statutory requirements over school finance. The impact of this would be the requirement for further downsizing and restructuring of the teaching capacity within the school which would impact on its ability to meet the national curriculum requirements and consequentially its overall performance and Ofsted judgements going forward.

- 45 If the school was required to start making savings in 2019-20 to allow it to repay its deficit this would have a significant impact on staffing. The table below shows the potential impact on staff numbers of various options for repaying the deficit:

	Years to recover deficit		
	3 yrs	10 yrs	29yrs
Savings needed to recover deficit in target years (£)	1,131,000	339,300	117,000
Reduction in teaching posts	15.34	4.60	1.59
Reduction in support staff posts	12.84	3.85	1.33
Reduction in teaching workforce	33%	10%	3%
Reduction in support staff workforce	33%	10%	3%

- 46 A recovery period of three-years would be in-line with the limit in the scheme of delegation. A period of ten years is a more realistic option, but would still be a significant reduction in staffing. A reduction of 3% would still mean a significant reduction and would take 27 years to clear the deficit.
- 47 The considered view of the Education Service is that none of these options be a sustainable position, because the reduction in staffing would compromise performance and effectively not a viable solution. Experience elsewhere shows that when standards slip and a poor Ofsted judgement is published, school rolls fall and the financial position becomes worse.

### ***Establish a model of federated schools***

- 48 Under this option, Wellfield School and its feeder primaries or other participating schools would come together to form a single Federation.
- 49 Section 24 of the Education Act 2002 defines a federation as two or more schools operating under a single governing body; maintained schools in federations continue to be individual schools, keeping their existing DfE category; in terms of the school funding formula they retain their separate lump sums. The schools participating in the Federation would pool their resources and have the ability to appoint joint and shared leadership and business support arrangements, releasing efficiencies to allow the collective pool of schools to be financially sustainable.
- 50 However, federations can be informal or formal arrangements. Informal arrangements would involve retention of individual governing bodies, with those schools participating agreeing to work together under a memorandum of understanding to release efficiencies and direct funding towards the school. This would not give the necessary assurances that any budget difficulties would be addressed, with the individual primaries free to leave the arrangement at any time.

- 51 A formal federation, as defined by the Education Act, is considered the only viable solution. This would provide sufficient reassurances of a sustainable arrangement and a conduit through which the financial challenges can collectively be addressed. Under the federated model the net deficit position would remain and be the responsibility of the Federation to address over a mutually agreed timeframe. The Council would have no powers or statutory basis on which to write this off.
- 52 The formula funding arrangements that currently exist would be unaffected by the formation of a Federation of schools. There would be no radical change to existing education provision, with each school remaining as a separate entity within the Federation and no additional home to school transport costs being incurred. There would be limited opportunities to achieve savings through Service level Agreements as each school would retained as a separate cost centre / entity. Leadership, teaching and support staffing would however be pooled and shared in order to increase resilience, release efficiencies, which would be directed towards addressing any in-year and cumulative deficit position within the schools participating in the Federation, such that the Federation overall maintained a surplus position.
- 53 In terms of this option, a federation of Wellfield School with other primary schools in the Wingate area would potentially realise some savings and economies of scale, but the size of the accumulated deficit budget is too large for a federation arrangement to effectively reduce this to zero.
- 54 All primary schools in this planning area are all near capacity and, in a pupil-led funding formula, there is no imminent challenge to their financial viability that would warrant them having to seriously consider joining a federation to secure their own sustainable future. All the schools mentioned in paragraph 21 (above) are judged 'Good' or 'Outstanding' by Ofsted.
- 55 While there may be future educational or other reasons for some of these primary schools to join a federation or form their own federation, there is currently no justification under the Education Review to encourage this action at this stage, though there could clearly be collective savings that could be achieved if this was subsequently pursued.

#### ***Amalgamation of schools, with shared leadership***

- 56 Under this option, consideration has been given to whether amalgamating several schools into one school, potentially across several sites, would ease the financial situation facing Wellfield School. Unlike federation, where schools remain as separate organisations, amalgamation creates a single organisation, even when this operates from several sites.
- 57 A possible advantage of amalgamation would be that a single head teacher would be required, enabling budget savings. Other economies of scale may be possible from the wider staff body and across sites through a potential reduced need for multiple service level agreements. However, an amalgamated school would be funded as a single organisation, so would draw

down only one lump sum, thus reducing or negating any savings from staffing and other economies.

- 58 The amalgamation of Wellfield School with one or more schools would result in the loss of at least one lump sum, which would have the effect of worsening the financial position of the school, and any savings would fall far short of a sum sufficient to clear the accumulated debt.
- 59 Amalgamating schools does not provide the opportunity to pay off an accumulated debt unless the school/schools in the amalgamation have sufficient carry-forward to cover another school's debt. This would not be the case as no schools in Durham have large enough carry-forwards sufficient for this purpose.

#### ***Creation of a multi-academy trust (MAT)***

- 60 As a school with a significant cumulative deficit, Wellfield School (and Tanfield School for that matter, albeit that the Tanfield School position is considered temporary) could not, without the discretion of the Regional Schools Commissioner (RSC), become an academy. The governors at Wellfield are not receptive to being sponsored by an existing Academy Trust and have expressed a desire to form their own Multi-Academy Trust.
- 61 In addition, the RSC, in line with national guidelines, will no longer permit schools to convert to become stand-alone academies. Any school wishing to convert would need to do so with one or more MAT partners already identified.
- 62 The RSC however continues actively to support schools to join multi-academy trusts, and senior officers in her department have confirmed that she is open to the possibility of Wellfield School being part of a MAT as a solution to the difficult historic financial problem facing the school, on condition this is not a proposal for a stand-alone academy conversion, and on condition a full deficit recovery plan is in place so that, at point of conversion, the school would not be carrying over to the newly formed MAT any residual liabilities.
- 63 Consequently, if Wellfield School becomes an academy the Council would be expected to pay off any accumulated deficit at the point of transfer. As there is a legal imperative that prevents the Section 151 Officer from allowing a school to continue setting a deficit budget beyond a limited time, this option is recommended for consideration.
- 64 In terms of Tanfield School there is an opportunity for this smaller secondary school to benefit from both the education and financial rigour and progress that Wellfield School has already made and join a progressive partner that will assist, complement and enhance their position in their locality as a specialist but small school. The Governing Body of Tanfield are supportive of joining an Academy Trust with Wellfield School.
- 65 The formula funding arrangements that currently exist for both schools would be unaffected by the formation of a multi-academy trust of these schools. An

academy trust would be funded directly by the DfE, but its funding would be similar to that of maintained schools, as set out in the schools formula.

- 66 There would be no radical change to existing education provision, with each school remaining as a separate entity within the Trust and no additional home to school transport costs being incurred. The opportunity would exist for leadership, teaching and support staffing to be shared to increase resilience, release efficiencies, and support capacity so that the Trust overall maintains a surplus position.
- 67 In recommending this option, it is important to note that past experience indicates an academy trust is likely to buy fewer services from the Council. A trust would also qualify for 80% relief on business rates. For 2018-19, this relief would reduce the business rates received by the Council by £190,000.
- 68 In coming to this recommendation, officers undertaking the Review considered a range of schools with which Wellfield could potentially partner in a multi-academy trust. These included secondary schools in the vicinity, as well as other schools, including primary schools and Tanfield School, as described above.
- 69 The opportunity to join other multi-academy trusts was also considered, however this was not favoured by Wellfield School for a variety of cultural and curricular reasons. The proposed partnership of Wellfield and Tanfield Schools needs to be formally approved by the RSC. If this formal approval is not subsequently received, the Cabinet would need to consider further its options.

#### ***Establish alternative sources of income***

- 70 There would be some limited scope for additional revenue through the provision of support or services by the school or, for example, increased letting. However, even if some income could be raised by these means, the school's accumulated deficit is too great to be reduced to zero.
- 71 In recent years the school has funded school transport to attract additional pupils and increased its marketing of the school and its achievements / standards. The school has developed proposals to increase revenue through wider community participation and use pf the facilities, including the development of proposals for a 3G football pitch, with capital investment proposals at an advanced stage, including funding bids to the Football Association.
- 72 The likelihood that the local community, which includes some areas of highest deprivation countywide (top 10-20% against LSOA deprivation measures), could mount a sufficient and sustainable fundraising campaign is remote. Wellfield currently has the largest deficit of all Durham schools, so the expectation that this solution would be possible is perhaps unreasonable.

### ***Closure, or part-closure***

- 73 Whilst not a desired option, this needs consideration should a financially sustainable solution not be ultimately agreed and implemented i.e. where the cost of running a school cannot be met by existing funding arrangements or any other agreed solution, closure must be considered.
- 74 Closure of Wellfield School should ideally be avoided for a number of reasons: rapidly improving educational standards, which make it one of the most effective secondary schools in County Durham and increased pressures on rolls in this area due to pupil forecasts.
- 75 The threat of closure would be likely to destabilise a leadership and staffing structure that has contributed to this improvement. Additionally there would be the challenge of relocating pupils, especially in a period of rapid pupil growth. Also the school buildings have recently been the subject of major investment
- 76 Closure of a school this size would put significant strain on pupil placement in other schools. According to current pupil-place planning data there is insufficient spare capacity in County Durham to disperse all pupils to existing schools within reasonable travelling distance of their homes. An exercise was previously undertaken in 2016 to determine the distance from each child's home address to the nearest school that have spare places available in the relevant year group to accommodate pupils from Wellfield School. It should also be made known that Wellfield School has a Resource Base attached that caters for students with Autistic Syndrome Conditions. Should Wellfield School close, this Resource Base would need to be relocated.
- 77 Numbers of pupils on the roll at schools in Wingate and the surrounding area have increased slightly since that exercise was undertaken and are projected to continue increasing into the future due in the main to the amount of house building in the area. Consequently the data below gives a reasonably accurate picture of not only the number of pupils in that area but the difficulties and complexities of providing places at other schools to pupils displaced by a potential closure of Wellfield School. If the option to consider the closure of Wellfield School is progressed in the future, a similar exercise will be undertaken to ascertain what is likely to be a less favourable position at that exact point in time. In many instances the 'nearest' school(s) by a distance measure only are oversubscribed. Therefore, the information in this report relates to where pupils (Year 7-10) at the time the exercise was undertaken **could** be accommodated as follows:
- **Dene Community School, Peterlee** for 142 pupils - this school is 4.09 miles from Wellfield School (69 require transport - distances could be between 3.22 and 4.85 miles depending on the pupil's home address)
  - **Easington Academy** for 19 pupils - this school is 4.25 miles from Wellfield School (14 require transport - distances could be between 3.1 and 4.5 miles depending on the pupil's home address)

- **Seaham High School** for 81 pupils - this school is 8.65 miles from Wellfield School (79 require transport - distances could be between 8.35 and 10.18 miles depending on the pupil's home address)
- **Framwellgate School Durham, Framwellgate Moor** for 38 pupils - this school is 11.04 miles from Wellfield School (35 require transport - distances could be between 7.8 and 9.34 miles from Wellfield School depending on the pupil's home address)
- **Ferryhill Business and Enterprise College, Ferryhill** for 77 pupils - this school is 11.15 miles from Wellfield School (77 require transport between 4.77 and 9.96 miles depending on the pupil's home address)
- **Whitworth Park Academy, Spennymoor** for 42 pupils - this school is 11.63 miles from Wellfield School (40 require transport distances between 10.46 and 18.02 miles depending on the pupil's home address)
- **Belmont School** for 93 pupils - this school is 8.38 miles from Wellfield School (60 require transport distances between 3.4 and 7.57 miles depending on the pupil's home address).

If places were taken up in the schools above by Wellfield pupils, it would leave a shortfall of places for some pupils who live closest to those schools.

- 78 If Wellfield School closed the travelling distances for the large majority of pupils would increase, for some the journey would be in excess of 15 miles and for a large number the journey would be in excess of 8 miles.
- 79 It is also clear from the exercise undertaken that pupils from particular villages will be travelling to different schools. For example pupils living in Wingate would be attending Dene Community School, Seaham High School and Whitworth Park Academy; pupils from Wheatley Hill would be attending Belmont Community School, Ferryhill Business and Enterprise College, Whitworth Park School and Sixth Form and Framwellgate School Durham depending on their home address. Account also needs to be of how the closure of Wolsingham School & Sixth Form will support and contribute to the LA's duty to promote the use of sustainable travel and transport to school.

### **Home to School Transport Implications**

- 80 It is clear that pupils displaced by the closure of Wellfield School would be travelling to schools in different parts of the county
- 81 The current cost of transporting pupils to Wellfield School is £218,000. The cost of transporting pupils to the next nearest school should Wellfield School close is approximately £210,000.

### **Impact on the Community**

- 82 The closure of Wellfield School would be met with significant opposition from a number of communities in East Durham. The case for closing the school

would need to be robust enough to stand up to challenge, particularly around the areas that need to be considered as part of the DfE's statutory process on proposals to close schools. This will involve having a clear indication for example that education standards will not be impacted upon for pupils if they are displaced as a result of closure and it will not have a significant impact on the distances that pupils would need to travel to another school (as well as costs involved). Additional travelling also has the potential to have greater impacts on pupils with a disability which would need to be mitigated through a personal educational plan or a revised Education and Health Plan and changes to transport arrangements (see Appendix 3 for Equality Impact Assessment).

83 As outlined in paragraphs 68 and 69 of this report, some pupils would have to travel distances of up to 18.02 miles to access a place at another school and journeys of this length would be difficult for the Council to justify and defend if there was a consultation on a proposal to close the school, as the council should comply with national guidance around recommended travelling times for pupils to travel to school.

84 Wellfield School is also frequently used by the community for sport, leisure and a range of other community activities. The school sports hall is widely used throughout the year and is utilised for the following activities:

- Clubbercise - children and adults
- Indoor Cricket
- Indoor Rowing
- Short Tennis
- Family rounders
- Boxercise
- Basketball
- Choir

There are also a range of after school clubs running for pupils between 3.15 and 4.15 pm every day including:

- Fashion Club
- Textiles
- Netball
- Football
- Homework Club
- Fitness Suite
- Hair and Beauty
- Dance
- Girls Rugby

85 The timescale of closure and relocation of pupils in other schools can be estimated as between two and three years, entailing (as it may) permission from one or more academy trust boards, possible consultation, planning, design and building of new provision, plus processes to arrange staff redundancies and site disposal.

## **Preferred option for Wellfield School**

- 86 The option of creating a multi-academy trust with Tanfield School, Tanfield Nr Stanley, would allow the Council to pay off the historic debt on transfer, and could, if agreed and subsequently implemented, present an opportunity to improve educational standards at Tanfield School also. Through the structure of a MAT, Wellfield School would be partnered with Tanfield School, Tanfield Nr Stanley, and a school that requires support and improvement, and strengthened leadership, which Wellfield School is well-positioned to provide.
- 87 Where a school becomes an academy or obtains an academy sponsor, any deficit balance they are carrying becomes a cost to the local authority and is not transferred to the multi-academy trust on conversion. These costs would need to be met from the earmarked reserve established for this purpose.
- 88 The DfE's view is that local authorities should take responsibility for allowing schools to operate with a deficit balance. While a 'Good' school, even with a deficit budget, is not required to become an academy by any legislation, the process would enable the Council to take steps to pay off the deficit, which under any other circumstances it is legally prevented from doing.
- 89 Ordinarily, a school which is financially unviable would not be taken on by an academy chain, but the steps already taken to achieve an in-year balanced budget would make Wellfield School a good financial prospect, on condition the historic debt can be paid off. The on-going positive outcomes of the school would stand as further collateral, and the direct impact that this is having on the growth of pupil numbers (see paragraph 7, above) promises well for the future.
- 90 Officers from the Regional Schools' Commissioner's office, on behalf of the Department for Education, have been working with Wellfield School to support the partnership process.
- 91 Meetings with Wellfield School's leadership and Chair of Governors have provided reassurances that the school is willing to academise and is prepared to work as part of a MAT with Tanfield School, Stanley, whose leadership has also agreed to participate in such an undertaking. Governing bodies have taken the step of formally expressing their willingness to academise in meetings at each school.
- 92 The final decision rests with the RSC. If agreed, the proposal would be expedited quickly thereafter.
- 93 The estimated deficit balance that the Council would need to write off to the general fund at this stage would be c£3.4m for Wellfield School and c£0.583m for Tanfield School. The earmarked reserve set aside for this purpose, from which this sum would be payable, which has an estimated value at 31 March 2019 of £4.5 million.

## **Conclusions**

- 94 This report provides Cabinet with details of the work that has been undertaken as part of the review of education provision in County Durham which was agreed by Cabinet on 15 November 2017.
- 95 In general, during the review process, local authority officers have worked with the leaders and governing bodies of those schools most affected, with the intention of managing difficult and sometimes delicate conversations about each school's long-term sustainability and organisational structure. While the potential solution of academisation of Wellfield School was accepted as a necessary course of action, this was not universally welcomed and multiple meetings were required before a way forward could be agreed.
- 96 Meetings involved work with several schools, support to governors and Chairs of Governors, and liaison with the Regional Schools Commissioner's office.
- 97 The report outlines the thorough consideration of all potential options, where following the review it has been concluded that Wellfield School should, subject to the permission of the Regional Schools Commissioner, establish a multi-academy trust (MAT) with Tanfield School, Stanley. The rationale for preferring this over other options is that, if Wellfield School becomes an academy, the Council would be enabled to pay off any accumulated debts removing the unsupportable position whereby the Section 151 Officer would be asked to continue to allow the school to set a deficit budget beyond a limited time.
- 98 This option, if adopted and implemented will stabilise and secure the recovery of Wellfield School and in addition it will add to the good education of the Wellfield area.

## **Recommendations**

- 99 Cabinet is recommended to note progress made to date, and:
- (a) agree to support the proposal that Wellfield School establishes a multi-academy trust (MAT) with Tanfield School, Stanley;
  - (b) in the event that this is successfully concluded, Cabinet to agree to the Council writing off the deficit balance at the point of conversion, estimated at c£3,400,000 for Wellfield School and c£583,000 for Tanfield School, in line with government expectations of maintained schools with deficit budgets which convert to become academies.
  - (c) in the event that the RSC does not support the proposed partnership between Wellfield and Tanfield School, a further report to Cabinet will be required on the alternative options for school provision in the Wellfield area.

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### **Background papers**

Report to Cabinet 14 December 2016

Strategy for School Organisation and the Pattern and Provision of Schools across County Durham

Report to Cabinet 12 July 2017

Revenue and Capital Outturn 2016/17

Report to Cabinet 13 September 2017

Quarter 1 Forecast of Outturn 2017/18

Report to Cabinet 15 November 2017

Review of School Provision in County Durham: Ensuring Financial Sustainability of Schools

Report to Cabinet 13 December 2017

Mainstream Primary and Secondary Funding Formula 2018-19

Report to Cabinet 13 June 2018

Maintained Schools Budget Plans and Permission to Set Deficit Budgets 2018/19

Report to Cabinet 12 September 2018

Forecast of Revenue and Capital Outturn 2018/19 – Period to 30 June 2018

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## **Appendix 1: Implications**

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### **Finance**

Schools are funded through Dedicated Schools Grant and operate to delegated budgets, which are the responsibility of individual school governing bodies. Where a school wishes to set a deficit budget (where its spending exceeds its resources in a year) it can only do so in accordance with EFA guidance and the Scheme of Financing for Schools and with the permission of the Council's S151 Officer. In accordance with legal obligations, the S151 Officer may not continue to allow a school to set a deficit budget without a robust business plan that indicates the removal of any deficit over time.

The report outlines the significant financial difficulties that continue to be experienced by schools, the work that has been undertaken with these schools and the options that will need to be explored in terms of a solution to these problems.

The National Funding Formula puts more funding into pupil-led factors than school-led factors, which could create longer-term challenges for smaller schools, because the increase in pupil-led funding will be of less benefit to schools with smaller numbers of pupils.

Should a school close, the additional cost of providing home to school transport to pupils' nearest schools can be significant. There would also need to be significant capital investment to expand other secondary schools to accommodate additional pupils should a secondary school close for financial reasons.

The proposals set out in the report are for Wellfield School, with the permission of the Regional Schools Commissioner, to establish a multi-academy trust (MAT) with Tanfield School, Stanley. In doing so, the Council will need to write off the deficit balance at the point of conversion, estimated at c£3,400,000 for Wellfield School and c£583,000 for Tanfield School.

### **Staffing**

Potential impact on school staff through re-structuring to address deficit balances, or through amalgamation/federation of schools, is indicated in this report. In cases where the Review proposes federation of schools, or academisation, there may be implications for staff in terms of adjustments to some terms and conditions but these will be fully negotiated through the relevant trade unions, where required.

### **Risk**

A key risk is that, as a consequence of actions taken by the County Council (including the failure to make timely interventions), pupils and students do not receive an adequate education. There is an additional risk of reputational damage if the Council does not appear to be able to resolve the problem of schools operating with significant and sometimes increasing budgetary difficulties, and allows some schools to continue to set deficit budgets whilst requiring other schools to balance their budgets.

The s.151 officer must sign-off the budget for schools with a deficit budget plan and needs to be able to justify doing so in terms of each school having a robust plan to

recover from its deficit. The scheme of delegation allows for deficit budgets, but only for three years, and no more than 20% of the school's budget share, up to a maximum of £750,000. There is a risk of legal challenge from the Department for Education if this statutory function is neglected. There is a risk of external auditors calling into question the actions of the s.151 officer if no credible plans are agreed to resolve the issues described in this report and the Cabinet report of November 2017.

### **Equality and Diversity / Public Sector Equality Duty**

Any review or change to educational provision in an area has the potential to adversely impact on protected characteristics, both in terms of pupils, their families, local communities and employees working in the schools. The options described in this and previous reports could involve pupils being required to attend different schools or not being able to access a local school and being required to travel further. However, the recommendations at this stage will minimise the impact.

### **Accommodation**

If school closures are proposed as part of the review of provision, accommodation will be an implication, but this has not formally happened to date. Transfer of maintained schools to become academies may have implications in terms of accommodation where school premises are used by the community under arrangements set up with a maintained school.

### **Crime and Disorder – none**

### **Human Rights**

Human rights are not affected by the recommendations in this report.

### **Consultation**

In line with a strategic approach described in the Cabinet report, 15 November 2017, consultation with the public is a possible outcome of the Education Review. School communities have, to date, been engaged in consultation through governing bodies.

There is no requirement for a school wishing to become an academy or be part of a MAT to run a consultation, but many schools choose to either consult with parents and stakeholders or at least notify them of the intention to join the MAT. Although stakeholders do not need to be consulted, staff will need to be formally informed and consulted about the transfer of their employment under the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE).

### **Procurement – n/a**

### **Disability Issues**

see 'Equality and Diversity' above.

### **Legal Implications**

The actions described in this report are intended to comply with the Council's duty to exercise its education functions with a view to promoting high standards and the fulfilment of each pupil's learning potential in accordance with S 13 A of the Education Act 1996.

The Corporate Director Resources is responsible by virtue of Section 151 of the Local Government Act 1972 for the administration of the authority's financial affairs. The Corporate Director Resources also has a duty to report certain matters to the authority by virtue of Section 114 of the Local Government Finance Act 1988.

Schools have delegated budgets, but if a school closes or converts as a sponsored academy then any deficit balance remains with the Council, which must meet the cost of writing-off the deficit from its general funds. Surplus balances of closing schools are credited to the Council, but it does not retain any surplus balance for a school becoming a sponsored academy: the academy receives the balance upon conversion.

The funding framework governing schools finance, which replaced Local Management of Schools, is based on the legislative provisions in sections 45-53 of the School Standards and Framework Act 1998. Under this legislation the Council is required to publish a Scheme of Financing for Schools. The scheme sets out the financial relationship between the authority and the maintained schools which it funds, including the respective roles and responsibilities of the authority and the schools. The scheme does not limit unreasonably the flexibility of schools to control and deploy their budgets, recognising the need for public monies are involved to be properly accounted for and recorded. The scheme includes provisions which are binding on both parties. Under the scheme, any deficits of expenditure against budget share (formula funding and other income due to the school) in any financial year will be charged against the school and will be deducted from the following year's budget share to establish the funding available to the school for the coming year.

Schools cannot set a deficit budget without the prior agreement in writing of the authority. For clarity, a deficit budget is one where the gross expenditure in the budget plan exceeds the total of funding, income and the balance (surplus or deficit) brought forward from the previous year. This consent is given by the Section 151 officer - Corporate Director, Resources.

## Appendix 2: Context of the Wingate Schools and Tanfield School

<b>Number on Roll</b>	<b>Wingate</b>	<b>Thornley</b>	<b>Wheatley Hill</b>	<b>Hesleden</b>	<b>Hutton Henry</b>	<b>St. Mary's, Wingate</b>	<b>St. Godric's, Thornley</b>	<b>Wellfield School</b>	<b>Total</b>
Reception to Y 11	358	182	198	133	70	58	87	743	1,829
Spare capacity	1	14	12	16	-14	26	18	411	484

<b>Funding (£)</b>	<b>Wingate</b>	<b>Thornley</b>	<b>Wheatley Hill</b>	<b>Hesleden</b>	<b>Hutton Henry</b>	<b>St. Mary's, Wingate</b>	<b>St. Godric's, Thornley</b>	<b>Wellfield School</b>	<b>Total</b>
Formula funding 2018-19	1,516,000	794,000	836,000	502,000	379,000	327,000	508,000	3,705,000	8,567,000
Pupil Premium funding 2018-19	158,000	87,000	136,000	46,000	22,000	23,000	26,000	289,000	788,000

<b>2018-19 use of balances (£) *</b>	<b>Wingate</b>	<b>Thornley</b>	<b>Wheatley Hill</b>	<b>Hesleden</b>	<b>Hutton Henry</b>	<b>St. Mary's, Wingate</b>	<b>St. Godric's, Thornley</b>	<b>Wellfield School</b>	<b>Total</b>
Balance at 31 March 2018	64,000	92,000	77,000	53,000	83,000	6,000	27,000	3,393,000	3,794,000
Forecast use of balances in 18-19	13,000	(21,000)	4,000	(10,000)	(19,000)	1,000	7,000	-	(24,000)
Forecast balance at 31 March 2019	77,000	71,000	81,000	42,000	64,000	7,000	34,000	3,393,000	3,770,000

\* Figures in brackets are deficit balances and decreases in balances

## Appendix 2: Context of the Wingate Schools and Tanfield School

<b>Accumulated balances (£) *</b>	<b>Wingate</b>	<b>Thornley</b>	<b>Wheatley Hill</b>	<b>Hesleden</b>	<b>Hutton Henry</b>	<b>St. Mary's, Wingate</b>	<b>St. Godric's, Thornley</b>	<b>Wellfield School</b>	<b>Total</b>
31 March 2013	88,000	55,000	66,000	41,000	10,000	13,000	39,000	(157,000)	155,000
Change in 2013-14	87,000	35,000	48,000	29,000	70,000	13,000	6,000	(546,000)	(257,000)
31 March 2014	175,000	90,000	113,000	71,000	81,000	27,000	45,000	(703,000)	(102,000)
Change in 2014-15	(53,000)	67,000	19,000	(24,000)	5,000	(5,000)	10,000	(684,000)	(666,000)
31 March 2015	122,000	157,000	132,000	47,000	86,000	22,000	54,000	(1,387,000)	(768,000)
Change in 2015-16	13,000	(27,000)	38,000	(11,000)	42,000	(12,000)	(10,000)	(746,000)	(713,000)
31 March 2016	135,000	130,000	170,000	35,000	127,000	9,000	44,000	(2,133,000)	(1,481,000)
Change in 2016-17	(102,000)	(51,000)	(53,000)	8,000	(34,000)	10,000	(28,000)	(605,000)	(854,000)
31 March 2017	34,000	79,000	118,000	44,000	93,000	20,000	16,000	(2,738,000)	(2,334,000)
Change in 2017-18	30,000	13,000	(41,000)	9,000	(11,000)	(14,000)	10,000	(655,000)	(658,000)
31 March 2018	64,000	92,000	77,000	53,000	83,000	6,000	27,000	(3,393,000)	(2,993,000)

\* Figures in brackets are deficit balances and decreases in balances

<b>Employee numbers</b>	<b>Wingate</b>	<b>Thornley</b>	<b>Wheatley Hill</b>	<b>Hesleden</b>	<b>Hutton Henry</b>	<b>St. Mary's, Wingate</b>	<b>St. Godric's, Thornley</b>	<b>Wellfield School</b>	<b>Total</b>
Teaching	21	13	10	6	4	5	7	50	116
Support	47	22	36	11	9	8	11	53	197
<b>Total</b>	<b>68</b>	<b>35</b>	<b>46</b>	<b>17</b>	<b>13</b>	<b>13</b>	<b>18</b>	<b>103</b>	<b>313</b>

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### **Appendix 3: Equality Impact Assessment Summary**

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Creation of a multi-academy trust (MAT) should not impact negatively on pupils.

A period of change from a maintained school to an academy within a MAT may have some adverse effect on staff.

School closures, however, would impact directly on staff and pupils, including those in protected groups and vulnerable pupils. In this case, significant equalities mitigation will be required.

A fixed, reliable and secure planning framework of governance, staffing and finance as offered by a MAT would enable the delivery of a resilient education.

**Cabinet**

**14 November 2018**

**Council Activity Update**



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**Report of Corporate Management Team**

**Lorraine O'Donnell, Director of Transformation and Partnerships**

**Councillor Simon Henig, Leader of the Council**

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**Purpose of the Report**

- 1 To provide an update on work to support some of the council's key priorities.

**Background**

- 2 The council undertakes an enormous amount of work across the county.
- 3 The following provides an update on progress towards delivering some of the council's key priorities and summarises a number of other newsworthy aspects of the council's work:
  - (a) First World War Armistice commemorations
  - (b) Looking after children in care
  - (c) Encouraging reading
  - (d) Mental health
  - (e) Winter preparations
  - (f) Keeping the county clean and green
  - (g) Budget
  - (h) Chairman's medal for water safety campaigner
  - (i) Crackdown on empty homes
  - (j) Electric vehicle roadshow
  - (k) Do It Online reaches 100,000 customers
  - (l) Aycliffe Business Park road improvements
  - (m) Dying to work charter

## First World War Armistice commemorations



- 4 To mark the centenary of the end of the First World War a wide range of events and activities took place around County Durham.
- 5 The four-year Durham at War project concluded in September with a conference for volunteers and members of the public. The National Lottery-funded initiative has seen the creation of an interactive website mapping the impact of the First World War on the county and its residents. Thousands of documents, images and audio files have been uploaded to the site since its launch in 2014 and will remain online as a searchable archive. More than 250 volunteers have contributed to site, working with Durham County Record Office.
- 6 Over the past four years, Area Action Partnerships around the county have supported the installation of seven memorial stones commemorating the lives of seven soldiers who received the Victoria Cross for their actions during the First World War. The final stone, honouring Sgt William McNally, was unveiled during a ceremony in Murton last month.
- 7 Pupils from Kreis Wesel, in Germany, visited County Durham this month as part of the county's twinning arrangements and also to share their thoughts and feelings about the First World War with their peers from Park View School, in Chester-le-Street. Together, the two groups have created poems, texts and artwork which they hope will demonstrate hope and unity.
- 8 This month has seen a performance at Gala Theatre of The Muddy Choir – the story of three young DLI soldiers hoping to survive the trenches of the

Third Battle of Ypres. It was followed by a special performance of the Durham Hymns at Gala on Remembrance Sunday. Performed by musicians, actors and brass band players, the Durham Hymns was originally performed in at Durham Cathedral in 2016 to mark the centenary of the Battle of the Somme. Poet Laureate, Carol Ann Duffy, drew on soldiers' letters and diaries stored at Durham County Record Office to write the lyrics, with composers Orlando Gough, Jessica Curry and Jonathan Bates creating the musical accompaniment.

- 9 A sound and light installation commemorating the armistice is currently located in Millennium Place and will be on site until tomorrow. Hope, created by Newcastle-based art and design studio Aether & Hemera has been commissioned by the council and features large-scale text sculpture composed of hundreds of colour-changing LED tubes along with speakers projecting voices retelling local people's experiences of the war. Again, many of the stories are contained within letters, diaries and memories held at the record office.
- 10 The council has also worked with the Northern Echo to produce a special commemorative edition of the paper which was published in the week leading up to Armistice Day, while the BBC has been filming in Whitton Park for a First World War centenary piece feature telling the story of the Fighting Bradfords.
- 11 Information on Armistice events, activities and ceremonies has been made available to the public via a dedicated area of the council's corporate website.

### **Looking after children in care**



- 12 In England, 62 children in every 10,000 children (0.6%) are in care and the number has risen each year for the last nine years. Nationally, 75% of these children are in foster care, which places a huge pressure on local authority children's services, who manage many of these arrangements. In County Durham we currently have over 800 children in care.
- 13 With record numbers of children in care and around 13% of the foster carer workforce retiring or leaving every year, The Fostering Network charity estimates that fostering services across the UK need to recruit at least a further 8,100 foster families in the next year.
- 14 Following a successful campaign the Council has seen a record number of enquiries from potential foster carers in September. A widespread marketing campaign and in-service improvements to the 'front door' of the service, have resulted in 37 enquiries from potential foster carers in September, the highest figure for this year and the best September figures for two years.
- 15 Elsewhere in the service, we are currently working towards merging our adoption service with that of Cumbria Local Authority and Together for Children, Sunderland to develop a Regional Adoption Agency (RAA). The new RAA will see the three services rebranding under one name and pooling resources and expertise with a view to recruiting sufficient adoptive placements and excellent post adoption support to ensure better outcomes for our children with a plan for adoption.
- 16 The Council also recently celebrated Care Leavers Week, where we highlight the support we offer our care leavers and celebrate their achievements through our EPIC Awards ceremony. Activities included a drop-in session for staff, to see how they could support care leavers in their own service, art and craft sessions and a Care Leavers football match of Durham vs Gateshead care leavers.

### **Encouraging reading**



- 17 The Council undertakes a number of initiatives to promote literacy across the County. In October the county's annual celebration of the written word, Durham Book Festival, took place with more than 10,000 people taking part in events and activities. The programme, a key part of our Festivals programme was delivered by New Writing North on behalf of the Council. It featured a host of writers, artists and thinkers ranging from internationally renowned authors Pat Barker and Kate Mosse to famous names such as comedian Robin Ince and broadcaster Cathy Newman. The festival's Big Read saw 3,000 free copies of Sarah Waters' Booker-nominated novel The Little Stranger handed out through schools, libraries, prisons, businesses and to university staff and students, and residents of all ages also had the chance to get involved in the festival through a calendar of community workshops.
- 18 October also saw the Council's library service support National Libraries Week, promoting services, events and activities through social media. And this month, the authority also launched a new ebooks and audiobooks service. Borrowbox can be downloaded as an app and provides library users with access to almost 10,000 ebook titles and 1,000 audiobooks. Titles can be borrowed and downloaded instantly or reserved and automatically emailed when they become available.
- 19 Children can also access books online via Fiction Express. Run by Durham Learning Resource through the county's library service, it gives readers the opportunity to contribute their story ideas to 'live books' which are presented in weekly instalments. It also allows teachers to set summer reading challenges for pupils. Children can also log in at any time at home to access more than 100 completed stories, each of which ends with a comprehension quiz.
- 20 Working with the Book Trust, the Council subscribes to the Letterbox Club, a service which provides colourful book parcels to primary aged looked after children once a month for six months. As well as encouraging children to develop a love of reading, it provides them with personal belongings as, while for many children, it is the first time they have received a letter or a parcel through the post, for some it's the first time they have had books of their own.
- 21 The authority is also preparing to roll-out the READ Durham initiative following a successful pilot with childminders, who were encouraged to take children on story-telling trails in parks before collecting grab bags containing books and activity sheets. With a particular focus on promoting reading to hard-to-reach families, the scheme is aimed at children from birth up to five years of age. New Writing North is looking at opportunities to link activities into next year's Book Festival programme.

## Mental health



- 22 The County Durham Partnership's key theme at its annual event in October was mental health, marking World Mental Health Day on 10 October. The event was attended by over 200 people and provided partners with an opportunity to share information about their services and projects, highlighting achievements, best practice and new approaches for supporting people with mental health needs. It also facilitated discussions to look at what more partners can do to support mental health awareness.
- 23 At the event, Durham County Council and the Pioneering Care Partnership both committed to the 'Time to Change' employer pledge, agreeing to introduce positive changes to how they think and act about mental health in the workplace.
- 24 The Mental Health Strategy and Concordat which sets out a strategy for better mental health in County Durham, will be presented to the Health and Wellbeing Board in November 2018.
- 25 Also on World Mental Health Day, Durham County Council employees were offered the opportunity to find out about a range of support services in County Durham with an information event in County Hall. Representatives from organisations including Talking Changes, Samaritans, ManHealth and the Council's Employee Assistance Programme were on hand to provide info about support and advice available to help with difficulties and challenges in life. A free mindfulness session was available for staff to try a number of other activities such as walks, running groups, yoga and singing were promoted to help employees sustain good mental health and wellbeing.

- 26 As part of its commitment to supporting the health and wellbeing of its staff the Council will continue to promote opportunities for employees to lead healthier lives and further workforce development.

## Winter preparations



- 27 The Council undertakes a number of activities as part of its plans for keeping people safe over the winter period. As part of its preparation, new replacement gritters and 42,000 tonnes of salt are ready to keep the region's roads moving. Preparations for the cold weather have been underway for some time and our winter maintenance programme for 2018/19 is now up and running.
- 28 This year, several gritters have been replaced, with four new power gritters and 23 new trailer gritters now among the authority's 76-strong fleet of road and gritting vehicles and snow blowers. All of our power gritters have been fitted with 360° cameras to improve safety and provide information on weather conditions. The Council will once again treat 1,700km of priority one roads during normal winter conditions, representing 45 per cent of the road network. More minor roads are not normally treated but at times of prolonged severe winter weather a secondary network of priority two routes will be treated when resources are available.
- 29 Residents can keep up-to-date with information on gritting throughout the county through the Council's corporate website and social media accounts. Live updates are posted on Facebook and Twitter at regular intervals during adverse weather. Information is also provided on individual school closures as and when they happen along with details of any service disruptions.

- 30 The Council also supports Public Health England's 'help us help you/stay well this winter' campaign by sharing messages through Area Action Partnerships, key publications and through One Point, fostering and adoption and Families Information services. The initiative aims to protect adults at risk of flu and its complications, with flu immunisation remaining one of the most effective ways to reduce harm from flu and the pressures on health and social care services during the winter. People aged over 65, pregnant women, those with long-term health conditions and their carers can also receive the flu vaccination for free through their GP surgery or pharmacy.
- 31 We also run flu vaccination clinics for council employees who provide close personal care as part of their jobs with the aim of ensuring staff are able to continue their important work in caring for and supporting residents. A joint letter from Public Health England and the Director of Public Health has been sent to all commissioned care homes promoting the NHS flu immunisation programme to care providers.
- 32 Services will also be providing key messages to residents, including health advice, aimed at ensuring people look after themselves, elderly relatives and neighbours during the winter.

### **Keeping the county clean and green**



- 33 Keeping the county clean and green is a key priority for the Council. We do this through a number of activities, often working with partners and local communities.
- 34 On 19 October, Durham City was named 'Best Small City' in the Royal Horticultural Society's (RHS) prestigious Britain in Bloom competition. Tanfield was also a finalist in the village category at the awards. The award has

resulted in the City being invited to compete in Britain in Bloom's highly respected Champion of Champions category next year.

- 35 This national award follows success in the summer in Northumbria in Bloom, including best overall entry and best small city for Durham, and best large town for Chester-le-Street. Meanwhile Sedgefield and Tanfield were successful in the best small town and best small village categories, and Belmont claimed best urban community. The accolades, which included many other medal winners, added to the county's list of success in the annual competition over many years. The Durham City and Chester le Street entries were submitted by Durham County Council with others put forward by either town or parish councils, or local 'In Bloom' groups.
- 36 The success follows on from a range of projects supported by the council across the county to keep the area clean and green, many of which are delivered in partnership with the local community and organisations.
- 37 These include our Operation Spruce Up campaign whereby towns and villages are given a 'clean up' and 'green up' to help foster civic pride. Launched in 2016 to spruce up a town or village from each of the 14 Area Action Partnerships, the campaign was so successful it was expanded and has now visited 22 areas.
- 38 The programme visits a new location each month with the teams assisted by partners including town and parish councils, our area action partnerships, residents groups and local schools and businesses. A survey conducted in communities visited by Spruce Up has shown that 90 per cent of those asked noticed an improvement as a result of the work done.
- 39 In February 2018, Operation Spruce Up won a prestigious 'Keep Britain Tidy' award for campaign of the year, the second year in a row we have won in this category following on from the 'Operation Stop It' campaign win in 2017.
- 40 To help residents dispose of waste, a new ePermit scheme was introduced in July at the council's Household Waste Recycling Centres (HWRCs), increasing the number of applications by almost two thirds. Residents with a van, pickup, minibus or towing a trailer, and those bringing hazardous materials require a permit. Last year we received around 1,600 applications a month. Following the introduction of the ePermit we have seen applications increase to around 2,600 a month, including 600 every weekend.
- 41 Coupled with tougher enforcement, measures such as this are helping to contribute to a continuing reduction in flytipping in the county, with the number of instances now down 23% since the start of Operation Stop It in September 2014.

## Budget

- 42 A Cambridge University study has named County Durham among the worst areas affected by austerity in the country. According to the findings, the county saw spending levels slashed by almost a third (31%) between 2010 and 2017. Nationally, austerity has brought with it a move away from properly recognising 'need' within the allocation of government grant funding at a time when demand for statutory services such as children's and adult's social care has massively increased across the country.
- 43 Durham County Council has already made £224 million in savings since 2011/12. This has been achieved through a planned yet creative approach which has focused on protecting frontline services.
- 44 However with further forecasted savings of £35.3 million required over the next four years, the financial pressures facing the Council are set to continue and the impact of the government's ongoing funding cuts will be felt across all areas with significant risks to our funding from the fair funding review.
- 45 In the face of this, the council has been proactively campaigning for fairer funding for local government and highlighting the impact of austerity at a local and national level.
- 46 The leader of the council wrote to the government, in his role as chair of the Association of North East Councils (ANEC), to call for fairer distribution of funding in last month's autumn statement. However, the one-off funding announcements in the chancellor's budget statement do not address the significant financial issues and pressures being faced by the council every year. A sustainable longer term funding settlement is required as soon as possible and ANEC will continue to lobby the government for fairer funding that takes our needs into account.
- 47 Cllr Gunn, Cabinet member for children and young people's services, has also written to the governing bodies of all schools and academies in the county to share her concerns about the financial pressures they are currently facing as a result of the government's lack of investment.
- 48 Furthermore, in response to estimates of a £19 million reduction in public health grant, the authority is looking at working with other councils and public sector organisations to make the case for the formula for calculating the grant to be changed.



## **Chairman's medal for water safety campaigner**



- 49 A 13 year old boy whose brother died after jumping into a river has been given County Durham's highest honour in recognition of his campaigning to prevent further loss of life.
- 50 Cyle Gosling's older brother Cameron jumped into the River Wear while out with friends on a hot summer day in 2015.
- 51 The 14 year old, who lived at Crook and was a student at Parkside Academy in Willington, had not got his body used to the water temperature first and died from 'cold water shock.'
- 52 In the last year, Cyle, also a pupil at Parkside, has joined forces with Durham County Council on its Dying to be Cool campaign – which aims to make ten to sixteen year olds aware of the dangers of going into cold water without acclimatising.
- 53 Cyle got up in front of his fellow students at Parkside during an assembly to speak about what happened to his brother and life without him, and to educate them about cold water shock.
- 54 He was also the star of a video made by the council which has since been viewed more than 46,000 times on Facebook alone.
- 55 Cyle was also interviewed by the region's TV, radio and newspaper journalists at the spot where his brother died, at the launch of the 2018 campaign.

- 56 He has now been awarded the council's Chairman's Medal, the highest honour the authority can present to individuals and organisations for outstanding voluntary contribution to the county.

### **Crackdown on empty homes**



- 57 The council stepped up its work to breathe fresh life into vacant properties as part of a national awareness campaign.
- 58 By taking part in National Empty Homes Week, the council hoped to promote the support available to people interested in buying empty properties, as well as celebrating success stories and exploring future initiatives.
- 59 Approximately 2.7 percent of homes in County Durham are empty, and the council is working with partner organisations, including the police, fire service, housing providers and community groups, to tackle the problem and help meet the local housing need.
- 60 As part of this commitment, the authority has employed three additional members of staff to work with communities, landlords and partner organisations to bring vacant homes back into use.
- 61 During National Empty Homes Week (15-21 October), the officers met with housing providers Karbon Homes and Livin to look at ways to reduce the number of empty properties on key estates.

- 62 A new online facility for reporting empty properties was also officially launched and the team promoted the financial assistance available to bring long-term empty properties back into use. Since its launch in 2014, the scheme has helped more than 160 people become owner-occupiers.

### **Electric vehicle roadshow**



- 63 An electric vehicle roadshow stopped off in Durham as the county launched a week of action celebrating green technology.
- 64 Businesses and consumers were invited to the free event, showcasing the very latest in electric and ultra-low emission vehicles (ULEVs), in Durham Market Place.
- 65 The 'ULEV Extravaganza', which marked the launch of Green Great Britain Week, showcased innovative technology from some of the world's leading vehicle manufacturers as well as promoting the financial, social and environmental benefits of ultra-low emission vehicles.
- 66 Visitors were able to discuss clean vehicle technology with experts, as well as owners and users of electric vehicles, and had the opportunity to test drive a range of cutting-edge vehicles from manufacturers including BMW, Nissan, Lexus and many more.
- 67 A free information event, with presentations from Durham County Council and the Office for Low Emission Vehicles, also took place in Durham's Town Hall.
- 68 As well as supporting sustainable transport, Durham County Council has put low carbon economic growth at the heart of its agenda, working with its schools, homes, public buildings and businesses to help cut their energy costs, while developing renewable energy schemes from solar, mine water and hydropower. As a result, it has already reduced carbon emissions in the county by over 40 per cent since 2009, well ahead of its target date of 2020.

## **Do It Online reaches 100,000 customers**



- 69 More than 100,000 County Durham residents have now signed up to Do It Online.
- 70 Durham County Council has reached 100,000 online customers who have registered to its Do It Online account, which has become the council's preferred method of contact for many services.
- 71 Do It Online enables customers to report issues online quickly and easily at a time that is convenient. This includes paying council tax bills and reporting problems such as potholes.
- 72 Earlier this year anyone who opted to go digital with their council tax bill between June and August was entered into a prize draw to win an iPad which had been donated to the council.
- 73 The lucky winner was Stephanie Hughes, from South Hetton. She said: "Signing up was so easy and much quicker than I thought it would be. I have just recently moved house so I decided to sign up for online instead of by post, and now I'm very glad I did. It's great to able manage everything in one place."
- 74 Over 3,000 new customers signed up over the summer which means these people are now helping the environment by eliminating the need for a postal statement.

## Aycliffe Business Park road improvements



- 75 Engineers have paved the way for more than 3,000 new jobs and a near half a billion pound boost to County Durham's economy.
- 76 With £13 million in Local Enterprise Partnership funding, Durham County Council has been preparing Forrest Park, a 52 hectare expansion of the North East's largest industrial estate, Aycliffe Business Park, which includes Hitachi Rail.
- 77 Now a major step in the development is complete, with a new junction providing better access to the A1(M) and A167, and a 23 mega volt amp sub-station set to ensure businesses have all the electricity they need.
- 78 The improvements are designed to remove existing barriers to the continued success and further expansion of Aycliffe Business Park, with the hope that they will unlock a potential investment of nearly £140 million from the private sector to further develop the site including, due to its location, a possible rail freight interchange.
- 79 Aycliffe Business Park is already the largest business park in the region but the improvements could see the creation of more than 3,000 jobs additional jobs and almost half a billion pounds added to the economy over the next twenty years.

## Dying to work charter



- 80 Durham County Council has signed the Dying to Work charter as part of the TUC's campaign for greater employment security for terminally ill workers.
- 81 The council pledged its commitment to staff health and wellbeing, as Council Leader, Cllr Simon Henig; Deputy Leader, Cllr Allan Napier; Cabinet member for social inclusion and HR, Cllr Jane Brown; and Chief Executive, Terry Collins, signed the charter, at the council's County Hall headquarters. Union representatives Beth Farhat, TUC Northern Regional Secretary; David Clegg from GMB; Ian Pritchard from Unison and Mike Routledge from Unite also signed the charter.
- 82 The Dying to Work campaign calls for terminal conditions to be made a 'protected characteristic', ensuring that employees battling terminal conditions will be supported, protected and guided throughout their employment, following a terminal diagnosis.
- 83 In signing the charter, Durham County Council has confirmed that it recognises that safe and reasonable work can help maintain dignity. It has also promised to provide employees with peace of mind and the right to choose the best course of action for themselves without undue financial loss, and has confirmed that it will protect death in service benefits for employees' loved ones.

## Recommendation

- 84 Cabinet is recommended to note the contents of this update.

## Background papers

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Contact: Michelle Atkinson Tel: 03000 120643

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## **Appendix 1: Implications**

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**Finance** – Not applicable.

**Staffing** – Not applicable.

**Risk** – Not applicable

**Equality and Diversity / Public Sector Equality Duty** – Not applicable.

**Accommodation**– Not applicable.

**Crime and Disorder**– Not applicable.

**Human Rights**– Not applicable.

**Consultation**– Not applicable.

**Procurement**– Not applicable.

**Disability Issues**– Not applicable

**Legal Implications**– Not applicable.

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**Cabinet****14 November 2018****Forecast of Revenue and Capital  
Outturn 2018/19 – Period to 30  
September 2018**

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**Report of Corporate Management Team  
John Hewitt, Corporate Director of Resources  
Councillor Alan Napier, Portfolio Holder for Finance**

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**Purpose of the Report**

- 1 To provide Cabinet with information on the:
  - (a) forecast revenue and capital outturn for 2018/19;
  - (b) forecast for the council tax and business rates collection fund position at 31 March 2019;
  - (c) use of earmarked, cash limit and general reserves.
- 2 To seek approval of the budget adjustments and proposed sums outside of the cash limit.

**Background**

- 3 In accordance with the council's constitution, Council agreed the Medium Term Financial Plan (MTFP), which incorporates the revenue and capital budgets for 2018/19, on 21 February 2018.
- 4 The constitution also states that the Chief Finance Officer must report to Cabinet on the overall council budget monitoring position on a quarterly basis.
- 5 This report provides an updated forecast of the revenue and capital outturn for 2018/19, based upon expenditure and income up to 30 September 2018.

**Revenue Outturn Forecast – Based on Position to 30 September 2018**

- 6 The table overleaf compares the forecast of outturn with the revised budget. Further detail is provided in Appendices 2 and 3.
- 7 The following adjustments have been made to the original budget agreed by Council on 21 February 2018:
  - (a) agreed budget transfers between service groupings;
  - (b) additions to budget for items outside the cash limit (for Cabinet consideration and recommended approval);
  - (c) planned use of or contribution to earmarked reserves (please refer to Appendix 4).

## Forecast of Revenue Outturn 2018/19

	Original Budget 2018/19	Budget - incorporating adjustments	Service Groupings Forecast of Outturn	Forecasted Variance
	£'000	£'000	£'000	£'000
Adult and Health Services	130,822	126,997	122,641	-4,356
Children and Young People's Services	106,563	125,589	127,892	2,303
Regeneration and Local Services	126,987	135,148	133,642	-1,506
Resources	15,635	15,839	15,568	-271
Transformation and Partnerships	11,944	12,190	12,150	-40
<b>Cash Limit Position</b>	<b>391,951</b>	<b>415,763</b>	<b>411,893</b>	<b>-3,870</b>
Contingencies	3,737	2,077	2,077	0
Corporate Costs	3,844	3,837	3,849	12
<b>NET COST OF SERVICES</b>	<b>399,532</b>	<b>421,677</b>	<b>417,819</b>	<b>-3,858</b>
Capital charges	-56,650	-56,650	-56,650	0
Interest and Investment income	-1,900	-1,900	-2,709	-809
Interest payable and similar charges	43,113	43,738	42,238	-1,500
Levies	16,193	16,204	16,207	3
<b>Net Expenditure</b>	<b>400,288</b>	<b>423,069</b>	<b>416,905</b>	<b>-6,164</b>
<b>Funded By:</b>				
Council tax	-209,712	-209,712	-209,712	0
Use of earmarked reserves	-4,711	-17,542	-17,542	0
Estimated net surplus on Collection Fund	-7,506	-7,506	-7,506	0
Business Rates	-51,889	-51,889	-51,889	0
Top up grant	-70,350	-70,350	-70,350	0
Revenue Support Grant	-41,860	-41,860	-41,860	0
New Homes Bonus	-6,504	-6,504	-6,504	0
Section 31 Grant	-7,723	-7,723	-7,986	-263
Forecast contribution to/from(-) Cash Limit Reserve	-33	-9,983	-6,113	3,870
Forecast contribution to/from (-) General Reserves	0	0	2,557	2,557
<b>TOTAL</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

- 8 The table on the previous page identifies a forecast cash limit underspend of £3.87 million plus a forecast overachievement of core government grant and underspend on all other budgets of £2.557 million. This total net underspend of £6.427 million represents 1.5% of the net expenditure budget of £423.069 million.
- 9 Approval is being sought for the following sums to be funded from, or transferred to general contingencies. These sums are deemed to be outside of service grouping cash limits.

Service Grouping	Proposal	Amount £ million
CYPS	Social Work Cases Backlog	0.085
CYPS	Trade Union Facility Time Request	0.017
REAL	WW1 Project	0.043
REAL	Durham Miners' Association contribution	0.090
REAL	Aykley Heads Development	0.057
<b>TOTAL</b>		<b>0.292</b>

### Review of Reserves

- 10 A full review of all earmarked reserves has been carried out to determine the scope to replenish the ER/VR reserve and to support council regeneration priorities in the coming years.
- 11 The level of cash limit reserves has also been reviewed, with a view to undertaking a top-slice in line with previous years to support the reserves review.
- 12 The following sums have been identified for re-prioritisation:

	Earmarked £ million	Cash Limit £ million	Total £ million
AHS	0.000	4.139	4.139
CYPS	0.782	0.000	0.782
REAL	0.527	3.344	3.871
RES	1.660	2.097	3.757
T&P	0.000	0.000	0.000
Corporate	6.115	0.000	6.115
<b>TOTAL</b>	<b>9.084</b>	<b>9.580</b>	<b>18.664</b>

- 13 The reserves review has identified £18.664 million that could be used to support council regeneration priorities and replenish the ER/VR reserve. It is recommended that the £18.664 million is transferred into the following reserves:

- (a) £6.164 million to the ER/VR reserve. This reserve will be used to fund severance payments as a consequence of forecast savings requirements and will also be available to fund school redundancies. In the past school redundancy costs have been met from the DSG Reserve, however as the DSG reserve has been severely depleted due to the significant overspend on the High Needs DSG block, this funding is no longer available to support school redundancy costs. Further detail is provided the Dedicated Schools Grant and Schools commentary.
- (b) £10 million to create a new Town and Villages Regeneration Reserve to invest in member regeneration priorities in local areas.
- (c) £2 million to create a Capital Reserve to cover anticipated future pressures.
- (d) £0.5 million to create a Feasibility Study Reserve to enable consideration of complex capital works to be considered.
- 14 After adjusting the budgets and reserves as detailed above, the forecast outturn for cash limit reserves and the general reserve are summarised in the table below.

Type of Reserve	Opening Balance as at 1 April 2018 £ million	Budgeted use at 1 April 2018 £ million	Movement during 2018/19		2018/19 Forecast of Outturn £ million
			Planned contribution to (-) or use of reserve £ million	Contribution to (-) or use of reserve £ million	
<b>Service Grouping Cash Limit</b>					
Adult and Health Services	-8.238	0.000	4.312	-4.356	-8.282
Children and Young People's Services	-1.248	0.000	-0.515	2.303	0.540
Regeneration and Local Services	-6.155	0.033	3.859	-1.506	-3.769
Resources	-2.231	0.000	2.106	-0.271	-0.396
Transformation and Partnerships	-0.415	0.000	0.188	-0.040	-0.267
<b>Total Cash Limit Reserve</b>	<b>-18.287</b>	<b>0.033</b>	<b>9.950</b>	<b>-3.870</b>	<b>-12.174</b>
<b>General Reserve</b>	<b>-24.500</b>	<b>0.000</b>	<b>0.000</b>	<b>-2.557</b>	<b>-27.057</b>

- 15 The forecasted cash limit and general reserves position is a prudent one given the forecasted levels of savings the council needs to make of £35.3 million over the period 2019/20 to 2022/23 with the delivery of further savings becoming ever more challenging to achieve. This position also needs to be considered in light of the significant and sustained pressure in the demand areas of the Children and Young People's Services budgets which continue to place a significant strain on the council's financial resources despite investment of more than £7.7 million in the last two years with no additional funding being received from Government in acknowledgement of the issues faced in this area.
- 16 The reasons for the major variances against the revised budgets are detailed below by each service grouping.

## **Adult and Health Services (AHS)**

- 17 The 2018/19 projected outturn for AHS at 30 September 2018 is a cash limit underspend of £4.356 million, representing circa 3.4% of the total budget for AHS. This compares to the quarter 1 forecast of outturn position of a £3.096 million cash limit underspend.
- 18 The projected outturn takes into account adjustments for sums outside the cash limit including redundancy costs which are met from the corporate reserve, capital accounting entries and use of / contributions to earmarked reserves.
- 19 The outturn is a managed position, reflecting the proactive management of activity by Heads of Service across AHS to remain within the cash limit and to prepare for future MTFP savings requirements. The outturn position is accounted for as follows:
  - (a) early achievement of a number of future years' MTFP savings from management and support service proposals across the Adult Care and related areas, together with the careful management and control of vacant posts and supplies and services budgets across the service, particularly in County Durham Care and Support Services, has created a net underspend for the year of £1.556 million.
  - (b) net spend on adult care packages is £2.8 million under budget. This area of spend is being closely monitored to assess the impact of demographic and procedural/operational changes.
  - (c) net expenditure on Public Health-related activity is in line with grant allocations.
- 20 In arriving at the forecast outturn position a net £0.485 million relating to contributions from reserves has been excluded from the outturn. The majority relates to use of the council's ER/VR Reserve (£88,000) and use of the Public Health Reserve (£0.342 million).
- 21 Taking the projected outturn position into account, including the transfer to/from reserves in year, the transfer of £0.137 million to REAL and the transfer of £4.356 million to corporate reserves, the estimated cash limit reserve to be carried forward for AHS is forecast to be £8.282 million. It is anticipated that future MTFP savings, once agreed, will impact upon the ongoing AHS financial position.

## **Children and Young People's Services (CYPS)**

- 22 The 2018/19 projected outturn for CYPS is a cash limit overspend of £2.303 million, representing circa 2.08% of the total budget for CYPS. This takes into account adjustments for sums outside the cash limit, such as redundancy costs, which are met from the strategic reserve, year end capital entries and contributions to and from earmarked reserves. The position forecast at quarter one was a cash limit underspend of £0.429 million for CYPS.

- 23 The outturn position is accounted for as follows:
- (a) Children's Services is forecast to be £3.127 million over budget for the year. This is primarily related to costs associated with Children's placements, both those who have a legal status of looked after and those young people in permanent placements that are financially supported by the council, as detailed in paragraphs 24 to 29 below.
  - (b) The Education Service is forecast to be £0.824 million under budget in 2018/19. This underspend primarily relates to accessing of alternative financing for the previously base budget funded nursery sustainability function. Early achievement of MTFP savings within operational support are also contributing to the forecast outturn underspend position
- 24 Young people being looked after is a volatile and high cost area of activity within CYPS and current external demographic demands are creating a significant strain in terms of general management financial resource allocation. It was anticipated that LAC numbers and costs would have stabilised by 2018/19. The budget was augmented by £4.4 million in 2018/19 and it was anticipated at that point that this would meet demand in 2018/19. However, the current forecast indicates an in year overspend on placement costs alone of £1.337 million - primarily driven by increases in the number of looked after children, the requirement for expensive single residential placements and greater financial burden from the increased requirement to provide and promote 'Staying Put' arrangements for Care Leavers which is a government directed initiative to encourage young people over 18 year old to remain with their former foster carer until there 21st birthday with continued Local Authority funded financial support.
- 25 Interagency adoption fees are indicating an overspend of circa £0.780 million as a result of successfully placing young people in permanent adoptive placements outside of the county. The increase in expenditure is primarily as a result of the services increased use of the interagency route to place adopted children, with over 100% increase in activity over 2017/18. Adding additional pressure to the service was a revision in fees payable to Voluntary Adoption Agencies (VAA) from June 2018. The impact of this change increased the fees payable by 15% and required the full amount to be payable at the time of placing the child in contrast to previous arrangements that require 66% of the fee to paid upon placement and 33.34% one year after placement. It is anticipated that 40% of interagency adoptions will be with the VAAs.
- 26 Prior to 2018/19 there was a commitment to use agency staff solely in areas where staff vacancies existed. Unfortunately due to service pressure and demands brought about by the significant numbers of young children entering and remaining in the care system, unbudgeted agency staff costs in excess of savings accrued through vacancies are forecast to be circa £0.512 million. Increased cost of employed staff at in-house provided residential homes has also led to higher than budgeted overtime being paid (circa £0.224 million) as a result of sickness and other absences.

- 27 Income is forecast to over achieve by £0.128 million primarily as a result of the service accessing additional non recurrent income (£0.615 million) in 2018/19. This one off funding is mitigating under achievement of budgeted income in relation to external contributions towards the cost of external LAC placements £0.365 million and the forecast non achievement of interagency income from the sale of adoptive placements £0.122 million to other local authorities.
- 28 External transportation (taxi and volunteer drivers) costs are currently forecast to overspend by £0.730 million as a result of court direction on the frequency of supervised contact for Looked after Children, combined with the continuing high numbers of children currently looked after, this forecast overspend has been offset from savings on activities and premises etc (£0.344 million).
- 29 Taking the outturn position into account, the cash limit reserve (£1.763 million) will be insufficient to cover the forecast overspend for Children and Young People's Services at 31 March 2019 and there will be a £0.540 million negative cash limit position at year end. This is a significant financial risk for the Council and will place a further pressure on the medium term financial plan if the number and cost of looked after children placements is maintained, or increases further, over the coming months and years. Whilst this is not an issue unique to County Durham, the North East is seeing much higher than average increases in the number of children entering the care system. The issue has been raised with Government however as yet, no indication of any further funding to address the increase and complexity of demand has been considered.

### **Regeneration and Local Services (REAL)**

- 30 The updated forecast revenue outturn for 2018/19 is a cash limit underspend of £1.506 million, based on the position to 30 September 2018, after taking account of the forecast use of reserves and items outside the cash limit. This compares with a £0.571 million forecast underspend based on the position at quarter 1.
- 31 The forecast underspend reflects the proactive management of activity by Heads of Service across Regeneration and Local Services to remain within the cash limit, but it should also be noted that the underspend includes £0.518 million of 2019/20 MTFP savings that have been achieved early, meaning that the underlying underspend is closer to £1 million. A number of services within REAL are also using reserves to support their budget. The main reasons accounting for the outturn position are as follows:
- (a) Direct Services is forecast to be £75,000 overspent. This is mainly due to reducing power generation income at the Joint Stocks landfill site of £0.110 million, overspend on waste contracts of £0.108 million, unachieved Fleet MTFP savings of £0.220 million, unachieved Clean & Green MTFP savings of £73,000, essential depot repairs of £47,000 and costs relating to closed admin buildings not yet disposed of £54,000. These overspends are partially offset by additional garden waste income of £0.259 million which will help towards 2019/20 MTFP savings and £0.278 million additional income generated by Building Services.

- (b) Culture & Sport is forecast to underspend by £87,000. There has been additional income of £0.530 million relating to a change in the VAT treatment of Leisure income, but this has been partially offset by overspends of £0.201 million at the Gala Theatre and Hardwick Park, and £0.247 million compensation to the third party contractor that operates Peterlee Leisure Centre. The compensation is as a result of an income shortfall due to refurbishment works at the facility.
  - (c) Technical Services is forecast to be £47,000 underspent. There is an overspend of £1.236 million due to additional policy led expenditure on highways maintenance, mainly in relation to Category 1 and 2 defects and footway maintenance, which is offset by additional surpluses generated within Highways Services Trading Accounts of £1.074 million. Strategic Highways also has a net underspend of £0.185 million due to employee savings and additional income.
  - (d) Business Support is forecast to be £0.215 million underspent due to savings on vacant posts and reduced hours and increased income, which is offsetting additional supplies costs.
  - (e) Transport is forecast to be £0.307 million underspent. This is mainly due to underspends on bus and rail contracts (£0.293 million) and efficiency savings in Care Connect (£0.140m), which is partially offset by increased costs within Strategic Traffic (£86,000).
  - (f) Planning and Assets is £0.641 million underspent, mainly resulting from additional planning fee income of £0.650 million and additional asset management income of £0.221 million offset by £50,000 spend on an Archaeology relocation from Bowes Museum, £55,000 spend on a corporate property health check and £0.125 million spend on the design and development of Inward Investment brand.
  - (g) Economic Development and Housing is forecast to be underspent by £0.166 million. Within this overall position, Business Durham is underspent by £35,000 due to a net increase in rental income, while Economic Development is overspent by £22,000 on the employment & skills contract. Housing Solutions is underspent by £0.120 million, due to savings in the GRT sites budgets, and additional income in Housing Initiatives. Physical Development is underspent by £41,000, due to staff savings and additional income. There are combined net overspends on staff in other service areas of £8,000.
  - (h) Environment, Health and Consumer Protection is forecast to underspend by £0.104 million. This is mainly due to an additional £68,000 licensing income and a number of vacant posts resulting in an underspend of £36,000.
- 32 In arriving at the forecast outturn position, £0.292 million relating to net contributions to earmarked and cash limit reserves has been excluded from the outturn. The major items being:
- (a) £0.854 million contribution to reserves relating to Economic Development for Business Durham and Housing Solutions;
  - (b) £0.101 million use of reserves in respect of Clean & Green;

- (c) £0.110 million use of reserves in respect of Repairs & Maintenance;
  - (d) £0.104 million use of reserves relating to Culture & Sport;
  - (e) £42,000 use of reserves relating to Transport;
  - (f) £0.191 million use of reserves relating to Environment, Health & Consumer protection.
- 33 In addition to reserves, there is £0.190 million of expenditure being funded from contingencies. This being:
- (a) £90,000 relating to World War I commemoration, and a grant of £43,000 to the Durham Miners' Association;
  - (b) £57,000 relating to the Strategic Employment Site.
- 34 Taking the projected outturn position into account, including the transfer to/from reserves in year, and the transfer of £3.344 million to corporate reserves, the estimated cash limit reserve to be carried forward for Regeneration and Local Services is £3.769 million.

## **Resources**

- 35 The 2018/19 forecast revenue outturn for Resources is a cash limit underspend of £0.271 million. This takes into account adjustments for sums outside the cash limit such as redundancy costs which are met from corporate reserves and use of / contributions to earmarked reserves. The cash limit underspend at quarter 1 was £0.496 million.
- 36 The Heads of Service across Resources continue to proactively manage activity to remain within the cash limit. The projected underbudget position is the net effect of the following items:
- (a) Corporate Finance and Commercial Services is forecast to be underbudget by £73,000, primarily due to a managed underspend on employee costs in Financial Systems (£46,000), an overachievement of income in Procurement (£49,000) and a managed overspend on employee costs in Strategic Finance (£33,000). There are also a number of other minor variances in this service area.
  - (b) Finance and Transactional Services is forecast to be underbudget by £0.114 million, primarily due to a managed overspend on employee costs in HR Operations & Data (£70,000) and supplies and services costs in Revenues & Benefits (£0.123 million) which has been more than offset by an underspend in employee costs in Revenues & Benefits (£0.225 million) and additional income in Financial Management (£80,000).

- (c) Digital and Customer Services is forecasting to be overbudget by £0.231 million, consisting of an underspend on supplies and services (£66,000) in ICT Services and (£47,000) in Customer Services and on employee related expenditure (£0.152 million) in ICT Services and (£78,000) in Customer Services. This has been offset by a forecast overspend on central expenses (£0.581 million) in ICT Services, mainly due to a £0.560 million revenue contribution to support various ICT capital schemes. There are also a number of other minor variances in this service area.
  - (d) Internal Audit, Risk and Corporate Fraud is forecast to be underbudget by £7,000, comprising of a managed overspend of £19,000 on employee related expenditure, a minor £2,000 overspend on supplies and services, offset by additional income £28,000.
  - (e) Legal and Democratic Services is forecast to be underbudget by £0.277 million, which includes a £25,000 managed underspend on employees and £58,000 on supplies and services. In addition there is a net over recovery of income amounting to £0.148 million. There are also a number of other minor variances in this service area.
  - (f) People and Talent Management is forecast to be underbudget by £35,000, mainly due to a managed underspend on employee costs (£7,000), an underspend on supplies and services (£7,000) and an overachievement of income (£18,000). There are also a few other minor variances in this service area.
  - (g) Service Management is forecasting a £4,000 overbudget position, which is a minor variance against employees.
- 37 The forecast cash limit outturn shows the position after some £14,080 of net contributions from reserves and cash limits have been applied to finance the following items:
- (a) £0.227 million to the Welfare Assistance Funding Reserve to help deliver the Welfare Assistance Scheme;
  - (b) £0.113 million from the Human Resources Reserves to support the transition to the new People and Talent Management restructure;
  - (c) £31,547 from the ER/VR Reserve to fund the cost of early retirements/voluntary redundancies;
  - (d) £62,788 from the ICT Reserve to support ICT developments and additional costs of software licences;
  - (e) £2,794 from the CRM System Implementation Reserve to support the implementation of the new system;
  - (f) £30,840 from the Microsoft Office 365 Reserve to support the roll out of the new software.
- 38 Taking the outturn position into account, including items outside the cash limit and transfers to and from earmarked reserves, the transfer of £2.097 million to corporate reserves, the cash limit reserve to be carried forward for Resources is forecast to be £0.396 million.

## **Transformation and Partnerships (T&P)**

- 39 The forecast revenue outturn for 2018/19 is a cash limit underspend £40,000 for the year after taking account of the forecast use of reserves and items outside the cash limit. The cash limit underspend forecast at quarter one was £70,000.
- 40 The forecast underspend is a managed position, reflecting the proactive management of activity by Heads of Service across T&P to remain within the cash limit.
- 41 In arriving at the forecast cash limit outturn position a net £40,364 relating to contributions to and from reserves and cash limits have been excluded from the outturn and include:
- (a) £0.108 million contribution to the Transformation Programme Reserve. The contribution reflects the forecast underspend on employee costs in 2018/19 associated with the Transformation Team;
  - (b) £42,363 contribution to reserves to support the work of the Local Safeguarding Children Board;
  - (c) £34,592 contribution to the Inspire Programme Reserve. The contribution reflects the forecast underspend on employee costs in 2018/19 associated with the Inspire Programme;
  - (d) £6,703 contribution to reserves to support the work of the Local Safeguarding Adults Board;
  - (e) £0.115 million from the Community Led Local Development Reserve which is used to match resources for the administration costs associated with drawing down European funding for deprived communities;
  - (f) £23,032 from the Community Reserve in respect of employee costs associated with the spending on community buildings awaiting disposal;
  - (g) £13,101 from reserves in respect of employee costs associated with the Syrian Resettlement Programme.
- 42 Taking the projected outturn position into account, including items proposed to be treated as outside the cash limit, the total cash limit reserve forecasted to be carried forward for T&P at 31 March 2019 is £0.267 million.

## **Corporate Costs / Contingencies**

- 43 The forecast revenue outturn for 2018/19 for Resources – Centrally Administered Costs is a cash limit overspend of £12,000. This takes into account adjustments for sums outside the cash limit such as the use of / contribution to earmarked reserves and compares with the previously forecast position to maintain spending within its cash limit at quarter 1. A number of MTFP savings totalling £0.150 million were applied to the above budgets in 2018/19.

- 44 The forecast outturn position is mainly accounted for by increased expenditure in respect of expenses associated with raising loans to achieve the MTFP savings from agreeing up front interest rates prior to borrowing which has been offset by increased income from de-minimis capital receipts.

## **Central Budgets**

### **Interest Payable and Similar Charges - Capital Financing**

- 45 The budget of £43.704 million has been increased by £34,000 to £43.738 million, following a transfer from CYPS to reflect the 2018/19 MRP requirement for PFI schemes. Against this budget there is forecast spend of £42.238 million, leaving a forecast underspend of £1.5 million, arising from MRP Review savings that are partially offset by a contribution to support the capital programme that was agreed by Cabinet.

### **Interest and Investment Income**

- 46 The forecast at this stage is an achievement of income of £2.709 million, which is £0.809 million higher than the £1.900 million budgeted returns on loan investments and council commercial activities. An additional income target of £0.5 million has been included in the 2019/20 MTFP savings plan from this budget head.

## **Council Earmarked Reserves Forecast**

- 47 Earmarked reserves are funds set aside for specific, known or predicted future expenditure. Appendix 4 details the council and school earmarked reserves showing the opening balance at 1 April 2018, the forecast movement on reserves during the year and the forecast closing balance as at 31 March 2019. This forecast position takes account of the recommended transfers set out in paragraph 13.
- 48 A summary of the latest forecast of council reserves (excluding school reserves) is shown below. The summary highlights that the total earmarked and cash limit reserves are forecast to reduce by £8.718 million in 2018/19, from £201.284 million to £192.566 million. The movement in earmarked reserves is explained in the service grouping commentaries. This utilisation is to be expected as these funds are applied to the expenditure for which they were earmarked.

	<b>Earmarked £ million</b>	<b>Cash Limit £ million</b>	<b>Total £ million</b>
Opening Earmarked Balances as at 1 April 2018	-182.997	-18.287	-201.284
Adjusted for increase (-) / use of Earmarked Reserves	2.605	6.113	8.718
<b>Forecasted Earmarked Reserve Balances as at 31 March 2019</b>	<b>-180.392</b>	<b>-12.174</b>	<b>-192.566</b>

## Dedicated Schools Grant and Schools

- 49 The Dedicated Schools Grant (DSG) allocation for 2018/19 is £383.289 million. A sum of £90.084 million is deducted from this figure and paid directly to academies by the Education Skills Funding Agency (ESFA) and likewise a sum of £4.366 million is deducted and paid directly by the ESFA to High Needs providers. The balance of £288.839 million is the sum paid to the council and includes both the delegated schools budget and the centrally retained DSG budget.
- 50 Maintained schools budgets and carry forward accumulated surpluses and deficits from one year to the next. At the end of 2017/18 the net balances carried forward by schools totalled £18.415 million:

31 March 2018 £ million	
Maintained Schools	-18.063
Communities of Learning	-0.384
Loans to Schools	0.032
Total	-18.415

- 51 The Communities of Learning balance is unspent amounts allocated to clusters of schools to support collaborative provision for Special Educational Needs. This balance has been moved to the Local Authority balances during quarter 1.
- 52 Loans to Schools are the remaining loans made to schools under the old loan scheme, which ended in 2013. Schools are now able to obtain loans from a new scheme, financed by the council.
- 53 For maintained schools, the balances carried forward form part of the available resources available to school to fund future year's activity. The retained balances supplement the budget share determined by the current formal, Pupil Premium and other income.
- 54 All schools have delegated budgets and carry forward under or over spends to the following financial year as either a surplus or deficit. At 31 March 2018, 20 schools had a deficit balance, where their spending had exceeded their accumulated balances, totalling £5.634 million:

	Schools with deficits at 31 March 2018	
	No.	£ million
Nursery	1	0.010
Alternative provision	-	-
Primary	13	0.330
Secondary	5	5.220
Special	1	0.074
Total	20	5.634

- 55 At the time budgets were set prior to the start of the financial year, with the exception of three schools where the section 151 officer has granted permission to set a deficit budget and the nursery school, all of these schools are forecast to clear their deficits in 2018/19.
- 56 Since the start of the financial year five schools have converted to academies. Excluding the balances for these former maintained schools, the total maintained school balances brought forward to 2018/19 are £16.420 million.
- 57 After accounting for the identified funding and budgeted activity at the end of quarter 2, the revised forecast balances at 31 March 2019 are for an overall net surplus balance of £8.886 million to be carried forward to 2019/20 as summarised in the tables below. Five additional primaries, 1 additional secondary and 1 additional special school are now forecast to have a deficit balance as at 31 March 2019 – in addition to the 3 secondary and 1 nursery school the section 151 officer granted permission to set a deficit budget.

Forecasts of school balances at 31 March 2019 (£ million)				
	Surplus balance of at least 2.5% of funding	Surplus balance below 2.5% of funding	Deficit balance	Total
Nursery	-0.545	-	0.009	-0.536
Alternative Provision	-	-	-	-
Primary	-11.674	-0.278	0.137	-11.815
Secondary	-0.540	-1.083	6.209	4.585
Special	-1.093	-0.108	0.080	-1.121
<b>Total</b>	<b>-13.852</b>	<b>-1.469</b>	<b>6.435</b>	<b>-8.886</b>

- 58 In previous years schools have at this stage also been planning to spend significant retained balances in year. Experience in previous years is that schools often achieve efficiencies through restructuring and other initiatives which reduces the need to rely on use of their balances. At quarter 2 2017/18 schools were forecasting reserves on hand at the end of the year of £10.59 million, but in the outturn there was actually £18.0 million. If the same pattern were to manifest itself this year then the actual use of balances would be lower than currently forecast and the year-end net balance in this scenario would be circa £16 million.
- 59 The numbers of schools in each category are shown in the following table:

Forecasts of school balances at 31 March 2019 (no of schools)				
	Surplus balance of at least 2.5% of funding	Surplus balance below 2.5% of funding	Deficit balance	Total
Nursery	10	-	1	11
Alternative Provision	-	1	-	1
Primary	150	39	5	194
Secondary	4	5	4	13
Special	5	3	1	9
<b>TOTAL</b>	<b>169</b>	<b>48</b>	<b>11</b>	<b>228</b>

- 60 The significance of balances above or below 2.5% of funding is that the council views a balance of at least 2.5% as being appropriate in terms of the ability of schools to cope with unforeseen expenditure during the year.
- 61 The School Funding Team continues to work with schools to support and provide advice about budget issues, and will be reviewing budgets in the autumn in preparation for budget-setting in spring 2019. Where there are concerns about a school's financial viability this is shared with the Education Service so that a joined-up approach to resolving these issues can be adopted.

### PFI Re-financing

- 62 In line with the 19 October 2016 Cabinet report delegated powers have been utilised to refinance the Council's School PFI debt. This transaction was finalised in October and is expected to result in a gainshare of circa £2.8 million.

### Dedicated Schools Grant Centrally Retained block

- 63 The quarter 2 financial forecasts for the DSG budget show a significant overspend of £6.275 million (12%) against a total budget of £50.920 million to year end.

DSG Block	Budget £ million	Forecast £ million	Over / (Under) Spend £ million
Schools	0.617	1.067	0.450
High Needs	16.931	22.215	5.284
Early Years	30.544	31.085	0.541
Central Schools Services	2.828	2.828	-
<b>TOTAL</b>	<b>50.920</b>	<b>57.195</b>	<b>6.275</b>

- 64 The forecast overspend position mainly relates to spending against the High Needs Block, which is forecast to overspend by £5.284 million. The pressure on the High Needs block is driven by increasing demand to meet the requirement of young people with special education needs and disabilities. This is a demand driven volatile area of activity for which the authority has a statutory duty to provide.
- 65 There is an ongoing review into this area of service delivery reviewing how the needs of these young people are met and routes to secure additional funding are being explored. As a result of these continuing pressures, Cabinet (17 October 2018) resolved to make an application to the Secretary of State, Department for Education, to seek agreement to transfer DSG grant funding from the Schools Block and to High Needs from 2019/20 onwards. The maximum amount permissible to be transferred is less than the expected continuing pressures in this area of the budget and therefore the review of service delivery will still need to make efficiencies to balance the budget next year.
- 66 The table below shows the DSG earmarked reserve position as at 1 April 2018 and the projected position as at 31 March 2019 taking into account the projections in this report and a transfer of £0.384 million from the schools reserves to the High Needs Block in respect of Communities of Learning funding:

<b>DSG Reserves</b>	<b>High Needs Block £ million</b>	<b>Early Years Block £ million</b>	<b>Schools Block £ million</b>	<b>Total DSG £ million</b>
<b>Balance as at 1 April 2017</b>	<b>6.070</b>	<b>2.361</b>	<b>2.728</b>	<b>11.159</b>
Use (-) / Contribution + in 2017/18	-4.651	-0.286	-1.488	-6.425
<b>Balance as at 31 March 2018</b>	<b>1.419</b>	<b>2.075</b>	<b>1.240</b>	<b>4.734</b>
Planned Use (-) / Contribution + in 2018/19	-4.900	-0.541	-0.450	-5.891
<b>Project balance as at 31 March 2019</b>	<b>-3.481</b>	<b>1.534</b>	<b>0.790</b>	<b>-1.157</b>

- 67 The forecast overspend position on the High Needs Block will result in a deficit over and above available reserves £3.481 million. This is not a sustainable position, nor is it a position unique to Durham County Council. Representations have been made to Government in relation to the difficulty the lack of funding in this area is creating and that it cannot continue unaddressed,

## **Capital**

### **Background**

- 68 On 11 July 2018 Cabinet received a report which provided details of the final outturn position of the 2017/18 Capital Programme. This included details of budgets of £32.944 million that were re-profiled from 2017/18 to 2018/19 and adding these to the new 2018/19 capital allocations of £9.339 million approved by full Council on 21 February 2018 and the existing 2018/19 budget of £94.770 million gives the original budget of £137.053 million for 2018/19 that is shown in the table below.
- 69 The council's Member Officer Working Group (MOWG) that closely monitors the capital programme has since considered further revisions to the capital programme, taking into account additional resources received by the council and further requests for re-profiling as Service Management Teams continue to monitor and review their capital schemes.

### **Current Position**

- 70 The following table summarises the latest capital budget for approval alongside the original budget. The table also shows the forecast outturn for each service and the actual capital spend as at 30 September 2018.

Service Grouping	Original Budget 2018/19 as at May MOWG £ million	Revised Budget 2018/19 Q1 £ million	Amendments recommended by MOWG £ million	Revised Budget 2018/19 Q2 £ million	Projected Outturn 2018/19 £ million	Actual Spend to 30 September 2018 £ million
Adult and Health Service	0.232	0.232	0.000	0.232	0.232	0.000
Children and Young People's Service	33.144	35.370	-10.006	25.364	25.364	9.043
Regeneration and Local Services	91.604	93.626	-14.498	79.129	79.129	31.890
Resources	6.989	8.697	-1.562	7.135	7.135	3.214
Transformation and Partnerships	5.085	5.540	-1.210	4.330	4.330	0.641
<b>TOTAL</b>	<b>137.054</b>	<b>143.465</b>	<b>-27.276</b>	<b>116.190</b>	<b>116.190</b>	<b>44.788</b>

- 71 Since the original 2018/19 budget was agreed the MOWG has considered a number of variations to the capital programme which are a result of additions and reductions in resources received by the Council. The variations of note are as follows:

#### **Additions and Reductions**

##### **(a) CYPS**

- (i) The service has received income from the Department for Education Special Provisions Fund of £1.293 million. This income is to be used to invest in new places/ facilities for pupils with education, health and care plans.

- (ii) The Devolved Formula Grant of £1.330 million has now been confirmed for 2018/19. This is £47,000 less than the original estimate.
  - (iii) A grant repayment of £0.141 million is required as the capital scheme at Stephenson Way did not go ahead.
- (b) **REAL**
- (i) **Technical Services** – Approval is sought to make a Direct Revenue Contribution of £0.187 million toward Bridge Inspections.
  - (ii) **Culture and Sport** – a Section 106 contribution of £0.030 million has been received from the developers of the former County Hospital toward Wharton Park.
  - (iii) **Economic Development and Housing** - Historic England have allocated an initial £0.187 million, with more to follow, to promote heritage-led growth in the Bishop Auckland Heritage Action Zone; this has been reduced by £9,000 due to the delayed start of the Programme Officer.
  - (iv) **Direct Services** - £0.200 million has been allocated from the Cash limit reserve towards outdoor play schemes. There has also been a Community Association contribution of £27,000 toward Hunwick Recreation Ground.
  - (v) **Transport and Contracted Services** – £3.302 million Local Growth Fund grant has been received from the North East Combined Authority to be used on the Jade Enterprise Zone to enable infrastructure. A reduction of £24,000 is expected in the Heritage Lottery Fund grant in respect of the Land of Oak and Iron project due to reduced project costs.

- (c) **T&P**
- (i) Budget increases of £0.108 million are required for the Member's Neighbourhood budget from the Members Neighbourhoods Revenue Reserve
  - (ii) Budget increases of £35,000 are required for the AAP budget from the AAP Revenue Reserve

- 72 In addition, approval is sought for a £2.5 million increase in the capital budget for HQ and Car Park provision. This sum will cover the cost of the higher than forecast cost for the multi storey car park provision as well as additions to the original specification in relation to sprinklers and webcasting facilities in the Council Chamber. A sum of £1.3 million will be drawn from the Capital Reserve and £1.2 million from capital contingencies. The overall budget for the scheme will therefore increase to £48.9 million which remains within the initial cost estimates that were made in 2015.

## **Re-profiling**

- 73 Budget managers continue to challenge and review the programming and phasing of works, which has resulted in the re-profiling of the following budgets in line with anticipated activity in 2018/19:
- (a) **CYPS – School Related** –it is proposed to re-profile £12.910 million of budget into future years to fund 19 schemes at a range of schools. £1.888 million will need to be brought into 2018/19 to fund four schemes and increase the un-programmed budget.
  - (b) **REAL** – it is proposed to re-profile £18.628 million of budget to future years, the major schemes being Highways and Environmental Improvements (£5.000 million), the new Headquarters (£3.000 million), Hawthorn Junction improvements (£2.000 million) and Bishop Auckland Town Hall improvements (£1.000 million).
  - (c) **Resources** - a thorough review of the Digital Durham budgets has been undertaken, as a result of which it has been identified that net budgets of £1.562 million should be re-profiled to future years.
  - (d) **T&P** – it is proposed to re-profile £1.229 million into future years, Member's Neighbourhoods budgets (£0.154 million), seven Community building schemes (£0.846 million), Neville's Cross Community building scheme (£54,000) and St. John Church Hall, Moorside (£0.175 million).

## **Capital Financing**

- 74 The following table summarises the recommended financing of the revised Capital Programme:

Financed By:	Original Budget 2018/19	Revised Budget 2018/19 Q1	Amendments recommended by MOWG	Revised Budget 2018/19 Q2
	£ million	£ million	£ million	£ million
Grants and Contributions	52.857	55.413	3.696	59.109
Revenue and Reserves	45.186	45.606	0.529	46.135
Capital Receipts	22.439	22.439	-13.176	9.263
Borrowing	16.572	20.008	-18.324	1.683
<b>TOTAL</b>	<b>137.054</b>	<b>143.465</b>	<b>27.275</b>	<b>116.190</b>

## **Council Tax and Business Rates Collection Funds**

### **Council Tax**

- 75 Council Tax is charged for all residential dwellings in bandings agreed by the Valuation Office Agency, which is part of Her Majesty's Revenues and Customs (HMRC). Exemptions, reliefs and discounts are awarded dependent upon the state of the property, its use and occupiers' personal circumstances.

- 76 The collection rate at 30 September 2018 was slightly below the profiled target of 56.83%, and 0.56% points below the same position in 2017/18, reflecting an increased trend of Council Taxpayers choosing to pay over twelve monthly instalments rather than the traditional ten statutory instalment periods.
- 77 The in-year collection rates at the end of quarter two for the current and last two financial years, are shown below:

<b>Billing Year</b>	<b>Position at 30 September Each Year %</b>
2018/19	56.23
2017/18	56.79
2016/17	56.89

- 78 The current overall collection rate for 2017/18 council tax liabilities is now 97.93% (compared to 96.83% at 31 March 2018), and for 2016/17 the rate is now 98.53% (compared to 96.69% at 31 March 2017). The council continues to recover council tax from earlier years, and currently the collection rate for all years excluding the current year is 99.61% which is line with our medium term financial plan forecasts.
- 79 The income shown in the Council Tax Collection Fund is the amount collectable from Council Tax payers in the long run, rather than the actual cash collected in the year the charges are raised. Likely bad debts are accounted for by maintaining a bad debt provision. The amount estimated to be collectable is estimated each year by reference to the actual council tax base for all domestic properties in the county (schedule of all properties, discounts and reliefs) with an allowance for non-collection.
- 80 Due to changes in the number of properties (including new build and demolitions), eligibility of discounts and reliefs during the year, the actual amount collectable increases or decreases from the estimate on a dynamic day to day basis. In addition, adjustments for previous billing years take place during each accounting year. All of these adjustments mean that the actual amounts collected will always differ from the estimate.
- 81 Such differences at the end of each accounting year, after taking into account the calculated change required in the 'bad debt' provision, determines whether a surplus or deficit has arisen, which is then shared proportionately between the council and its major preceptors, being Durham Police Crime and Victim's Commissioner and County Durham and Darlington Fire and Rescue Authority.
- 82 At 30 September 2018, the estimated outturn for the Council Tax Collection Fund is a surplus of £1.716 million as shown in the table below, which takes into account the undeclared surplus as at 31 March 2018 of £0.976 million. Durham County Council's share of this forecasted surplus is £1.447 million, which could be available to support the 2019/20 budget. The forecasts will be revisited in October/November to inform the declaration of a Collection Fund surplus for final budget planning 2019/20.

	<b>£ million</b>
Net Bills issued during Accounting Year 2018/19	320.323
LCTRS and previous years CTB adjustments	-55.231
Calculated change in provision for bad debts required and write offs	-3.094
<b>Net income receivable (a)</b>	<b>261.998</b>
<b>Precepts and Demands</b>	
Durham County Council	209.712
Parish and Town Councils	12.544
Durham Police Crime and Victim's Commissioner	25.087
County Durham and Darlington Fire and Rescue Authority	13.915
<b>Total Precepts and Demands (b)</b>	<b>261.258</b>
<b>Net Surplus / (-) Deficit for year (a) – (b)</b>	<b>0.740</b>
<b>Undeclared Surplus Brought Forward from 2017/18</b>	<b>0.976</b>
<b>Estimated Year end surplus</b>	<b>1.716</b>

- 83 Prior to each year, the estimated surplus/ deficit on the Collection Fund Council Tax Account is notified to the two major preceptors for inclusion in the budget setting process for the following year as an additional income or expenditure item.
- 84 The Council is required to determine and declare the forecast surplus or deficit on the Council Tax Collection Fund for 2018/19 by 15 January 2019. This will then need to be taken into account in the budget setting process for 2019/20. Any difference between this and the actual surplus at 31 March 2019 will be carried forward to next financial year and taken into account in estimating the surplus / deficit position for 2019/20, which will need to be taken into account for 2020/21 budget setting.
- 85 Over the last five years, the Council Tax provision for bad debts has been increasing steadily. This managed approach has been necessary to minimise the risk of the Council Tax Collection Fund moving into deficit whilst securing the robustness of the levels of provision held. The position has now been reached where maintaining the provision at a prudent level does not prevent the declaration of a surplus.

### **Business Rates**

- 86 2013/14 was the first year of the new Business Rates Retention Scheme whereby the council has a vested budget interest and stake in the level of business rate yield, as income generated from Business Rates is now shared between Central Government (50%), Durham County Council (49%) and County Durham and Darlington Fire and Rescue Authority (1%). Therefore, it is not only the accuracy and timeliness of bills levied and collected that is monitored and audited, but the level of income anticipated for the year is important and new monitoring procedures have been devised for this purpose.
- 87 In 2017/18, following consultation, the Government implemented the first revaluation of Business Rates since April 2010.

- 88 The revaluation of the rateable values of all Business Properties was undertaken by the Valuation Office Agency and, along with national changes to Multipliers, Relief Thresholds and Transitional Arrangements, came into effect from April 2017. The overall effect of the revaluation on the Collection Fund saw a decrease of an estimated £9.3 million in rates yield/ liability when compared to 2016/17. The revaluation should be cost neutral to Durham County Council and County Durham and Darlington Fire and Rescue Authority, therefore compensation arrangements are to be made through adjustments to Section 31 grants and Top Ups for their shares of losses of income.
- 89 Bills raised, exemptions and reliefs awarded are examined together with local knowledge of anticipated changes in reliefs such as Mandatory Charitable Relief and Discretionary Rate Relief on a monthly basis to enable a comparison with the January 2018 estimate of 2018/19 Business Rates income that was used for budget setting purposes.
- 90 At 30 September 2018, the estimated outturn for the Collection Fund Business Rates is a surplus of £1.472 million, after taking into account the undeclared deficit position as at 31 March 2018 of £1.724 million, as calculated in the following table.

	£ million
Net rate yield for 2018/19 including previous year adjustments	115.765
Estimate of changes due to appeals lodged and future appeals	-5.011
Estimated losses in Collection – Provision for Bad Debts and Write-offs	-1.178
<b>Net income receivable (a)</b>	<b>109.576</b>
Agreed allocated shares	
Central Government (50%)	51.784
Durham County Council (49%)	52.840
County Durham and Darlington Fire and Rescue Authority (1%)	1.057
Cost of Collection Allowance and Renewable Energy (paid to Durham County Council)	0.699
<b>Total fixed payments (b)</b>	<b>106.380</b>
<b>Net surplus for year (a) – (b)</b>	<b>3.196</b>
<b>Undeclared Deficit brought forward from 2017/18</b>	<b>-1.724</b>
<b>Estimated year end Surplus</b>	<b>1.472</b>

- 91 The in-year estimated surplus of £3.196 million and the total undeclared deficit brought forward from 2017/18, leaves an estimated surplus of £1.472 million at 31 March 2019. The surplus/ deficit at 31 March in any year are shared proportionately between Durham County Council, Central Government and County Durham and Darlington Fire and Rescue, Durham County Council's share being 49%. Durham County Council's share of the estimated year end surplus will therefore be £0.721 million.
- 92 The payment profile on collection performance is changing due to more businesses opting to spread their payments over 12 months rather than ten. The major business rates payers have all opted to take up this opportunity to re-profile their cash flow. The in-year collection rates at the end of quarter two for the current and last two financial years, are shown below:

<b>Billing year</b>	<b>Position at 30 September Each Year %</b>
2018/19	58.90
2017/18	59.64
2016/17	58.42

- 93 In year performance to 30 September 2018 shows a collection rate of 58.90%, which is below the profiled target by 0.79% points.
- 94 The current overall collection rate for 2017/18 business rate liabilities is now 99.35% (compared to 98.42% at 31 March 2018) and for 2016/17 business rate liabilities is now 99.65% (compared to 97.78% at 31 March 2017). The council continues to recover business rates from earlier years and currently, the collection rate for all years excluding the current year is 99.40% which is line with our medium term financial plan forecasts.

### **Section 31 Grant - Small Business Rate Relief**

- 95 Small business ratepayers with properties with rateable values under £15,000 benefit from relief on their rates payable. The Government has awarded local authorities a Section 31 grant to cover their share of the shortfall in business rates that these small business ratepayers would have paid had the relief scheme not been in place.
- 96 Small business ratepayers with properties with rateable values up to £12,000 are now being granted full relief, and properties with rateable values between £12,000 and £15,000 have a tapered relief applied to them ranging from 100% down to 0%.
- 97 The Government has agreed to pay Section 31 grant for any additional small business rate relief in respect of business rates bills and adjustments thereof relating to the period commencing 1 April 2013. Any adjustments that relate to bills for years prior to this will be dealt with as part of the normal rate retention shares. At 30 June 2018, the gross small business relief awarded against 2018/19 business rates bills and adjustments to 2017/18, 2016/17, 2015/16, 2014/15 and 2013/14 bills is £14.458 million, and the council will receive £4.804 million in Section 31 grant, including the capping adjustment and threshold change adjustments, in this regard.

## **Other Section 31 Grants**

- 98 In the Autumn Statements 2013, 2014 and 2015, additional business rate reliefs were announced for each following financial year for which Section 31 grants would be payable. These included reliefs for properties empty from new, reoccupation of long-term empty properties and an additional relief for small shops. Durham County Council will be recompensed for any retained rates foregone because of reliefs given.
- 99 In the Autumn Statement 2016 and the Spring Budget 2017, following consultation on the 2017/18 NNDR revaluation, further additional business rate relief schemes have been announced which Section 31 grants would be payable from April 2017. These further relief schemes include Rural Rate Relief and Local Newspaper Reliefs in the Autumn Statement, followed by Supporting Small Business, Local Discretionary Relief Scheme and Pub Relief in the Spring Budget. Funding for these schemes will be provided through Section 31 grants.
- 100 When assessing estimated outturn income from business rates, due regard must also be given on the effect that changes in estimated reliefs will have on the Section 31 grants. At 30 September 2018, the increase in Durham County Council's Section 31 grants (including small business rate relief) was £0.286 million.

## **Recommendations and Reasons**

- 101 It is recommended that Cabinet:
- (a) note the council's overall financial position for 2018/19;
  - (b) agree the proposed 'sums outside the cash limit' for approval;
  - (c) agree the earmarked reserves transfers outlined in paragraph 13, including creation of three new reserves and replenishment of the ER/VR reserve;
  - (d) agree the revenue and capital budget adjustments;
  - (e) note the forecast use of earmarked reserves;
  - (f) note the forecast end of year position for the cash limit and general reserves;
  - (g) note the position on the capital programme and the Collection Funds in respect of Council Tax and Business Rates.

## **Background Papers**

- County Council – 21 February 2018 – Medium Term Financial Plan 2018/19 to 2021/22 and Revenue and Capital Budget 2018/19.
- Cabinet – 11 July 2018 - 2017/18 Final Outturn for the General Fund and Collection Fund.

- Cabinet – 12 September 2018 – Forecast of Revenue and Capital Outturn 2018/19 – Period to 30 June 2018.

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## **Appendix 1: Implications**

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### **Finance -**

The report details the 2018/19 forecast of outturn position for Revenue and Capital and details the forecast movement on Reserves.

### **Staffing -**

None

### **Risk -**

The figures contained within this report have been extracted from the General Ledger, and have been scrutinised and supplemented with information supplied by the Service Management Teams and budget holders. The projected outturn has been produced taking into consideration spend to date, trend data and market intelligence, and includes an element of prudence. This, together with the information supplied by Service Management Teams and budget holders, helps to mitigate the risks associated with achievement of the forecast outturn position.

### **Equality and Diversity / Public Sector Equality Duty -**

None

### **Accommodation -**

None

### **Crime and Disorder -**

None

### **Human Rights -**

None

### **Consultation -**

None

### **Procurement -**

None

### **Disability Issues -**

None

### **Legal Implications -**

The consideration of regular budgetary control reports is a key component of the council's Corporate and Financial Governance arrangements. This report shows the forecast spend against budgets agreed by Council in February 2018 in relation to the 2018/19 financial year. The forecasts contained within this report have been prepared in accordance with standard accounting policies and procedures.

## Appendix 2: Revenue Summary 2018/19

	Original Budget 2018/19	Revised Budget	Proposed Budget Revisions	Contribution to / Use of Cash Limit Reserve	Contribution to / Use of Earmarked Reserves	Budget - incorporating adjustments	Service Groupings Forecast of Outturn	Forecasted Variance
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Adult and Health Services	130,822	126,513	0	4,175	-3,691	126,997	122,641	-4,356
Children and Young People's Services	106,563	124,308	68	0	1,213	125,589	127,892	2,303
Regeneration and Local Services	126,987	135,306	134	3,341	-3,633	135,148	133,642	-1,506
Resources	15,635	15,766	59	2,097	-2,083	15,839	15,568	-271
Transformation and Partnerships	11,944	12,233	-3	0	-40	12,190	12,150	-40
<b>Cash Limit Position</b>	<b>391,951</b>	<b>414,126</b>	<b>258</b>	<b>9,613</b>	<b>-8,234</b>	<b>415,763</b>	<b>411,893</b>	<b>-3,870</b>
Contingencies	3,737	2,369	-292	0	0	2,077	2,077	0
Corporate Costs	3,844	3,837	0	0	0	3,837	3,849	12
<b>NET COST OF SERVICES</b>	<b>399,532</b>	<b>420,332</b>	<b>-34</b>	<b>9,613</b>	<b>-8,234</b>	<b>421,677</b>	<b>417,819</b>	<b>-3,858</b>
Capital charges	-56,650	-56,650				-56,650	-56,650	0
Interest and Investment income	-1,900	-1,900				-1,900	-2,709	-809
Interest payable and similar charges	43,113	43,704	34			43,738	42,238	-1,500
Levies	16,193	16,204				16,204	16,207	3
<b>Net Expenditure</b>	<b>400,288</b>	<b>421,690</b>	<b>0</b>	<b>9,613</b>	<b>-8,234</b>	<b>423,069</b>	<b>416,905</b>	<b>-6,164</b>
<b>Funded By:</b>								
Council tax	-209,712	-209,712				-209,712	-209,712	0
Use of earmarked reserves	-4,711	-25,776			8,234	-17,542	-17,542	0
Estimated net surplus on Collection Fund	-7,506	-7,506				-7,506	-7,506	0
Business Rates	-51,889	-51,889				-51,889	-51,889	0
Top up grant	-70,350	-70,350				-70,350	-70,350	0
Revenue Support Grant	-41,860	-41,860				-41,860	-41,860	0
New Homes Bonus	-6,504	-6,504				-6,504	-6,504	0
Section 31 Grant	-7,723	-7,723				-7,723	-7,986	-263
Forecast contribution to/from(-) Cash Limit Reserve	-33	-370		-9,613		-9,983	-6,113	3,870
Forecast contribution to/from (-) General Reserves	0	0				0	2,557	2,557
<b>TOTAL</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

### Appendix 3: Revenue Summary by Expenditure / Income for the period ended 31 March 2019

	Original Budget 2018/19	Revised Budget	Proposed Budget Revisions	Contribution to / Use of Cash Limit Reserve	Contribution to / Use of Earmarked Reserves	Budget - incorporating adjustments	Service Groupings Forecast of Outturn	Corporate Costs Forecast of Outturn	Forecast of Outturn (including Corporate Costs)	Forecasted Variance (including Corporate Costs)	Forecasted Variance - Corporate Costs
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>Employees</b>	528,594	525,954	1,311	-42	827	528,050	524,330	372	524,702	-3,348	-22
Premises	52,813	52,700	49	0	16	52,765	52,553	0	52,553	-212	0
Transport	41,597	40,941	232	0	1	41,174	42,005	0	42,005	831	0
Supplies & Services	123,450	125,247	219	75	-541	125,000	124,639	1,651	126,290	1,290	220
Agency & Contracted	358,765	360,955	-1,214	0	681	360,422	364,341	2,061	366,402	5,980	0
Transfer Payments	190,369	218,232	-30	0	139	218,341	209,729	0	209,729	-8,612	0
Central Costs	86,462	80,844	2,924	0	500	84,268	86,144	115	86,259	1,991	0
DRF	710	1,055	0	0	0	1,055	1,615	0	1,615	560	0
Other	0	0	0	9,580	-9,580	0	0	0	0	0	0
Capital Charges	56,650	56,650	0	0	0	56,650	56,650	0	56,650	0	0
<b>GROSS EXPENDITURE</b>	<b>1,439,410</b>	<b>1,462,578</b>	<b>3,491</b>	<b>9,613</b>	<b>-7,957</b>	<b>1,467,725</b>	<b>1,462,006</b>	<b>4,199</b>	<b>1,466,205</b>	<b>-1,520</b>	<b>198</b>
<b>Income</b>											
Government Grants	613,492	616,100	1,409	0	348	617,857	611,273	0	611,273	6,584	14
Other Grants and Contributions	74,807	74,568	324	0	-30	74,862	75,966	0	75,966	-1,104	0
Sales	10,439	9,656	31	0	0	9,687	9,360	350	9,710	-23	-200
Fees and Charges	112,372	106,752	352	0	-153	106,951	106,474	0	106,474	477	0
Rents	8,358	8,594	15	0	0	8,609	8,951	0	8,951	-342	0
Recharges To Other Services	215,198	223,050	802	0	112	223,964	231,742	0	231,742	-7,778	0
Other	8,949	5,895	300	0	0	6,195	6,347	0	6,347	-152	0
<b>Total Income</b>	<b>1,043,615</b>	<b>1,044,615</b>	<b>3,233</b>	<b>0</b>	<b>277</b>	<b>1,048,125</b>	<b>1,050,113</b>	<b>350</b>	<b>1,050,463</b>	<b>-2,338</b>	<b>-186</b>
<b>NET EXPENDITURE</b>	<b>395,795</b>	<b>417,963</b>	<b>258</b>	<b>9,613</b>	<b>-8,234</b>	<b>419,600</b>	<b>411,893</b>	<b>3,849</b>	<b>415,742</b>	<b>-3,858</b>	<b>12</b>

## Appendix 4: Earmarked Reserves Position as at 30 September 2018

	EARMARKED RESERVES AND CASH LIMIT RESERVES	SERVICE GROUPING	2017/18 CLOSING BALANCE £'000	USE OF RESERVES £'000	CONTRIBUTION TO RESERVES £'000	TRANSFERS BETWEEN RESERVES £'000	TOTAL MOVEMENT ON RESERVES £'000	2018/19 CLOSING BALANCE AS AT 30 SEP 2018 £'000
1	T&P AAP/Members Reserve	T&P	-1,850	23	-139	0	-116	-1,966
2	T&P Grant Reserve	T&P	-1,224	44	0	0	44	-1,180
3	T&P Operational Reserve	T&P	-1,573	151	-49	0	102	-1,471
4	T&P Transformation Reserve	T&P	-2,147	576	0	0	576	-1,571
5	Social Care Reserve	AHS	-21,235	245	0	515	760	-20,475
6	Public Health Reserve	AHS	-2,943	1,276	0	0	1,276	-1,667
7	Children's Services Reserve	CYPS	-1,875	845	0	-200	645	-1,230
8	Education Reserve	CYPS	-14,285	2,452	-149	1,226	3,529	-10,756
9	Env. Health and Consumer Protection Reserve	REAL	-735	153	0	0	153	-582
10	Neighbourhoods AAP Reserve	REAL	-71	6	0	0	6	-65
11	Direct Services Reserve	REAL	-2,905	493	0	0	493	-2,412
12	Culture and Sport Reserve	REAL	-3,680	267	-298	0	-31	-3,711
13	Technical Services Reserve	REAL	-2,798	250	0	0	250	-2,548
14	Business Growth Fund Reserve	REAL	-743	160	0	0	160	-583
15	Economic Development Reserve	REAL	-1,501	331	0	-10,000	-9,669	-11,170
16	Planning Reserve	REAL	-1,573	135	0	0	135	-1,438
17	North Pennines AONB Partnership Reserve	REAL	-1,302	0	0	0	0	-1,302
18	Employability and Training Reserve	REAL	-57	27	0	0	27	-30
19	REAL Match Fund Progamme Reserve	REAL	-1,653	254	0	0	254	-1,399
20	Housing Regeneration Reserve	REAL	-1,086	110	0	413	523	-563
21	Housing Solutions Reserve	REAL	-1,680	388	-460	0	-72	-1,752
22	Restructure Reserve	REAL	-114	0	0	114	114	0
23	Transport Reserve	REAL	-1,065	240	0	-45	195	-870
24	Funding and Programmes Management Reserve	REAL	-480	31	0	0	31	-449
25	Customer Services Reserve	Resources	-346	12	0	0	12	-334
26	Resources Corporate Reserve	Resources	-890	0	0	890	890	0
27	Resources DWP Grant Reserve	Resources	-2,233	30	-227	-45	-242	-2,475
28	Resources System Development Reserve	Resources	-412	0	0	0	0	-412
29	Resources Housing Benefit Subsidy Reserve	Resources	-820	0	0	320	320	-500
30	Resources Revenue and Benefits Reserve	Resources	-980	121	0	250	371	-609
31	Resources Legal Reserves	Resources	-354	0	0	-25	-25	-379
32	Resources Elections Reserve	Resources	-709	0	0	0	0	-709
33	Resources ICT Reserves	Resources	-1,326	110	0	0	110	-1,216
34	Resources Registrars Trading Reserve	Resources	-200	0	0	0	0	-200
35	Resources Human Resources Reserve	Resources	-426	113	0	0	113	-313
36	Equal Pay Reserve	Corporate	-19,509	0	0	4,500	4,500	-15,009
37	Insurance Reserve	Corporate	-11,485	0	0	1,500	1,500	-9,985
38	Performance Reward Grant Reserve	Corporate	-38	0	0	38	38	0
39	ER/VR Reserve	Corporate	-7,507	2,977	0	-6,164	-3,187	-10,694
40	Office Accommodation Project Support Reserve	Corporate	-77	0	0	77	77	0
41	Budget Support Reserve	Corporate	-30,000	340	0	0	340	-29,660
42	Office Accommodation Capital Reserve	Corporate	-31,731	144	0	0	144	-31,587
43	Inspire Programme Reserve	Corporate	-1,379	759	0	0	759	-620
44	Commercialisation Support Reserve	Corporate	-4,000	0	0	0	0	-4,000
45	Capital Reserve	Corporate	0	0	0	-2,000	-2,000	-2,000
46	Feasibility Study Reserve	Corporate	0	0	0	-500	-500	-500
	<b>Total Earmarked Reserves</b>		<b>-182,997</b>	<b>13,063</b>	<b>-1,322</b>	<b>-9,136</b>	<b>2,605</b>	<b>-180,392</b>
	<b><u>Cash Limit Reserves</u></b>							
47	Adult and Health Services		-8,238	36	-4,356	4,276	-44	-8,282
48	Children and Young People's Services		-1,248	0	2,303	-515	1,788	540
49	Regeneration and Local Services		-6,155	685	-1,506	3,207	2,386	-3,769
50	Resources		-2,231	9	-271	2,097	1,835	-396
51	Transformation and Partnerships		-415	188	-40	0	148	-267
	<b>Total Cash Limit Reserves</b>		<b>-18,287</b>	<b>918</b>	<b>-3,870</b>	<b>9,065</b>	<b>6,113</b>	<b>-12,174</b>
	<b>Total Council Reserves</b>		<b>-201,284</b>	<b>13,981</b>	<b>-5,192</b>	<b>-71</b>	<b>8,718</b>	<b>-192,566</b>

<b>Schools' Balances</b>								
Sch 1	Schools' Revenue Balance	CYPS	-18,415	8,591	0	455	9,046	-9,369
Sch 2	DSG Reserve	CYPS	-4,734	6,275	0	-384	5,891	1,157
	<b>Total Schools and DSG Reserve</b>		<b>-23,149</b>	<b>14,866</b>	<b>0</b>	<b>71</b>	<b>14,937</b>	<b>-8,212</b>

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**Cabinet**

**14 November 2018**



**Mid-Year Review Report on Treasury Management for the period to 30 September 2018**

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**Report of Corporate Management Team**

**John Hewitt, Corporate Director of Resources**

**Councillor Alan Napier, Cabinet Portfolio Holder for Finance**

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**Purpose of the Report**

- 1 The purpose of this report is to provide information on the treasury management mid-year position for 2018/19.

**Background**

- 2 Treasury management is defined as 'the management of the local authority's investments and cash flows, its banking, money market and capital market transactions, the effective control of the risks associated with those activities and the pursuit of optimum performance consistent with those risks'.
- 3 The Council operates a balanced budget, which broadly means that cash raised during the year will meet cash expenditure. Part of the treasury management operation is to ensure this cash flow is adequately planned, with surplus monies being invested in low risk counterparties, with a main aim of providing sufficient liquidity, ahead of the achievement of the best possible investment returns.
- 4 The second main function of the treasury management service is to arrange the funding of the Council's capital programme. The capital programme provides a guide to the borrowing need of the Council, and there needs to be longer term cash flow planning to ensure capital spending requirements can be met. The management of longer term cash may involve arranging long or short term loans, utilising longer term cash flow surpluses and, occasionally, debt restructuring to meet Council risk or cost objectives.
- 5 The Council adopts the latest CIPFA Code of Practice on Treasury Management (the Code) which is regarded as best practice in ensuring adequate monitoring of the Council's capital expenditure plans and its Prudential Indicators (PIs). This requires that Members agree the following reports, as a minimum:
  - (a) An annual Treasury Management Strategy in advance of the year (reported to the County Council on 21 February 2018 for the 2018/19 financial year);

- (b) an annual review following the end of the year describing the activity compared to the strategy (reported to the County Council on 19 September 2018 in respect of the 2017/18 financial year);
- (c) a mid-year Treasury Management Review report, covering the first six months of this financial year, to 30 September 2018 (this report);

6 This mid-year report provides a summary of the following:

- (a) summary treasury position;
- (b) borrowing activity;
- (c) investment activity;
- (d) treasury management indicators;
- (e) prudential indicators;

### **Summary Treasury Position**

- 7 The Council's debt and investment position is organised to ensure adequate liquidity for revenue and capital activities, security for investments, and to manage risks within all treasury management activities.
- 8 At the beginning and mid-year point of 2018/19 the Council's treasury position (excluding borrowing by finance leases) was as follows:

	<b>31.03.18</b> <b>£ million</b>	<b>Rate /Return</b> <b>%</b>	<b>Average Life</b> <b>years</b>	<b>30.09.18</b> <b>£ million</b>	<b>Rate /Return</b> <b>%</b>	<b>Average Life</b> <b>years</b>
<b>Total Debt</b>	291	3.88	17.61	291	3.74	18.48
<b>Total Investments</b>	172	0.56	0.3	212	0.87	0.63
<b>Net Debt</b>	119			79		

- 9 As at 30 September 2018, the Council had £291 million of borrowing and £212 million of investments.

### **Borrowing Activity**

- 9 At 30 September 2018, the Council held £290.602 million of loans, a decrease of £0.011 million from the start of the year. The mid-year borrowing position and the change since the start of the year is shown in the table below:

	<b>31.3.18 Balance £ million</b>	<b>In-year Movement £ million</b>	<b>30.9.18 Balance £ million</b>	<b>Average Rate %</b>	<b>30.9.18 Average Life years</b>
Public Works Loan Board	238.979	(0.001)	238.978	3.60%	16.5
Private Sector	51.420	(0.003)	51.417	4.41%	27.7
Pension Fund	0.214	(0.007)	0.207	8.01%	9.5
<b>Total borrowing</b>	<b>290.613</b>	<b>(0.011)</b>	<b>290.602</b>		

- 11 The Council's chief objective when borrowing has been to strike an appropriate risk balance between securing low interest costs and achieving cost certainty over the period for which funds are required.
- 12 During the period there was a £10m PWLB loan that matured in September 2018 at an interest rate of 2.72%. To take advantage of historically low rates of interest, new borrowing of £10 million was raised during the first half-year with details in the following table.

<b>Lender</b>	<b>Principal £ million</b>	<b>Interest Rate %</b>	<b>Start Date</b>	<b>Length</b>
PWLB	10.00	2.31	31/05/2018	40 years
<b>Total</b>	<b>10.00</b>			

- 13 Affordability and the "cost of carry", the gap between the interest rates on borrowings and the interest rates achieved on investments, continued to be important influences on the Council's borrowing strategy. During the first half-year the Council's Treasury Management advisors, Link Asset Services, identified that there was a strong possibility that interest rates would have increased by the time the Council next needed to undertake significant borrowing to support the capital programme. An options appraisal was undertaken to compare the potential borrowing alternatives that were identified:
- (a) to secure future borrowing at fixed, historically low, rates with no cost of carry anticipated
  - (b) taking out PWLB loans at current rates and incurring costs of carry until they were needed.
- 14 The conclusion was that securing future borrowing at the following fixed rates was identified as the preferred option:

<b>Loan Number</b>	<b>Deferred Period</b>	<b>Rate</b>	<b>Amount</b>	<b>Start Date</b>	<b>Maturity Date</b>
Loan 1	1.5 years	2.733%	£20m	13/02/2020	13/02/2070
Loan 2	2.5 years	2.773%	£15m	15/02/2021	15/02/2071
Loan 3	3 years	2.793%	£15m	13/08/2021	13/08/2071
Loan 4	3.5 years	2.807%	£10m	15/02/2022	15/02/2072

- 15 This enabled the Council to make savings against the cost of carrying the loans if they had been taken out immediately at the prevailing PWLB rates.
- 16 No rescheduling was done during the year as the differential between PWLB new borrowing rates and premature repayment rates made rescheduling unviable.

### **Other Debt Activity / Long Term Liabilities**

- 17 Although not classed as borrowing, the Council also raised £1.131 million of capital finance for replacement fleet vehicles and equipment via finance leases during the first half year to 30 September 2018. It is expected that a further £6.192m will be raised during the remainder of the year, giving total expected additional lease finance of £7.323 million.

### **Investment Activity**

- 18 The Council has invested significant funds, representing monies received in advance of expenditure plus balances and reserves held. During the half-year to 30 September 2018, investment balances ranged between £171.8 million and £ 252.0 million.
- 19 As at 30 September 2018 the Council held investments totalling £211.820 million. The following table provides a breakdown of these investments split by the type of financial institution and maturity period.

Financial Institution	0-3 months	3-6 months	6-12 months	Total
<b>£ million</b>				
Banks	4.312	34.495	68.990	107.797
Building Societies	-	-	-	-
Central Government	0.862	-	-	0.862
Other Local Authorities	4.312	13.798	63.384	81.494
Money Market Funds	21.667	-	-	21.667
<b>Total</b>	<b>31.153</b>	<b>48.293</b>	<b>132.374</b>	<b>211.820</b>
<b>% of total</b>	<b>15%</b>	<b>23%</b>	<b>62%</b>	

- 20 The Council's investment policy is governed by Ministry of Housing, Communities and Local Government (MHCLG) guidance, which has been implemented in the annual investment strategy approved by the Council on 21 February 2018. Both the CIPFA Code and government guidance require the Council to invest its funds prudently, and to have regard to the security and liquidity of its investments before seeking the highest rate of return, or yield. The Council's objective when investing money is to strike an appropriate balance between risk and return, minimising the risk of incurring losses from defaults and the risk of receiving unsuitably low investment income.
- 21 All of the Council's investment activity has remained within the benchmarks for managing investment risk which were included in the Annual Treasury

Management Strategy. The following table compares the actual position as at 30 September 2018 against the previously agreed benchmarks.

Investment Risk	Measured by	Benchmark	Actual position 30.9.2018
Security	% of historic risk of default	0.08%	0.012%
Liquidity	Weighted average life to maturity	6 months (183 days) average 9 months (274 days) maximum	231 days average
Yield	Internal returns above the 7 day LIBID rate	0.44%	0.87%

### Treasury Management Indicators

- 22 There are three debt related treasury activity limits which are designed to manage risk and reduce the impact of an adverse movement in interest rates.

**Interest Rate Exposures:** This indicator is set to control the Council's exposure to interest rate risk. The upper limits on fixed and variable rate interest rate exposures, expressed as the proportion of net principle invested was:

	30.9.18 Actual	30.9.18 Actual	2018/19 Limit	Complied
Upper limit on fixed interest rate exposure	£251.1m	86.4%	100%	✓
Upper limit on variable interest rate exposure	£39.5m	13.6%	70%	✓

**Maturity Structure of Borrowing:** This indicator is set to control the Council's exposure to refinancing risk. The upper and lower limits on the maturity structure of fixed rate borrowing were:

	Lower Limit	Upper Limit	30.9.18 Actual	Complied
Under 12 months	0%	20%	0%	✓
12 months to 2 years	0%	40%	4%	✓
2 years to 5 years	0%	60%	7%	✓
5 years to 10 years	0%	80%	23%	✓
10 years and above	0%	100%	66%	✓

**Principal Sums Invested for Periods Longer than 364 days:** The purpose of this indicator is to control the Council's exposure to the risk of incurring losses by seeking early repayment of its investments:

	Limit	As at 30.9.18	Complied
Actual principal invested beyond one year	£75m	£0m	✓

### Prudential Code Indicators

- 23 The Local Government Act 2003 requires the Council to have regard to the Chartered Institute of Public Finance and Accountancy's Prudential Code for Capital Finance in Local Authorities (the Prudential Code) when determining how much money it can afford to borrow.
- 24 The objective of the Prudential Code is to ensure, within a clear framework, that the capital investment plans of local authorities are affordable, prudent and sustainable, and that treasury management decisions are taken in accordance with good professional practice. To demonstrate that the Council has fulfilled these objectives, the Prudential Code sets out the following indicators that must be set and monitored each year.

**Capital Expenditure:** The table below summarises planned capital expenditure and financing when the 2018/19 budget was set in February 2018 and compares it to the estimated position at 30 September 2018:

	2018/19 Original Estimate £ million	2018/19 Estimate at 30.9.18 £ million	Difference £ million
<b>Capital Expenditure</b>	<b>104.109</b>	<b>116.190</b>	<b>12.081</b>
<u>Financed by:</u>			
Capital grants and contributions	34.028	59.109	25.081
Revenue and reserves	13.006	46.135	33.129
Capital receipts	22.439	9.263	-13.176
<b>Net financing need for the year</b>	<b>34.636</b>	<b>1.683</b>	<b>-32.953</b>

**Capital Financing Requirement (CFR):** The CFR is a measure of the Council's underlying borrowing need for a capital purpose. The CFR includes any other long term liabilities (e.g. PFI schemes, finance leases). The forecast outturn position compared to the original estimate in February 2018 is set out in the table overleaf:

	2018/19 Original Estimate £ million	2018/19 Forecast at 30.9.18 £ million	Difference £ million
<b>Total Capital Financing Requirement</b>	<b>484.786</b>	<b>420.855</b>	<b>-63.832</b>

Forecast Debt: The Council's forecast outturn debt at 30 September 2018 is as follows	31.03.18 Actual £ million	2018/19 Forecast at 30.09.18 £ million	Difference £ million
Borrowing	290.613	290.602	-0.011
Finance leases	9.545	11.892	2.347
PFI liabilities	39.174	38.183	-0.991
<b>Total Debt</b>	<b>339.332</b>	<b>340.677</b>	<b>1.345</b>

**Gross Debt and the Capital Financing Requirement:** In order to ensure that over the medium term debt will only be for a capital purpose, the Council should ensure that debt does not, except in the short term, exceed the total of the capital financing requirement in the preceding year plus the estimates of any additional capital financing requirement for the current and next two financial years. This is a key indicator of prudence. The table below shows the forecast position as at 30 September 2018:

	2018/19 Estimate £ million	2018/19 Forecast at 30.09.18 £ million	Difference £ million
Total debt	347.460	340.677	-6.783
Capital financing requirement	484.786	420.855	-63.931
<b>Headroom (Under Borrowed)</b>	<b>-137.326</b>	<b>-80.178</b>	<b>-70.714</b>

**Operational Boundary:** This is the limit beyond which external borrowing is not normally expected to exceed. Periods where the actual position is either below or over the boundary is acceptable subject to the authorised limit not being breached.

Operational boundary	2018/19 Estimate £ million	2018/19 Actual as at 30.9.18 £ million	Complied
Borrowing	432.000	290.602	✓
Other long term liabilities	53.000	48.135	✓
<b>TOTAL</b>	<b>485.000</b>	<b>338.737</b>	<b>✓</b>

**Authorised Limit for external borrowing:** This represents a control on the maximum level of borrowing and is a statutory limit determined under section 3 (1) of the Local Government Act 2003. It reflects the level of external borrowing which, while not desired, could be afforded in the short term, but is not sustainable in the longer term.

Authorised limit	2018/19 Estimate £ million	2018/19 Actual as at 30.9.18 £ million	Complied
Borrowing	482.000	290.602	✓
Other long term liabilities	56.000	48.135	✓
<b>TOTAL</b>	<b>538.000</b>	<b>338.737</b>	✓

**Actual and estimates of the ratio of financing costs to net revenue stream:** This indicator identifies the trend in the cost of capital (borrowing and other long term obligation costs net of investment income) against the net revenue stream.

Ratio of financing costs to net revenue stream	2018/19 Estimate %	2018/19 Actual as at 30.9.18 %	Difference %
	7.67	7.07	-0.60

## Recommendations and Reasons

25 Cabinet is asked to note the report.

## Background Papers

- a) 21 February 2018 – County Council – Appendix 11: Durham County Council 2018/19 Annual Treasury Management Strategy as part of the Medium Term Financial Plan, 2018/19 to 2021/22 and Revenue and Capital Budget 2018/19.
- b) County Council – 19 September 2018 – Treasury Management Outturn 2017/18.

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Contact:	Jeff Garfoot	Tel:	03000 261946
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## **Appendix 1: Implications**

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### **Finance**

The report details the Council's cash management, loans and investment activity during 2018/98. The report also provides the overall financing of the Council's capital expenditure, along with borrowing and investment income returns.

### **Staffing**

None.

### **Risk**

None.

### **Equality and Diversity / Public Sector Equality Duty**

None.

### **Accommodation**

None.

### **Crime and Disorder**

None.

### **Human Rights**

None.

### **Consultation**

None.

### **Procurement**

None.

### **Disability Issues**

None.

### **Legal Implications**

None.

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**Cabinet****14 November 2018****Adults Wellbeing and Health OSC –  
Review of Suicide Rates and Mental  
Health and Wellbeing in County Durham****Report of Lorraine O'Donnell, Director of Transformation and  
Partnerships****Purpose of the Report**

- 1 To provide members of Cabinet with the Adults Wellbeing and Health OSC review report into Suicide Rates and Mental Health and Wellbeing in County Durham.

**Background**

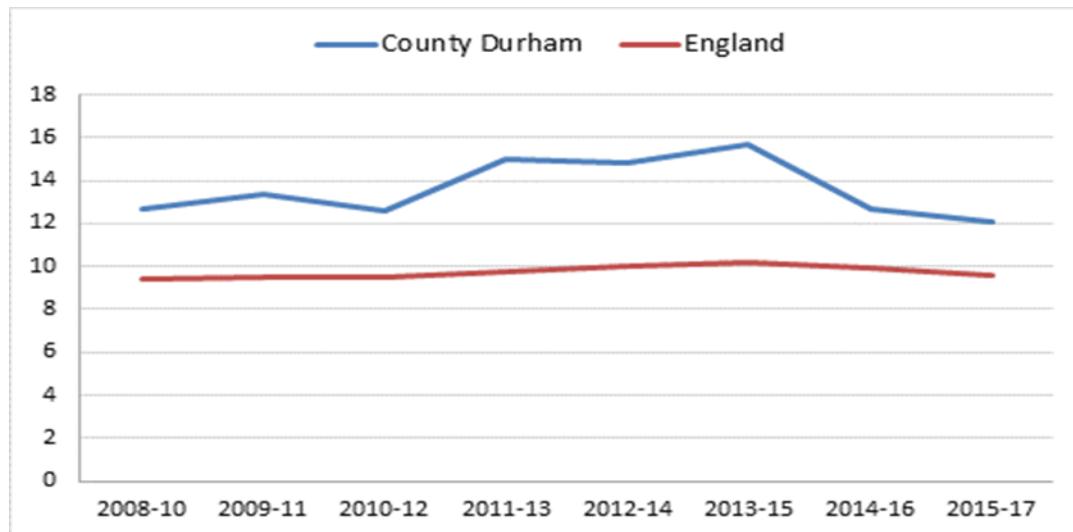
- 2 The review was undertaken between October 2016 and March 2017 following concerns identified by the Adults Wellbeing and Health OSC during consideration of Quarterly Performance Management reports which highlighted that suicide rates for County Durham were above the National and North East average figures.
- 3 Members examined statistics around suicides and suicide rates during a three year period 2012-14 in more detail rather than wider mental health illness or public mental health statistics. They also assessed the measures that the Council and its partners have put in place to ensure improved mental health and wellbeing and which aim to reduce the incidence of suicides within County Durham.
- 4 Members considered evidence based on 4 key themes of service strategies, policies and plans of Durham County Council; NHS partners and Safe Durham Partnership together with how the community and voluntary sector is involved in supporting suicide prevention and the promotion of mental health and wellbeing.
- 5 Key findings and recommendations have been identified by the working group and are detailed within the attached report and reproduced below:-
  - **Recommendation one**  
That a suicide prevention strategy and action plan be developed and implemented as part of the refresh of the Public Mental Health Strategy for County Durham and that progress against the action plan be monitored by the AWHOSC.
  - **Recommendation two**  
The existing suicide early alert system, whilst providing excellent support and interventions for those affected by suicide after the event, needs to develop appropriate systems to flag up those at risk of suicide and which could be used to target preventative mental health services and support to such individuals.

- **Recommendation three**  
A multi-agency approach to develop learning from suicides is needed with case conferences introduced for each incident with shared learning across partner agencies including adult and children's social care and health services, NHS services and those within the criminal justice system.
  - **Recommendation four**  
The introduction of an appropriate coding/flagging system for self-harm/attempted suicide across all A&E department attendees should be promoted which identifies those potentially at risk of suicide and allows for proactive offers of access to mental health services and support
  - **Recommendation five**  
The current processes for referral into mental health services be reviewed to ensure that there is clarity available to potential service users to help them to identify the range of services available, whether the services allow for self-referral as well as referral by health professionals and the associated target timeframes for accessing services.
  - **Recommendation six**  
The accessibility of the out-of-hours mental health crisis service be reviewed to ensure that individuals suffering from crisis episodes have timely access to support and interventions.
  - **Recommendation seven**  
An audit of current health and wellbeing support and services within the Community and Voluntary sector be undertaken to evaluate their effectiveness and enable resources to be targeted at those interventions where demonstrable outcomes for improved mental health and wellbeing and reduced suicide risk are evident.
  - **Recommendation eight**  
That a systematic review of the report and progress made against recommendations should be undertaken after consideration of this report, within six months.
- 6 Following consideration by the Committee, the report is scheduled to be presented to Cabinet, the Health and Wellbeing Board and Safe Durham Partnership thereafter.

### **Service Grouping response**

- 7 The NE rates for suicide remain significantly higher than the national average. In County Durham, the number of registrations in 2017 (56) was broadly similar to previous years, with the annual average for the previous 10 years being 59.1 registrations.

**Table 1: Suicide rates over time, County Durham, 3 years pooled, 2008-10 to 2015/17 (ONS, 2015/17)**



- 8 Since the commission of the Adults Wellbeing and Health OSC review, the national Mental Health Forward Plan identified £25 million in funding allocated to NHS England to support the reduction in suicide rates by 2020/2021. The dissemination of this funding is being managed through the NHS England south hub for the County Durham, Darlington, Tees Valley and Hambleton Richmondshire and Whitby Suicide Prevention Group.
- 9 In May 2018, the Local Government Association urged councils to change their focus on mental illness to helping everyone stay mentally well. This included shifting attitudes and approaches to mental health and mental health services, increasing investment in prevention, early intervention and life-time support.
- 10 Durham County Council are working with partners on a Local Government Association pilot focused on Prevention at Scale.
- 11 In Durham this has an emphasis on preventing suicides by promoting positive mental health across the workforce and tackling stigma and discrimination via Time to Change.
- 12 Durham County Council signed the employer pledge for Time to Change on 10<sup>th</sup> October 2018 as part of World Mental Health day. This committed the council to prioritizing the mental health and wellbeing of the workforce. The pledge is being supported by all partners within the Durham County Partnership.
- 13 The County Durham Mental Health Strategy is currently being refreshed to lead on the development of improved mental health systems and functionality across the county. This includes Suicide Prevention and the integration of the Mental Health Prevention Concordat for Mental Health.

- 14 The Mental Health Crisis Care Concordat are currently reviewing the work of the Crisis Team across County Durham to standardise the process and management of referrals into Intensive Home Treatment for those in crisis.
- 15 The County Durham Suicide Alliance has been initiated to deliver multi agency approach of the actions highlighted in the Suicide Alliance Prevention Action Plan (2018-20). This will include the recommendations from the Adults Wellbeing and Health OSC review report into Suicide Rates and Mental Health and Wellbeing.
- 16 A review of the County Durham Suicide Prevention Early Alert System will be conducted between October 2018 and January 2019. This will ensure systems for real time data source analysis are implemented between partners and postvention support is targeted at those most in need.
- 17 A Suicide Prevention Coordinator was appointed in July 2018, to support the Suicide Prevention Alliance Action Plan to ensure the delivery of the plan and oversee support for those bereaved or affected by suicides, including families and the wider community.

### **Recommendation**

- 18 Cabinet is recommended to:-
  - (a) Receive and note the review report and recommendations detailed at Paragraph 5 above.
  - (b) Agree to the submission of the review report and recommendations to the Health and Wellbeing Board and Safe Durham Partnership Board for consideration.
  - (c) Respond within a six month period for a systematic review of the recommendations.

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**Contact: Stephen Gwillym, Principal Overview and Scrutiny Officer**  
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## **Appendix 1: Implications**

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**Finance - None**

**Staffing - None**

**Risk - None**

**Equality and Diversity / Public Sector Equality Duty – None**

**Accommodation - None**

**Crime and Disorder - None**

**Human Rights - None**

**Consultation - None**

**Procurement - None**

**Disability Issues - None**

**Legal Implications – None**

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# **Adults Wellbeing and Health Overview and Scrutiny Committee**

## **Suicide Rates and Mental Health and Wellbeing in County Durham Review Report**

**September 2018**

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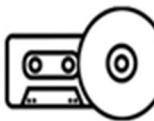
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# **Foreword**



We have known for some time that the North East of England and specifically areas within County Durham suffer from some of the poorest health and wellbeing measures within the country and that there is a significant gap between the life expectancy of men and women in County Durham and the England average. The rate of suicides within County Durham is higher when compared with the North East region and the England average which has prompted this review.

The Review was undertaken between October 2016 and March 2017 and the Review group examined key national strategies aimed at improving mental health and wellbeing and suicide prevention as well as those local strategies and services provided jointly by the County Council and its key partners across the NHS, the criminal justice system and the Community and Voluntary sector.

The Review Group identified key findings and recommendations which include; the importance of developing an early suicide alert system which is able to flag up those individuals at risk of suicide and which could be used to target preventative mental health services to such individuals in a proactive manner; the importance of a co-ordinated partnership approach to ensure access to preventative mental health services and mental health crisis services is timely and responsive. The need for partners to be able to share information and learning across organisational boundaries has also been highlighted as this is crucial to a co-ordinated approach to the delivery of successful mental health and wellbeing interventions and support services.

The Community and Voluntary sector have a huge role to play in improving health and wellbeing of the population of County Durham and the review has heard evidence from a range of CVS organisations. This highlighted positive practice across the County aimed at suicide prevention and tackling some of the wider determinants of health which can adversely impact upon a person's mental health and wellbeing including relationship breakdown, loss of employment, access to housing, financial hardship and education and training. Their ability to continue to deliver projects, services and interventions during what has been a prolonged period of austerity and funding pressures is a concern.

I would like to thank all those who took part in the review for their time and support especially representatives from the Council's Public Health team, colleagues from the NHS, representatives from the prison service and Durham Constabulary and particular thanks go to the CVS organisations who have given evidence to the Review Group.

**Councillor John Robinson  
Chairman  
Adults Wellbeing and Health Overview and Scrutiny Committee**

# **Executive Summary**

1. This review was undertaken between October 2016 and March 2017 following concerns identified by the Adults Wellbeing and Health OSC during consideration of Quarterly Performance Management reports which highlighted that suicide rates for County Durham were above the National and North East average figures. Members examined statistics around suicides and suicide rates during a three year period 2012-14 in more detail rather than wider mental health illness or public mental health statistics. They also assessed the measures that the Council and its partners have put in place to ensure improved mental health and wellbeing and which aim to reduce the incidence of suicides within County Durham. Members considered evidence based on 4 key themes of policies, processes and services of Durham County Council; NHS partners and Safe Durham Partnership together with how the community and voluntary sector is involved in supporting suicide prevention and the promotion of mental health and wellbeing.
2. For the period 2012-14, County Durham had the second highest suicide rate within the North East local authorities and the highest suicide rate amongst its CIPFA nearest neighbour local authority group. The 2012-14 Suicide Audit for County Durham Suicide rates in Durham (2012-14) were 20.6 per 100k population for males and 6.1 per 100k population for females. National figures are 14.1 and 4.0 per 100k population respectively. Durham and Derwentside are the areas with the greatest numbers of suicides although not statistically significantly higher than the County Durham average. The largest number of deaths by suicide occurred in the 40-49 age group with 33% of suicide victims employed at time of death and 31% unemployed. 34% of suicides cases lived alone.
3. In September 2012, the Government published "Preventing suicide in England: A cross-government outcomes strategy to save lives", a new strategy intended to reduce the suicide rate and improve support for those affected by suicide. It set out overall objectives to achieve a reduction in the suicide rate in the general population in England and provide better support for those bereaved or affected by suicide. A national mental health strategy, entitled "No Health without Mental Health" and its implementation framework set out what local organisations can do to turn the strategy into reality, what national organisations are doing to support this, and how progress will be measured and reported.
4. The County Durham Joint Health and Wellbeing Strategy 2016-2019 includes a strategic objective to "Improve the mental and physical wellbeing of the population" as well as a key outcome to reduce self-harm and suicides. Key actions set out within the Strategy include a refresh of the Public Mental Health Strategy for County Durham, including the development of a Suicide Prevention Framework and an associated action plan to improve outcomes for people experiencing mental health crises in the community and in custody.

5. The County Durham Public Mental Health Strategy is delivered through a multi-agency partnership involving Durham County Council, NHS Provider and Commissioning bodies, Durham Constabulary, Durham Prisons and a range of Community and Voluntary Organisations which reports to the Health and Wellbeing Board and Children and Families Trust. The County Durham Mental Health Implementation Plan sets out delivery priorities, governance structures and reporting responsibilities.
6. Key milestones within the plan include the implementation of Public Mental Health; Children's Mental Health and Dementia strategies; the delivery of a recovery college (TEWV FT); improved accommodation offers to support inpatient discharge; an improved mental health prevention service and improved crisis response service.
7. As part of the refresh of the Public Mental Health Strategy the Council needs to develop and implement a local suicide prevention strategy which delivers against the Government's suicide prevention strategy and includes key actions aimed at reducing suicides, ensuring the mental health support services are available and accessible to those at risk of suicide and promotes effective partnership working which includes the ability to share data and learning across agencies.
8. In terms of suicide prevention, the existing suicide early alert service promotes early support and interventions for those affected by suicide but should also be able to flag up those individuals at risk of suicide and which could be used to target preventative mental health services to such individuals. This should be explored as part of the development of the suicide prevention strategy and action plan.
9. When examining NHS Policies, processes and services for suicide prevention and the promotion of mental health and wellbeing the working group have received numerous examples of effective partnership working across NHS Organisations including liaison between mental health and acute hospital services, there are improvements that have been identified which could lead to more effective suicide prevention, more timely service provision and interventions for those in crisis and/or at risk of suicide and a clearer crisis pathway and improved accessibility to mental health services.
10. The working group have heard that often those at risk of suicide are known to one or more of the emergency services be that the police or health. Difficulties have been reported in terms of organisations ability to share information across partners in respect of those at risk of self-harm or suicide as well as learning from those incidents of suicide. The working group consider that a multi-agency approach to develop learning from suicides is needed with case conferences introduced for each incident with shared learning across partner agencies.

11. The working group are concerned that there is no diagnosis flag within the A&E system that could give an indication of attempted suicide for patients who present at A&E but who are not admitted. This presents a risk to such patients in that they may not be offered access to mental health services at an early stage which could improve their chance of recovery and prevent potential for suicide.
12. The working group are pleased to note the success of County Durham and Darlington NHS Foundation Trust's work with TEWV NHS FT liaison team in ensuring that those patients who have been admitted and have been identified with an intentional self-harm code are able to access mental health services. However it is noted that this appears to be more effective from 08.00 a.m. until 10.00 p.m. with a liaison gap having been identified when the team handover to the crisis team. It is essential that a consistent level of service should be provided 24/7 to mitigate against risks of potential self-harm and suicide during crisis episodes.
13. The mapping out of services to support individuals escalating towards clinical crisis and averting the crisis or ensuring the person is helped into the right clinical care has been identified as a much needed improvement in current processes. Often individuals are not aware of the services available to them to support their mental health and wellbeing and avoid crisis episodes. They also need guidance to explain how to access these services and whether they can self-refer into services or whether this needs to involve health professionals.
14. The Crisis Care Concordat is a commitment made by all partners to joint working to improve the response to people in mental health crisis across services. Whilst this is to be welcomed, the development of a single point of access to crisis services has been identified as a key gap in current crisis service provision.
15. When examining Safe Durham Partnership policies, processes and services for suicide prevention and the promotion of mental health and wellbeing it was noted that the prison service within County Durham has an effective process known as ACCT (Assessment, Care in Custody and Teamwork) which has been assessed as fit for purpose as an effective mechanism to identify, manage and support those at risk of suicide and self-harm with the prison environment. The process has been reviewed and a series of recommendations have been implemented which look to improvement communication and awareness amongst staff along with increased training in the process.
16. Work is underway to ensure that there is a greater integration between the criminal justice system and health/social care services particularly around multi-agency casework and information sharing regarding mental health amongst offenders.

17. A similar process has been examined as part of Durham Constabulary's detention and custody process with risk assessments routinely undertaken across their 4 custody suites. As part of this process routine checks are made across a range of databases and records and the group heard evidence of joint working between the Police and Health services including the new street triage service which aims to ensure that Police Officers have access to mental health professionals when detentions under S136 of the Mental Health Act 1983 are being considered.
18. Notwithstanding the above, issues experienced in the past in relation to data sharing between agencies and accessing patients' records/information which may result in delays in accessing treatment need to be addressed by ensuring that a process of case conferencing is in place.
19. Community and Voluntary Sector organisations play a significant role in suicide awareness, prevention and support for mental health and wellbeing. The Rapid Response Suicide Prevention project developed by MIND, CDDFT and Durham CCGs offers a rapid response suicide prevention counselling service which significantly reduces PHQ9 depression test scores and improves mental health and wellbeing. None of the 1649 clients referred into the service between 2011 and 2016 took their own life.
20. The If U Care Share Foundation offers a support after suicide service for those who have lost someone through suicide as well as a prevention referral service. Key areas of work include awareness raising of suicide within education services; shared lived experience of suicide to support those affected by suicide; advice and guidance to mental health support and crisis services.
21. Single Homeless Action Initiative in Durham (SHAID) identifies the wider determinants of health and their impact on mental health and wellbeing. Key groups supported include the homeless, people fleeing domestic violence; ex forces personnel, prison leavers and people with mental health diagnoses.
22. Durham Samaritans deliver listening services to those at risk of suicide, those affected by suicides and also work closely with media outlets to allow for sensitive reporting of suicides. Nationally they have developed teaching materials, including Developing Emotional Awareness and Listening (DEAL) which was used by professionals. Work is undertaken with young people in schools, colleges and youth settings to offer advice on looking after emotional health and a national team of specially trained volunteers work with schools and colleges affected by suicide.
23. The key issue identified across the Community and Voluntary Sector is the funding available to support projects and ensure their sustainability. It is therefore important that an assessment of the effectiveness of CVS services and projects is undertaken to enable resources to be targeted to those which demonstrate the necessary outcomes have been delivered.

## **Recommendations**

24. The review group having considered the findings and conclusions of the review have made the following recommendations:

### **Recommendation one**

That a suicide prevention strategy and action plan be developed and implemented as part of the refresh of the Public Mental Health Strategy for County Durham and that progress against the action plan be monitored by the AWHOSC.

### **Recommendation two**

The existing suicide early alert system, whilst providing excellent support and interventions for those affected by suicide after the event, needs to develop appropriate systems to flag up those at risk of suicide and which could be used to target preventative mental health services and support to such individuals.

### **Recommendation three**

A multi-agency approach to develop learning from suicides is needed with case conferences introduced for each incident with shared learning across partner agencies including adult and children's social care and health services, NHS services and those within the criminal justice system.

### **Recommendation four**

The introduction of an appropriate coding/flagging system for self-harm/attempted suicide across all A&E department attendees should be promoted which identifies those potentially at risk of suicide and allows for proactive offers of access to mental health services and support

### **Recommendation five**

The current processes for referral into mental health services be reviewed to ensure that there is clarity available to potential service users to help them to identify the range of services available, whether the services allow for self-referral as well as referral by health professionals and the associated target timeframes for accessing services.

### **Recommendation six**

The accessibility of the out-of-hours mental health crisis service be reviewed to ensure that individuals suffering from crisis episodes have timely access to support and interventions.

### **Recommendation seven**

An audit of current health and wellbeing support and services within the Community and Voluntary sector be undertaken to evaluate their effectiveness and enable resources to be targeted at those interventions where demonstrable outcomes for improved mental health and wellbeing and reduced suicide risk are evident.

### **Recommendation eight**

That a systematic review of the report and progress made against recommendations should be undertaken after consideration of this report, within six months.

## **MAIN REPORT**

### **Suicide Rates within County Durham – Statistical Analysis**

#### ***Key Findings***

- For the period 2012-14 County Durham had the 2<sup>nd</sup> highest suicide rate in the North East and the highest in our CIPFA nearest neighbour group.
- Suicide rates in Durham (2012-14) were 20.6 per 100k population for males and 6.1 per 100k population for females – National figures are 14.1 and 4 respectively).
- The largest number of deaths by suicide occurred in the 40-49 age group.
- 33% of suicides were employed at time of death and 31% unemployed.
- 34% of suicides cases lived alone.

25. Public Health England in its 2014 guidance for developing a local suicide prevention action plan identified local suicide audits as being an effective way for authorities to identify and respond to high risk groups in their areas, as well as reveal hot spots.
26. An audit of suicides through the systematic collection and analysis of local data on suicides provides valuable information to learn lessons and inform suicide prevention plans. In order to draw together meaningful numbers while still preserving the anonymity of those involved, a three year pool of data is used
27. The rate of suicide per 100,000 of the population is a performance indicator in the Public Health Outcomes Framework (PHOF).
28. Between 2001-03 and 2006-08 the rate of suicide within County Durham although slightly higher, was not statistically different from the England rate. However since 2007-09 the rate for County Durham has risen significantly more than that for England. County Durham has a suicide rate of 13.3 per 100,000 population for the 2012-14 aggregated data. This remains above the suicide rate for the North East (11.0 per 100,000 population) and significantly higher than the suicide rate for England (8.9 per 100,000).
29. For the period 2012-14, County Durham had the second highest suicide rate within the North East local authorities with only Middlesbrough higher. It also had the highest suicide rate amongst its CIPFA nearest neighbour local authority group.

30. The suicide audit considered by the working group showed that in 2012-14 suicide rates for males in County Durham stood at 20.6 per 100,000 population compared with the figures for the North East (17.9 per 100,000 population) and England (14.1 per 100,000 population).
31. In 2012-14 suicide rates for females in County Durham stood at 6.1 per 100,000 population compared with the figures for the North East (4.5 per 100,000 population) and England (4.0 per 100,000 population).
32. There were 198 deaths by suicide or undetermined injury in County Durham between 2012 and 2014. Eight of these deaths were non-County Durham residents and were not included in the suicide audit analysis
33. Of the 190 deaths recorded in County Durham between 2012 and 2014 75% (142) were male and 25% (48) were female.
34. The geographical breakdown of numbers of suicides reveals Durham and Derwentside areas as areas with high numbers of suicides between 2012 and 2014. Removing the cases where the death has occurred in prison identifies the former Derwentside and Durham areas as having the highest numbers and rates across the three years although not statistically significantly higher than the County Durham average.
35. Of the suicides and undetermined injuries 67% of both male and female cases were of people who were under the age of 50 at time of death. The greatest numbers of deaths were seen in those aged 40 to 49 (in part due to the age structure of the county). Whilst suicide is relatively rare in children and young people there were nine deaths recorded in those 19 and younger. At the other end of the age distribution there were eight deaths by suicide or undetermined injury in those aged 70 years or more.
36. When examining employment status amongst suicides, around 33% (63) were employed at the time of death whereas 31% (59) were unemployed, 11% were retired and 7% were long-term sick or disabled.
37. In 34% (65) of cases the person lived alone at the time of death.

## **Conclusions**

38. The statistical analysis shows that County Durham had a relatively high suicide rates with the majority of cases relating to those under 50 and male.

## **National and Local Strategic Context for Suicide Rates and Mental Health and Wellbeing – Key service strategies, policies and action plans**

## **Key Findings**

- Government policy exists to prevent suicides and includes objectives to reduce suicide rates and provide better support for those bereaved or affected by suicides.
- “No Health without Mental Health” national strategy requires organisations to produce a local implementation framework;
- House of Commons Health Select Committee into suicide prevention has identified failings in delivering the Government’s suicide prevention strategy;
- The County Durham Joint Health and Wellbeing Strategy includes a strategic objective to “improve the mental and physical wellbeing of the population” as well as a key outcome to reduce self-harm and suicides. .
- The County Durham Mental Health Implementation Plan sets out delivery priorities, governance structures and reporting responsibilities.
- Key milestones within the plan include the implementation of Public Mental Health, Children’s Mental Health and Dementia strategies; the delivery of a recovery college (TEWV FT); improved accommodation offers to support inpatient discharge; an improved mental health prevention service and improved crisis response service.
- The County Durham Public Mental Health Strategy details a summarised action plan against the key objectives of the Public Mental Health Strategy rather than a specific suicide prevention action plan as recommended by the PHE guidance and set out in the Government’s national suicide prevention strategy.

## **National Policy Context**

39. In September 2012, the Government published “Preventing suicide in England: A cross-government outcomes strategy to save lives”, a new strategy intended to reduce the suicide rate and improve support for those affected by suicide. The strategy sets out key areas for action; states what government departments will do to contribute; and brings together knowledge about groups at higher risk, effective interventions and resources to support local action.
40. The strategy sets out overall objectives to achieve a reduction in the suicide rate in the general population in England and provide better support for those bereaved or affected by suicide.
41. There are six key areas for action to support delivery of these objectives
  - (i) Reduce the risk of suicide in key high-risk groups;
  - (ii) Tailor approaches to improve mental health in specific groups;

- (iii) Reduce access to the means of suicide;
- (iv) Provide better information and support to those bereaved or affected by suicide;
- (v) Support the media in delivering sensitive approaches to suicide and suicidal behaviour, and
- (vi) Support research, data collection and monitoring.

42. There is also a national mental health strategy, published in 2011, entitled "No Health without Mental Health". The strategy implementation framework sets out what local organisations can do to turn the strategy into reality, what national organisations are doing to support this, and how progress will be measured and reported. This is vital, because suicide prevention starts with better mental health for all - therefore "Preventing suicide in England: A cross-government outcomes strategy to save lives" has to be read alongside that implementation framework.
43. The publication of the national mental health strategy "No Health without Mental Health" in 2011 set out at a national level the following high level objectives to improve the mental health and wellbeing of the population:
- More people will have good mental health;
  - More people with mental health problems will recover;
  - More people with mental health problems will have good physical health;
  - More people will have a positive experience of care and support;
  - Fewer people will suffer avoidable harm;
  - Fewer people will experience harm and stigma.
44. The House of Commons Health Committee Inquiry into suicide prevention produced an interim report in December 2016 which set out a number of key areas that the Government needed to take account of when refreshing its suicide prevention strategy. These included:-
- the refreshed Government strategy must be accompanied by a clear implementation plan, with strong external scrutiny of local authority plans and progress and that local authority suicide prevention plans are mandatory;
  - the need for services to support people who are vulnerable to suicide;
  - consensus statements on sharing information with families to ensure that there are opportunities to involve families and friends in a patients recovery;
  - timely and consistent data is needed to enable swift responses to suspected suicides and to identify possible clusters in order to prevent further suicides;

- greater awareness amongst the media of data breaches regarding the reporting of suicides at national and local level together with restrictions to potentially harmful internet sites and content.
45. The Health Select Committee produced its final report in March 2017 and a response to that by Government was published in July 2017 which included reference to an updated cross-Government suicide prevention strategy.

### **Local Policy Context**

46. The County Durham Joint Health and Wellbeing Strategy 2016-2019 includes a strategic objective to “Improve the mental and physical wellbeing of the population” as well as a key outcome to reduce self-harm and suicides. Key strategic actions set out within the Health and Wellbeing Strategy include a refresh of the Public Mental Health Strategy for County Durham, including the development of a Suicide Prevention Framework and working in partnership through the Crisis Care Concordat an associated action plan to improve outcomes for people experiencing mental health crises in the community and in custody.
47. The County Durham “No Health without Mental Health” local implementation plan 2014-17 is being delivered through a multi-agency partnership and sets out how the Council and its partners will deliver against the national strategy’s objectives by developing and improving mental health services covering all ages. The Plan has been developed via the local Mental Health Partnership Board, which is a sub group of the Health and Wellbeing Board and involves a wide range of agencies and stakeholders.
48. To deliver against the national priorities identified in paragraph 41, a series of local priorities has been developed and will be aligned to a specific group as part of the established governance structure. These are summarised at Appendix 1 of this report.
49. Key milestones in delivering against the County Durham Mental Health Implementation Plan have been identified and progress reported to the review group includes:-
- Public Mental Health, Children’s Mental Health and Dementia Strategies being implemented;
  - Recovery College (real and virtual) being delivered by Tees Esk and Wear Valleys NHS Foundation Trust;
  - Detailed work on accommodation options for people with mental health needs which includes a new service in Bishop Auckland and another being built in Meadowfield;
  - Increase in move-on accommodation to support hospital discharge and recovery;
  - Strategic review of Mental Health Prevention services with a new operating model to be developed and implemented in 2017;
  - Improving crisis responses through the Crisis Care Concordat - funding awarded for a new crisis centre;

- Local Anti-Stigma and Discrimination group in place with a bid made for national funding from 'Time to Change'
  - Multi-agency 'Active Durham' partnership to increase levels of physical activity.
50. In considering how to progress work against the Plan further, the local Mental Health Partnership Board has suggested that the Council and partners should:-
- Rationalise the number of strategies and consolidate joint working;
  - Develop and deliver the crisis response centre in Durham;
  - Improve access to 'talking therapies' with CCGs;
  - Ensure the 'Durham Works' programme promotes benefits to people with mental health needs;
  - Continue development of specialist accommodation;
  - Consolidate the 'Recovery College' and extend its benefits to a wider service user group to include GPs and the ability to self-refer into the service;
  - Explore and promote ongoing work with Voluntary and Community Sector
  - Explore the potential of Cultural Opportunities to improve mental health and wellbeing through dance, theatre, music, etc.

## **Suicide Prevention**

51. The National Strategy "Preventing suicide in England sets out overall objectives to achieve a reduction in the suicide rate in the general population in England and provide better support for those bereaved or affected by suicide.
52. Guidance issued by Public Health England (PHE) suggests that successful implementation of the national strategy at a local level relies on:-
1. Establishing a multi-agency suicide prevention group involving all key statutory agencies and voluntary organisations;
  2. Developing a suicide prevention strategy and/or action plan that is based on the national strategy and local data, and
  3. Completing a suicide audit.
53. The County Durham Public Mental Health Strategy vision states that "Individuals, families and communities within County Durham to be supported to achieve their optimum mental wellbeing". The strategy's key objectives are geared towards promoting mental health and wellbeing; prevention of mental health; early identification of those at risk of mental health and recovery from mental health.
54. Specific objectives related to suicide prevention include:-

Objective 1: Improve mental health and wellbeing of individuals through engagement, information, activities, access to services and education, and

Objective 3: Reduce the suicide and self-harm rate for County Durham.

55. The strategy details a summarised action plan against the key objectives of the Public Mental Health Strategy rather than a specific suicide prevention action plan as recommended by the PHE guidance referenced above.
56. Governance arrangements for the delivery of the Public Mental Health Strategy exist with the performance management framework aligned to the priorities identified within the strategy. The Public Mental Health Strategy group is accountable to the County Durham Mental Health Partnership Board. Progress on the delivery of the strategy objectives and action is reported to the Children and Families Trust and the Health and Wellbeing Board.
57. The Suicide Audit considered by the Suicide Review Working Group covered the three year period 2012-14, the key findings of which are set out at paragraphs 25 to 38 of this report. The Audit involved the collection and collation of data by the Public Health team from a variety of partners including
58. Key services, interventions and programmes have been identified and developed which are aimed at delivering against those actions detailed within the Public Mental Health Strategy specifically related to Suicide prevention. These include:-
  - The development of a Suicide early alert system to inform of a death from suicide and emerging trends and which promotes early support and interventions for those affected by suicide;
  - Suicide Safer Communities County Durham – a helpline and website resource detailing a range of support services which includes bereavement counselling, relationship advice, suicide bereavement support;
  - If U Care Share – a post-bereavement support service for families affected by suicide;
  - The County Durham Sheds Programme – a project aimed at tackling loneliness and social isolation; financial and relationship problems initially aimed at men and based on an Australian model but now widened to include women and young people;
  - Wellbeing for Life service – Commissioned by Durham County Council and delivered by five partners:- County Durham and Darlington NHS Foundation Trust; County Durham Culture and Sport; the Pioneering Care Partnership; Leisureworks and Durham Community Action. The service aims to empower individuals to say what is important to them and to support them make choices that will benefit them. Specific services available on either a 1 to 1 or group activity basis includes Getting more active; healthy eating/weight loss; smoking cessation; improving one's mental wellbeing; practical cooking; cancer awareness; volunteering; access to training; alcohol and drug awareness and how to access services in the community.

## **Conclusions**

59. The County Durham Public Mental Health Strategy's key objectives are geared towards promoting mental health and wellbeing; prevention of mental health; early identification of those at risk of mental health and recovery from mental health. The strategy also details key objectives related to suicide prevention.
60. However, the strategy details a summarised action plan against the key objectives of the Public Mental Health Strategy rather than a specific suicide prevention action plan as recommended by the PHE guidance and set out in the Government's national suicide prevention strategy. The working group consider it important that a specific suicide prevention strategy and associated action plan be developed and implemented.
61. Whilst recognising the value of the existing suicide early alert system in terms of promoting early support and interventions for those affected by suicide, members of the working group consider that partners should work closely to develop an early alert system that would flag up those individuals at risk of suicide and which could be used to target mental health preventative services to such individuals. Such an early alert system could utilise information gathered from health services and the criminal justice system such as admissions to Accident and Emergency Departments, inpatient mental health services, mental health crisis services, drug and alcohol treatment services and those individuals within the Criminal justice system or released from prison/custodial sentences on parole. This should be explored as part of the development of the suicide prevention strategy and action plan

## **Recommendation one**

62. That the County Council develop and implement a suicide prevention strategy and action plan as part of the refresh of the Public Mental Health Strategy for County Durham and that progress against the action plan be monitored by the AWHOSC.

## **Recommendation two**

63. The existing suicide early alert system, whilst providing excellent support and interventions for those affected by suicide after the event, needs to develop appropriate systems to flag up those at risk of suicide and which could be used to target preventative mental health services and support to such individuals.

## **NHS Policies, processes and services for suicide prevention and the promotion of mental health and wellbeing**

### ***Key Findings***

- Of the 190 suicides in County Durham (2012-14) 80 had been seen by GP services in the last three months of life; 54 had been seen by mental health services in the last three months of life and 39 had contact with A&E hospital services in the last year of life.
- Where individuals were seen by mental health services in the last six months of life a known diagnosis existed.
- TEWV NHS FT conduct an annual review of all serious incidents occurring within the Trust which when examined found no root cause with multiple factors identified including Post Traumatic Stress Disorder; access to mental health services; drug and alcohol abuse and chronic pre-existing health problems which impacted on mental health and wellbeing.
- The coding of patients presenting at A&E differs between those treat and discharged and those admitted – there is no diagnosis flag indicating intentional self-harm in the former but a sub code for this exists where patients are admitted.
- Coding of self-harm at A&E would potentially enable the identification of patients at risk of suicide and allow for proactive offers of access into mental health services to aid recovery and reduce the incidence of suicide.
- A positive element of A&E experience is the excellent relationship with rapid response access to the mental health liaison service between the hours of 08.00 a.m. and 10.00 p.m. There is an apparent gap in service provision between 10.00 p.m. and 08.00 a.m. once the mental health liaison team handover to the crisis team.
- A multi-agency “Crisis Care Concordat” is in place to improve the response to people in mental health crisis across services.
- The Concordat has introduce a number of initiatives aimed at enhancing access to mental health crisis services which include improving patient conveyance under the Mental Health Act 1983; crisis pathway mapping; the use of Section 136 “Places of Safety suites” and the implementation of a street triage model which allows for closer working between mental health professionals and the police.

64. During the review, members have been eager to ascertain the level of engagement between health services and those individuals who had committed suicide in order to ascertain the effectiveness of diagnoses, access to preventative service and interventions and how those at risk of suicide could be identified and offered support.
65. Of the 190 suicides in County Durham between 2012 and 2014, a date of last contact with GP services was known in 125 cases. Of these cases 64% (80) were seen within three months of their death. The majority of these consultations may not have been directly related to suicidal ideation or mental health. In nine cases a suicide risk was noted in GP records, with a further 19 people having multiple risks noted. Previous attempted suicides were recorded in eight cases.

### **Tees, Esk and Wear Valleys NHS Foundation Trust**

66. Of the 190 suicides in County Durham between 2012 and 2014, fifty percent of cases (95) had been referred to or were known to mental health services at some point in their lives. Of these individuals 63 had been seen in the 12 months prior to their death, with the majority (54 people, 57%) being seen in the three months prior to death. Of those referred to mental health services seven cases had never been seen.
67. Where cases had been seen by mental health services in the six months prior to death (57) a known diagnoses were:

Mental Health Diagnosis	Cases
Multiple diagnosis	7
Depressive illness	6
Bipolar affective disorder	Suppressed (less than or equal to 5)
Other (including personality disorder; Schizophrenia & other delusional disorders; Adjustment disorder/reaction; Anxiety/phobia/panic disorder/OCD; and drug misuse)	19

Mental Health Diagnosis 2012-14

68. Other and multiple diagnoses include:
- Depression, pathological jealousy, bi-polar and emotionally unstable personality disorder
  - Alcohol and drug misuse
  - Anxiety and Depression
  - Bipolar Affective Disorder & Emotionally Unstable Dependant Personality Disorder
  - HIV, Mental and Behavioural Disorder due to multiple drug use & use of other psychoactive substances
  - Mixed anxiety, depressive disorder and schizophrenia

- Mixed anxiety and depression
  - Alcohol dependence, suicidal idealisation, severe depressive disorder
  - Psychotic depression, differential OCD
  - Schizoaffective disorder, Personality Issues, Polydrug misuse
  - Moderate depressive episode with somatic symptoms, low mood & anxiety
  - Autism spectrum disorder (ASD) & Attention deficit hyperactivity disorder (ADHD)
  - Mixed Anxiety and Depressive disorder
  - Social anxiety & low mood
69. Tees Esk and Wear Valleys NHS FT undertake an annual review of all serious incidents which occur within the Trust to establish and identify areas of learning for the Trust and its staff. Procedures have been revised to ensure greater data reliability and the inclusion of a manual review of narrative issues in each incident. The Trust has identified that there can be flaws in the data due to delays arising from the coroner process and confirmation of verdicts into such incidents.
70. The data in respect of suicides and drug/substance related deaths requires further examination and any attempts to correlate the two should be treated with a degree of caution as it is often not known whether death was intentional.
71. The months of February, March, July and October have the highest numbers of serious incidents with the most common methods being hanging and overdose.
72. When the Trust looked for any key trends and issues arising from the investigation of serious incidents it found that:-
- No single identifiable root cause could be established;
  - Improvements needed to be made in the documentation kept in respect of risk assessment and management of patients as well as the effectiveness and timeliness of record keeping;
  - The involvement of family in the care of individuals could be considered;
  - A number of incidents occurred when individuals were on leave from inpatient services and that the Trust were currently undertaking a thematic review of this issue;
  - In a number of cases, patients have disclosed traumatic events that adversely impact upon their mental health and wellbeing and this has resulted in an identified need to reflect trauma questioning/counselling in staff training and development;
  - A series of socio-economic factors including benefits, service reductions and access to social care and mental health services impacted on incidents;
  - Mental health issues coupled with drug and alcohol misuse and the ineffectiveness of drug and alcohol treatment services could be linked to some incidents;

- Some individuals had pre-existing chronic physical health problems which often impacted on their mental health and wellbeing.
73. TEWV NHS Foundation Trust has reviewed these trends and embarked on a programme of actions at a Trust wide and locality level which aims to address some of the shortcomings identified during the examination of serious incidents. Actions across the Trust have been focussed on improving the existing Serious Incident review processes through enhanced governance arrangements; greater effectiveness in identifying improvement and learning from SI cases and also utilising learning from the National Confidential Enquiry into Suicide Harm and the Care Quality Commission's "Learning, candour and accountability" benchmarking.
74. Actions taken at a locality level have built on the Trust-wide learning through speciality level governance meetings within adult mental health services which includes quarterly adult mental health clinical incident reviews using "Plan, Do, Study, Apply" tools which promote change management based on learning from incidents. This process involves senior nurses, consultants and psychologists. The establishment of a Children's and Adolescent Mental Health Services (CAMHS) Crisis team has also enhanced the service provided to that age group.
75. The Working group examined the availability and accessibility of current mental health services involving TEWV. Concerns had been expressed by the working group regarding the accessibility of services, particularly whether there was open access to services or whether a referral process into the service was followed.
76. Across primary and secondary care the following services were available:-
- Community Intervention Teams – Open Access
  - Crisis Teams – Open Access
  - Mental Health liaison services – Accessed via Acute Trusts/A&E
  - Veteran's services – Open Access
  - Inpatient mental health services – Accessed through Crisis team referral
  - Talking Changes (Accessing psychological therapies) – Open access
77. Members noted that these were supplemented by a range of "third sector/Community and Voluntary sector" services including links with crisis teams and MIND.
78. TEWV has identified a number of challenges facing the service, not least of which involve the current socio-economic climate and the stigma still attached to mental health conditions. The Trust is working to improve assurances that required changes identified within the Trust and its services are embedded at individual staff level. Pressures associated with capacity and demand across services must be managed alongside service user expectations as well as engaging those groups identified as hard to reach including LGBT and the Gypsy/Traveller Groups.

79. The Trust recognises the importance of continues and improved joint working across partners citing the work of the Crisis Care Concordat; the recovery college project, CVS support and ongoing work with the police which are all aimed at addressing current failings within the system including enhanced engagement across all partners; improved information sharing protocols and greater patient and family involvement in service developments.

County Durham and Darlington NHS Foundation Trust

80. Between 2012 and 2014, there were 39 cases of suicide which had contact with A&E/hospital services in the year prior to their death. While 10 were associated with overdose (of which we do not know the proportion which were intentional or indeed attempted suicide), the majority were from a range of conditions not necessarily associated with suicidal ideation or mental ill health.
81. Treatment for general medical conditions was the next most common cause of an A&E/hospital contact (six cases) followed by gastrointestinal (five cases). There were fewer than five cases per each of the remaining categories, including contact for reasons of mental illness or alcohol problems. 6 cases were known to have a psychological assessment prior to discharge.
82. The working group are aware of a range of services delivered either in partnership or directly by County Durham and Darlington NHS Foundation Trust (CDDFT) related to suicide prevention.
83. The wellbeing for life service adopts a model similar to the recovery model principles adopted by TEWV in respect of mental health and wellbeing improvement. Provided in partnership with the Pioneering Care Partnership, DCC Culture and Sport, Leisureworks and Durham Community Action, the wellbeing for life service follows the NICE stepped care model for the treatment of depression.
84. Since 1 April 2016 there have been over 2000 one-to-one contacts with the wellbeing for life service and CDDFT staff have received suicide ideation training and applied suicide intervention skills training.
85. CDDFT are also involved in the Talking Changes service commissioned by County Durham and Darlington CCGs and delivered jointly by TEWV, CDDFT and Mental Health Matters. This a self-help and talking therapies service designed to help anyone living in the County Durham and Darlington area to deal with common mental health problems such as stress, anxiety or depression, as well as panic, phobias, obsessive compulsive disorder (OCD) and post-traumatic stress disorder.
86. Offering a range of talking therapies, this free, confidential service is open to people aged 16 or over who live in County Durham or Darlington and whose mental health is causing them concern and is affecting an individual's

employment, health or home life. The service is not available if an individual is already accessing adult mental health services.

87. The service is part of the national improving access to psychological therapies (IAPT) programme and offers psychological interventions that include talking therapies and supported self-help programmes. Treatments currently include:-
  - Step 2a Telephone Guided Self Help
  - Step 2a Psycho-Education Groups
  - Step 2b Face to Face Guided Self Help
  - Step 3 Face to Face Cognitive Behavioural Therapy
  - Step 3 Interpersonal Therapy
  - Step 3 Eye Movement Desensitisation Therapy
  - Step 2 / Step 3 Long Term Conditions Pathway
  - Employment Support
88. Members were advised that around 10000 people per year access these services.
89. The Primary Care Psychology service delivered by CDDFT received 308 referrals during 2015/16 with 177 patients discharged in the first 2 quarters of 2016/17. The service treat patients including those with enduring trauma and personality disorder with the complexity and risk associated with their conditions assessed using a variety of mental health assessment tools. Patient's condition and outcomes are assessed pre and post treatment with success gauged by securing a reduction in the appropriate rating scores.
90. The working group were advised that the service was to be de-commissioned on 30 June 2017 and members were extremely concerned at the risk to patients' mental health and wellbeing and chances of securing improvements in their conditions with the cessation of this service as well as what replacement services were proposed.
91. There is a view that suicide is only associated with a person's mental health and that they relate to an associated mental health illness. The review heard evidence that within clinical (health) psychology, patients whose physical health condition deteriorates or who may have a physical disability can trigger thoughts about taking their own life. In such circumstances, the physical state of a patient is such that their quality of life may be poor and they feel unable to lead a "normal" life.
92. Several factors have been identified which may trigger such thoughts including:-
  - not wanting to be a burden on their family and services as their disease/condition progresses;
  - not wanting their family/spouse to witness them suffer;
  - avoidance of experiencing deteriorating symptoms as their prognosis worsens;
  - fear of increased pain;

- anxiety over financial implications especially if a person cannot work or has to move home due to their illness/disability;
  - feeling in control about the end of their life when there has been little control or predictability in their health.
93. Many of these patients have never previously suffered with serious mental health problems and would simply view their suicidal thoughts as logical and as a way to lessen further suffering
94. CDDFT also provides a small clinical health psychology service aims to provide support to people who may experience such circumstances around a chronic physical illness.
95. Members heard evidence that with more publicity in recent years about assisted suicide, or people travelling to clinics such as Dignitas when they have a terminal condition, society in general may be more accepting of suicide when there is a physical illness perhaps because of this there is less stigma.
96. When a person has a physical condition/illness where the course is medically known to deteriorate (or an event where the person has been left with debilitating effects) these patients are perhaps more likely to have suicidal thoughts, so it is vital to ensure good support is in place. For example, in stroke, heart failure, Parkinson's disease, terminal cancer, COPD, uncontrolled diabetes, MS, HIV, motor neurone disease, and also in early stages of dementia.
97. Research suggests that patients are more likely to report suicidal thoughts soon after a diagnosis of a chronic or terminal condition. Often support is not available then, and the person's distress is not responded to appropriately. It is therefore vitally important for services like health psychology to be involved in the care of these patients, consulting with non-psychology healthcare staff to offer support and intervene in a timely manner.
98. In considering the role played by CDDFT in respect of suicide prevention and improving mental health and wellbeing, the working group have examined the procedures that exist within the Trust's Accident and Emergency Departments in Darlington Memorial Hospital and University Hospital North Durham and how these are used/able to identify suicide attempts and self-harm and highlight potential patient need for access to mental health services.
99. There is currently no relevant diagnosis flag within the A&E system that can give an indication of attempted suicide. What is coded is effectively the condition of the patient, for example overdoses would be covered by a poisoning diagnosis code but it would not be possible to tell from the data whether this was accidental or deliberate.

100. However, for inpatient clinical coding (where A&E patients are admitted) there is an intentional self-harm code that is used as a sub code alongside an eventual diagnoses.
101. Experience across the two A&E departments indicates that patients arrive via ambulance or the Police and that the department is seen as a place of safety even though this is not the best environment for a patient who is experiencing an acute crisis. With the ongoing pressures placed on the service, treatment is often seen as “patching up” rather than offering longer term mental health support that patients might need. Patients are also often keen to “just go” following their initial acute ED treatment although patients often end up staying overnight where a required mental health assessment is required.
102. The positive element of the A&E experience appears to be in respect of the excellent relationship with rapid response access to the mental health liaison service between the hours of 08.00 a.m. and 10.00 p.m. Unfortunately there is an apparent gap in service provision between 10.00 p.m. and 08.00 a.m. once the mental health liaison team handover to the crisis team.
103. CDDFT have effective liaison follow on arrangements with TEWV staff to deal with patients who need mental health support. For those patients at A&E who have experienced an identifiable self-harm event or where they feel that there is nowhere else to turn, a risk based assessment is made which can result in an offer of up to six follow up sessions as a brief intervention and solution focussed therapy.
104. For those patients who are admitted with for example delirium or dementia up to six weeks of community support post discharge can be made. There is also a potential onward referral to community psychiatric nurses/community mental health teams and mental health secondary care.
105. CDDFT acknowledges that there is an identified need to enhance the Trust’s role as an organisation in educating general medical staff in respect of mental health and wellbeing, suicide risk identification and prevention and associated mental health and wellbeing services.
106. Data collected from the Trust’s Safeguard incident management system in respect of serious untoward incidents for 2014/15; 2015/16 and 2016/17 (to December 2016) shows that there were 64 incidents over that period of which 2 were deemed to be suspected suicide. Both of these incidents were the subject of a root cause analysis and subsequent action planning.
107. The working group are concerned that there is no diagnosis flag within the A&E system that could give an indication of attempted suicide for patients who present at A&E but who are not admitted. This presents a risk to such patients in that they may not be offered access to mental health services at an early stage which could improve their chance of recovery and prevent potential for suicide.

108. The working group are pleased to note the success of the Trust's work with TEWV NHS FT liaison team in ensuring that those patients who have been admitted and have been identified with an intentional self-harm code are able to access mental health services. However it is noted that this appears to be more effective from 08.00 a.m. until 10.00 p.m. with a liaison gap having been identified when the team handover to the crisis team. The working group feel that it is essential that a consistent level of service should be provided 24/7 to mitigate against risks of potential self-harm and suicide during crisis episodes.
109. The working group also acknowledged the work being done within the Trust to train employees on mental health awareness and suicide prevention and suggested that this needed to be systematic throughout the Trust.

#### Mental Health Crisis Care Concordat

110. The Mental Health Crisis Care Concordat is a partnership consisting of Durham Constabulary, Durham County Council, Darlington Borough Council, Tees, Esk and Wear Valleys NHS Foundation Trust, North East Ambulance Service, North Durham CCG, DDES CCG, Darlington CCG and voluntary and community sectors. The concordat is a commitment made by all partners to joint working to improve the response to people in mental health crisis across services.
111. The working group received information regarding three initiatives aimed at improving patient experiences during crisis episodes :-
  - Patient conveyancing – the conveying of a patient who has been detained under the Mental Health Act 1983 and needs to go to hospital;
  - Crisis pathway mapping – the mapping out of services to support individuals escalating towards clinical crisis and averting the crisis or ensuring the person is helped into the right clinical care;
  - Section 136 suites – usually called a place of safety, this is somewhere that a patient in crisis can be taken, usually by the police for assessment.
112. Improvements implemented for patient conveyancing involved the commissioning of a private ambulance provider to focus solely on attending mental health crisis incidents thus removing the risk which had been previously evident of NEAS ambulances being diverted to attend "blue light" calls which delays attendance at the mental health crisis incident. Whilst this has been commissioned by Durham and Darlington CCGs, it is possible that such a service could be commissioned regionally and thus benefit from economies of scale.
113. For crisis pathway mapping, work has been undertaken to map current mental health crisis services to establish what services need to be improved, what is working well and any gaps in services identified. Following this work, a

refreshed 2 year action plan for the Crisis Care Concordat has been developed focussing on prevention actions that avoid crisis episodes.

114. Nationally it has been accepted that the use of police cells as Section 136 suites (Places of Safety) is inappropriate and CCGs are required to reduce their use of police cells for this purpose and eliminate their use for those under 18 years of age.
115. The Crisis Care Concordat developed health based places of safety, one in Lanchester Road Hospital, Durham and one in West Park Hospital, Darlington which were staffed from the hospital wards. TEWV were given additional funding to enable them to staff the hospitals to a level where people could come off the wards into the s136 suite when required. The suites are used mainly by the police when they have picked someone up under s136 of the Mental Health Act and they need assessment in a place of safety.
116. Working jointly with the Police and TEWV, commissioners found that this model was ineffective in that it was not as easy as hoped to get a member of staff from a ward to the s136 suite quickly.
117. Consequently, the Concordat has developed a street triage model which involves TEWV staff (a mental health professional) working in the police force control room and out on the street in the car to provide support in cases where mental health issues may be a factor in a crisis incident.
118. The other major implication of the Policing and Crime Bill (which includes the prohibition of the use of Police Cells as Places of Safety for under 18s) is the reduction of time an individual can be held on a s.136 from 72 hours to 24 hours. This may have implications when someone under 18 has been assessed as needing admission but there is difficulty finding a bed. Also, there is a potential issue in obtaining an opinion from a second doctor should admission be required because there is a national shortage of doctors who are able to assess and admit. TEWV are working these issues through with commissioners.
119. Ongoing areas of development reported to the working group include the need to identify high intensity users of all emergency services. In mental health, these individuals invariably also use other emergency services (police, social services) frequently and the theory is that the response they are receiving is not helping them. If it were, they wouldn't ring back. People behave in this manner for a variety of reasons and the response they need will need to be individualised.
120. The Crisis Care Concordat aims to identify these individuals who are common to us all, then work out what they need to support them personally. We will then need to agree a way of identifying people who start to behave in this way and work out how we are going to support them as they become known to the services.

121. This will involve all statutory bodies working together and sharing information. This is complicated because of the laws surrounding information sharing and patient confidentiality.
122. The development of a single point of access to crisis services has been identified as a key gap in current crisis service provision. In a crisis scenario it has been suggested that currently patients are expected to work out if they are in a social crisis (and need social services support); an emotional crisis (and need support for that such as bereavement support or relationship counselling) or a clinical crisis (and are in need of support from the TEWV crisis team). This often leads to patients accessing services that are inappropriate to their crisis needs.
123. Crisis Care Concordat partners agree that one point of access is needed where patients can go and say they need help, then be given the time to talk through the help which they need so that they can be directed to the right place. This could be the patient themselves, or a third party. The service would receive self-referrals as well as referrals from other professionals (GPs could refer someone they are seeing for sleep problems but are concerned that there is a different underlying cause) as well as from the community and voluntary providers.

## **Conclusions**

124. Whilst the working group have received numerous examples of effective partnership working across NHS Organisations including liaison between mental health and acute hospital services, there are improvements that have been identified which could lead to more effective suicide prevention, more timely service provision and interventions for those in crisis and/or at risk of suicide and a clearer crisis pathway and improved accessibility to mental health services.
125. The working group have heard that often those at risk of suicide are known to one or more of the emergency services be that the police or health. Difficulties have been reported in terms of organisations ability to share information across partners in respect of those at risk of self-harm or suicide or alternatively learning from those incidents of suicide. The working group consider that a multi-agency approach to develop learning from suicides is needed with case conferences introduced for each incident with shared learning across partner agencies.
126. The working group are concerned that there is no diagnosis flag within the A&E system that could give an indication of attempted suicide for patients who present at A&E but who are not admitted. This presents a risk to such patients in that they may not be offered access to mental health services at an early stage which could improve their chance of recovery and prevent potential for suicide.
127. The working group are pleased to note the success of the Trust's work with TEWV NHS FT liaison team in ensuring that those patients who have been

admitted and have been identified with an intentional self-harm code are able to access mental health services. However it is noted that this appears to be more effective from 08.00 a.m. until 10.00 p.m. with a liaison gap having been identified when the team handover to the crisis team. It is essential that a consistent level of service should be provided 24/7 to mitigate against risks of potential self-harm and suicide during crisis episodes.

128. The mapping out of services to support individuals escalating towards clinical crisis and averting the crisis or ensuring the person is helped into the right clinical care has been identified as a much needed improvement in current processes. Often individuals are not aware of the services available to them to support their mental health and wellbeing and avoid crisis episodes. They also need guidance to explain how to access these services and whether they can self-refer into services or whether this needs to involve health professionals.
129. The Crisis Care Concordat is a commitment made by all partners to joint working to improve the response to people in mental health crisis across services. Whilst this is to be welcomed, the development of a single point of access to crisis services has been identified as a key gap in current crisis service provision.

### **Recommendation three**

130. A multi-agency approach to develop learning from suicides is needed with case conferences introduced for each incident with shared learning across partner agencies including adult and children's social care and health services, NHS services and those within the criminal justice system.

### **Recommendation four**

131. The introduction of an appropriate coding/flagging system for self-harm/attempted suicide across all A&E department attendees should be promoted which identifies those potentially at risk of suicide and allows for proactive offers of access to mental health services and support.

### **Recommendation five**

132. The current processes for referral into mental health services be reviewed to ensure that there is clarity available to potential service users to help them to identify the range of services available, whether the services allow for self-referral as well as referral by health professionals and the associated target timeframes for accessing services.

### **Recommendation six**

133. The accessibility of the out-of-hours mental health crisis service be reviewed to ensure that individuals suffering from crisis episodes have timely access to support and interventions.

## **Safe Durham Partnership - Policies, processes and services for suicide prevention and the promotion of mental health and wellbeing**

### ***Key Findings***

- Of the 190 suicides in County Durham (2012-14), 9 occurred in prison with a further 5 within a year of release from prison; 27 were known to the probation service and 97 were known to police prior to death with 24 having their last contact with police in the last three months of life.
- The prison service has reviewed and improved its Assessment, Care in Custody and Teamwork (ACCT) process which identifies, supports and manages those at risk of suicide or self-harm.
- Issues of prison officer staffing, the availability of psychoactive substances and an increase in prison violence have been suggested as reasons behind an increase in self-harm in prisons nationally.
- Whilst nationally suicides in or following custody are higher now than before 2012, there have been no deaths in police custody during 2012-14 and 2 following police custody.
- Durham Constabulary have an established detention and custody process which safeguards against suicide risk.
- The new street triage process is welcomed by Durham Constabulary although some issues are experienced regarding data sharing protocols between partners.

134. As part of the review, the working group examined the extent to which those individuals who had committed suicide were known to the various parts of the criminal justice system.
135. Between 2012 and 2014 there were 9 deaths from suicide in prison. A further five suicides took place within a year of release from prison.
136. Only a minority of 14% (27) of suicide cases had ever been known to the Probation Services. Eight people had their last contact with the probation service within three months prior to their death and a further four people had contact a year prior to their death.
137. A small majority of cases (51%, 97) were known to the police prior to death. A quarter (24) had their last police contact within three months of death. A

further 18% (17) had their last contact with the police within a year of their death.

### *Suicide and Self Harm in Prisons*

138. The Safe Durham Partnership Board undertook a prison suicide audit in 2016 specifically examining deaths by suicide at Low Newton Remand Centre; HMP Frankland and HMP Durham across the period January 2009 to December 2015. During this period there were 20 deaths by suicide within County Durham prisons, the highest number occurring in HMP Durham.
139. The Audit aimed to identify key areas within prisons where pathways may be improved to reduce the suicide risk within prisons
140. By utilising four case study reviews, findings showed that in these cases suicide risk factors were noted but that the prison emergency procedure (Code Black) was not implemented immediately.
141. Across the prisons, the emergency procedure has been changed and all staff are now trained in this procedure as well as receiving suicide prevention training also. All prisoners now have a suicide assessment upon entry to prison.
142. Additional recommendations from the audit included the inclusion of probation data within future audits; a transfer from prison to community pathway to be established; consent from individuals must be requested and medical information and suicide risk shared with GPs and probation within 24 hours of discharge.
143. Members noted the many vulnerable groups in prison populations including those with drug/alcohol issues, financial crisis, mental health problems and abuse all of which contribute to the risk of suicide. The prison service's own Assessment, Care in Custody and Teamwork (ACCT) process is considered to be fit for purpose as an effective system to identify, manage and support those at risk of suicide or self-harm, when it is applied properly.
144. Members note that for the last five years 35-40% of self-inflicted deaths within prisons have been of people within the ACCT process which indicates that the quality of care and supervision that is provided for prisoners on ACCT needs to be improved. The prison service also acknowledged their need to improve the identification of prisoners at risk.
145. A review of the ACCT process resulted in several recommendations being made in areas such as communications, national policies, process improvements and increase training all of which have been referenced in the Director of Public Sector Prisons' Suicide and Self Harm project. The project's objectives are:-
  - Implementation of the ACCT review recommendations;

- Delivering improvement in the prison service early weeks in custody work;
  - Improving identification of individuals at risk of self-harm and / or suicide;
  - Addressing repeat Prison and Probation Ombudsman recommendations;
  - Enhancing staff and partner involvement in supporting those at risk, providing clear operational guidance and information and by improving training packages;
  - Developing appropriate interventions for male and female offenders;
  - Increasing the evidence base and understanding of what drives self-harm and self-inflicted deaths.
146. Extensive work has been done to establish whether reasons for the increase in self-inflicted deaths can be identified. The National Offender Management Service's (NOMS) continuing work with partners and academics through the National Suicide Prevention Strategy Advisory Group and the Ministerial Board on Deaths in Custody is important in ensuring that the prison service learns from experience in other sectors.
147. There are also difficulties in quantifying the effect of other changes and challenges facing prisons and prisoners. Operational experience suggests that there is less predictability and familiarity in the prisoner experience with the reductions in overall prison officer headcount combined with vacancies and the use of detached duty. Other known challenges include the increase in the use of new psychoactive substances, which may have health implications for users, and relate to problems of indebtedness and violence which may increase feelings of despair or vulnerability. Violence in prisons has increased and feeling less safe in prison could also heighten fear or despair. Extensive programmes of work are tackling both these issues.
148. Analysis suggests that the reasons for the increase in self-inflicted deaths are complex and involve an interplay between heightened levels of vulnerability amongst prisoners as a cohort, and factors which may affect the way in which NOMS is managing these risks amongst prisoners. For example, operational feedback frequently identifies the challenges of convening timely case management conferences with all relevant partners, the challenges of releasing staff for training, and the need to support prisoners through key periods of vulnerability such as the first month in custody.
149. Work is underway to ensure that there is a greater integration between the criminal justice system and health/social care services particularly around multi-agency casework and information sharing regarding mental health.

#### *Durham Constabulary*

150. Deaths in or following police custody include deaths that happen while a person is being arrested or taken into detention. It also includes deaths of people who have been arrested or have been detained by police under the

Mental Health Act 1983. The death may have taken place on police, private or medical premises, in a public place or in a police or other vehicle.

151. This also includes deaths that happen:

- during or following police custody where injuries that contributed to the death happened during the period of detention;
- in or on the way to hospital (or other medical premises) following or during transfer from scene of arrest or police custody;
- as a result of injuries or other medical problems that are identified or that develop while a person is in custody;
- while a person is in police custody having been detained under Section 136 of the Mental Health Act 1983 or other related legislation

152. This does not include:

- suicides that occur after a person has been released from police custody;
- deaths that happen where the police are called to help medical staff to restrain individuals who are not under arrest.

153. Apparent suicides following Police Custody include apparent suicides that happen within two days of release from police custody. This category also includes apparent suicides that occur beyond two days of release from custody where the time spent in custody may be relevant to the death.

154. In examining the national picture in respect of deaths in or following police custody and apparent suicides following police custody, members found that the number of deaths in or following police custody had decreased to 14, similar to the levels observed in the three years before 2014/15.

155. The number of recorded apparent suicides following custody has decreased to 60 compared to 70 recorded in the previous year. This is the lowest figure recorded since 2012/13 when there was a notable increase in this category. However, it remains considerably higher than the average before 2012/13.

156. Reporting of these deaths relies on police forces making the link between an apparent suicide and a recent period in custody. The overall increase in these deaths over the 11 year period may therefore be influenced by improved identification and referral of such cases.

157. Of the 60 apparent suicides following police custody, 56 were male and four were female. More than half of the individuals (33) had known mental health concerns. Twenty-eight people were reported to be intoxicated with drugs and /or alcohol at the time of the arrest, or it featured heavily in their lifestyle. Eighteen apparent suicides occurred on the day of release from police custody, 24 occurred one day after release, and 16 occurred two days after release.

158. Twenty-two of those who died had been arrested for a sexual offence. Of these, 17 were in connection with sexual offences or indecent images involving children.
159. There were no deaths in custody within Durham Constabulary and 2 apparent suicides following police custody.
160. When examining the impact of mental health upon police activity within County Durham, out of an average of 15000 calls per month to Durham Constabulary's force control over 800 (5%) have a mental health need or component identified which equates to around 27 calls per day. Whilst this may not appear high, such calls take up an estimated 15 to 20% of an officer's time on duty, each requiring the attendance of 2 police personnel.
161. The use of police to convey individuals to places of safety designated under Section 136 of the Mental Health Act 1983 has been examined as part of the work of the Crisis Care Concordat referenced at Paragraph of this report. As stated earlier, the Policing and Crime Bill includes the prohibition of the use of Police Cells as Places of Safety for under 18s. There has been no such use of a police cell for under 18s since 2014 in County Durham.
162. In examining Durham Constabulary's detention and custody processes, members were advised that all persons arrested and detained in one of Durham Constabulary's 4 Custody Suites are risk assessed on arrival or as soon as practicable after arrival depending on that person's presenting behaviour. This covers questions around the following:-
  - How are you feeling in yourself now?
  - Do you have any illness or injury?
  - Are you experiencing any mental ill health or depression?
  - Would you like to speak to the doctor/nurse/paramedic (as appropriate)?
  - Have you seen a doctor or been to a hospital for this illness or injury?
  - Are you taking or supposed to be taking any tablets or medication? If yes, what are they and what are they for?
  - Are you in contact with any medical or support service? If yes, what is the name of your contact or support worker there?
  - Do you have a card that tells you who to contact in a crisis?
  - Have you ever tried to harm yourself? If yes, how often, how long ago, how did you harm yourself, have you sought help?
163. Answering "Yes" to any of the questions will result in more detailed questioning around that area.
164. As part of the process the checks are made of the PNC, previous custody records, risk assessments and other parties such as the Arresting Officers, relatives, friends, legal representatives and medical professionals including Liaison and Diversion services.

165. All these as well as the answers from the detainee and their behavior/demeanor affect the risk assessment. Key elements are those highlighted around alcohol/drug misuse and dependency as well as mental ill health including depression, and medical conditions and ailments.
166. If necessary formal assessments by trained health care practitioner's or force medical examiners take place, available 24/7. In addition there is access to criminal justice liaison nurses from Liaison and Diversion services who work within custody suites 7 days a week. Children and Adolescent Mental Health Services are also contactable 7 days a week as are the crisis team for advice/referrals. This helps to reduce the likelihood of suicide or self-harm both while detained and in preparation for release.
167. Pre-Release of a detainee is considered at an early stage in the process so that a suitable care plan, post release, is in place prior to release of the detainee. The custody officer is required to complete a pre-release risk assessment. They do not leave this until the point of release. Instead it is an ongoing process throughout detention and concluded at the point of release. This is in line with approved professional practice for detention and custody.
168. Custody officers refer to all existing risk assessment information for the detainee. They speak to all detainees prior to release to confirm suitable processes are in place prior to release to reduce the risk of suicide or self-harm. They then need to decide what action, if any, is appropriate to support vulnerable detainees upon release. This can be anything from making sure there are suitable transport arrangements and clothing available to release the detainee to ensuring there is the required support of parents, carers, or indeed referrals to Community Mental Health Teams, Alcohol or Drug dependency support schemes, local authorities regarding homelessness, GP services or hospitals for medical issues and referrals for service veterans.
169. Custody Officers are encouraged to reduce the risk of re-offending by actively considering alternatives to charge or formal Out of Court Disposals such as a caution where appropriate. An approach such as the Checkpoint program or restorative justice approaches, can also help address the issues that might be the root cause of that offending or behaviour such as alcohol, drugs, homelessness or dealing with mental health issues such as Post Traumatic Stress Disorder.
170. All Custody Sergeants receive training prior to being in post. This training received is approved by the College of Policing and forms part of the Detention and Custody Learning Program for Custody Sergeants. Custody Sergeants continue in post to receive 2 additional Continuous Professional Development days training each year as in addition to mandatory training refreshers around PST and First Aid. Training also covers mental health issues, risk assessment and Pre-Release.
171. Reference has been made within this report to the introduction of street triage service as a partnership between Durham Constabulary and Tees, Esk and Wear Valleys NHS Foundation Trust which aims to assist police officers in

accessing mental health professionals where s.136 detentions are being considered/carried out. This is particularly welcomed by Durham Constabulary in view of the demand being placed upon their service for such instances and the importance of appropriate access to mental health/crisis services.

172. The importance of joint working between Durham Constabulary and mental health practitioners cannot be overstated as problems have been experienced in the past regarding the protocol for data sharing between agencies and accessing patients records/information which may result in delays in accessing treatment.
173. Durham Constabulary are also key partners within the suicide and attempted suicide early alert process which commissions "If you care, share" to provide support to the families of suicide victims.

## **Conclusions**

174. The prison service within County Durham has an effective process known as ACCT (Assessment, Care in Custody and Teamwork) which has been assessed as fit for purpose as an effective mechanism to identify, manage and support those at risk of suicide and self-harm with the prison environment. The process has been reviewed and a series of recommendations have been implemented which look to improvement communication and awareness amongst staff along with increased training in the process.
175. Work is underway to ensure that there is a greater integration between the criminal justice system and health/social care services particularly around multi-agency casework and information sharing regarding mental health amongst offenders.
176. A similar process has been examined as part of Durham Constabulary's detention and custody process with risk assessments routinely undertaken across their 4 custody suites. As part of this process routine checks are made across a range of databases and records and the group heard evidence of joint working between the Police and Health services including the new street triage service which aims to ensure that Police Officers have access to mental health professionals when detentions under S136 of the Mental Health Act 1983 are being considered.
177. Notwithstanding the above, the problems experienced in the past in relation to data sharing between agencies and accessing patients' records/information which may result in delays in accessing treatment needs to be addressed by ensuring that a process of case conferencing is in place.

## **Recommendation three**

178. A multi-agency approach to develop learning from suicides is needed with case conferences introduced for each incident with shared learning across partner agencies including adult and children's social care and health services, NHS services and those within the criminal justice system.

## **Suicide prevention and the promotion of mental health and wellbeing – Community and voluntary sector involvement and support networks**

### ***Key Findings***

- The Community and Voluntary Sector play a significant role in suicide awareness, prevention and support for mental health and wellbeing.
- The Rapid Response Suicide Prevention project developed by MIND, CDDFT and Durham CCGs offers a rapid response suicide prevention counselling service which significantly reduces PHQ9 scores and improves mental health and wellbeing. None of the 1649 clients referred into the service between 2011 and 2016 took their own life.
- The If U Care Share Foundation offers a support after suicide service for those who have lost someone through suicide as well as a prevention referral service. Key areas of work include awareness raising of suicide within education services; shared lived experience of suicide to support those affected by suicide; advice and guidance to mental health support and crisis services.
- Single Homeless Action Initiative in Durham (SHAID) identifies the wider determinants of health and their impact on mental health and wellbeing. Key groups supported include the homeless, people fleeing domestic violence; ex forces personnel, prison leavers and people with mental health diagnoses.
- Durham Samaritans deliver listening services to those at risk of suicide, those affected by suicides and also work closely with media outlets to allow for sensitive reporting of suicides.
- The Samaritans have developed teaching materials, including Developing Emotional Awareness and Listening (DEAL) which was used by professionals. Work is undertaken with young people in schools, colleges and youth settings to offer advice on looking after emotional health and a national team of specially trained volunteers work with schools and colleges affected by suicide.
- The key issue identified across the Community and Voluntary Sector is the funding available to support projects and ensure their sustainability.

179. In examining the extent and effectiveness of community involvement and support networks in identifying the risks and potential root causes associated with suicides, the working group received evidence from:-

- Darlington MIND

- If u Care Share Foundation
- Single Homeless Action Initiative in Durham (SHAID)
- Central Durham Samaritans

*Darlington MIND – Rapid Response Suicide Prevention project (RRSSP)*

180. The RRSSP was developed in response to a significant increase in the number of suicides within County Durham around 2010. The partnership project involved three local MIND associations (Darlington; Derwentside and Hartlepool and East Durham) together with County Durham and Darlington NHS Foundation Trust. The project was funded initially by NHS County Durham and Darlington (PCT) and more recently North Durham CCG and Durham Dales, Easington and Sedgefield CCG.
181. The project offers a rapid response suicide prevention counselling service for residents of County Durham or those registered with a County Durham GP. Referrals are received from the TEWV NHS FT Crisis or access teams only and aim to help those identified as at risk of or have attempted suicide but who do not need inpatient care.
182. Each referral is triaged within 24 hours with each client seen by a psychotherapist or counsellor within 5 working days of receipt of the referral, although in practice this is often quicker than that.
183. Clients are seen in either local MIND counselling rooms or in GP surgeries in their locality. The MIND facilities are in Stanley, Consett, Peterlee, Darlington, Newton Aycliffe or Durham City.
184. Clients are offered an initial assessment and up to six counselling sessions which can be weekly, monthly or more frequent depending on need with BACP registered psychotherapists or counsellors. A report is submitted back to the client's GP upon completion of the sessions and aim to provide an assessment of what longer term interventions may be necessary.
185. The project has a management board and robust governance arrangements.
186. Members learned that from July 2011 to December 2016, 1649 referrals had been made into the service with 818 referrals from North Durham CCG and 831 from the DDES CCG. Of the referrals, 56% were male and 44% were female which is quite different from the incidence of suicides across the gender groups.
187. The PHQ9 depression test scores for clients are taken at the start and end of the course of counselling with dramatic and positive results. Members noted that none of the clients referred to the service took their own lives during therapy with satisfaction levels above 95%. In terms of PHQ 9 scores, the most severe is 27 and after these sessions 90% of clients have scores under 10.

188. The project has been funded on an annual basis with the current contract running until March 2019. Whilst funding has not increased over the duration of the project, the number of referrals into the service is increasing with the largest number of referrals in a single month being 44.
189. Members note the concerns around the funding of the project and the success of the rapid response suicide prevention counselling service. Key risks identified by members include the importance of rapid referral into specialised mental health services following counselling where this is identified as necessary. Members have heard anecdotal evidence from service users about the pressure that existing mental health crisis teams are facing, the ability to access crisis services and the impact that this has on the timeliness of required interventions.
190. Reference has been made to the funding crisis in mental health services and the government promise for further investment in these services. However an integrated service is needed that addresses not just mental health but also contributing factors such as debt, housing need, social care, pain management, social isolation and employment.

*If u Care, Share Foundation*

191. The If U Care Share Foundation was established as a campaign in 2005 after the loss of a young man to suicide aged 19. It aims to provide prevention services, intervention and support after suicide. The service is linked to Durham Constabulary who offer referral into the service to those affected by suicide with services having grown due to an increase in demand for these services.
192. As at March 2017, 658 people had been referred into the Foundation's support after suicide service within County Durham after the loss of a loved one through suicide with 443 of these being female and 215 male. A further 172 prevention referrals have also been made.
193. The Foundation works at national and international level to raise awareness of suicide and suicide prevention. The Foundation provided evidence to the Government Health Select Committee on suicide prevention and this featured within the Committee's interim report into Suicide Prevention published in December 2016.
194. Key evidence provided to the parliamentary select Committee suggested that health professionals should consider how information about those who feel suicidal can be shared with families. Whilst acknowledging the importance of patient confidentiality, it has been suggested that encouraging the option to involve a trusted family members or friend could improve support and aid recovery.
195. The Foundation are members of the:-
  - National Suicide Prevention Strategy Advisory Group

- All-party Parliamentary Group on Suicide and Self-harm prevention
  - Support after Suicide Partnership
  - International Association for Suicide prevention
  - The Alliance of Suicide prevention charities.
196. The Foundation is a small organisation of 10 staff and volunteers who have been affected by suicide and have worked with over 14000 young people in respect of suicide prevention and mental health. Key issues identified by the Foundation during their work include:-
- The importance and need for education services to highlight/promote the availability of mental health crisis and support services to children and young people;
  - The value of sharing lived experience stories with young people to encourage them to seek support and to increase awareness of the support that is available;
  - The need to provide mental health support and access to interventions at an early stage;
  - Concerns about the availability and sustainability of suicide prevention and support services in the ongoing climate of public sector funding cuts and government austerity measures;
  - The availability of IAPT (Improved Access to Psychological Therapies) services and the long waits to access these services.

#### *Single Homeless Action Initiative in Durham (SHAID)*

197. During the course of the Review, members of the working group have commented on the wider determinants of health and wellbeing, noting the importance of employment, housing accommodation and social interaction as contributing to positive mental health and wellbeing. This report has previously identified that of the 190 deaths recorded in County Durham between 2012 and 2014, around 31% (59) were unemployed and in 34% (65) of cases the person lived alone at the time of death.
198. SHAID has worked with a number of priority groups identified as at risk of suicide including homeless people of all ages; women fleeing domestic violence; ex-Armed Forces homeless of all ages; LGBT clients; prison leavers; people with diagnosed mental health issues.
199. Key support services offered by SHAID, include: pre-tenancy advice; social isolation navigation; floating support; Plan 4 Life / DurhamWorks; St Peter's Court Armed Forces; Support Groups; Police, Crime and Victims' Commissioner (PCVC) recidivism housing programme.
200. The Working Group learned that 127 people had been helped with pre-tenancy advice and other interventions such as negotiations with landlords to stop tenancies ending. Other support included: access to furniture; securing energy suppliers; help in terms of accessing Housing Benefit and; challenging decisions from statutory services.

201. Councillors were reminded of the issue of social isolation, with SHAID having set up a social isolation navigator which looked to help any people who were lonely or isolated within the Derwentside area. It was explained that 187 people were supported face-to-face, above the target of 100, and it was added that the service was not a wellbeing service rather it looked to help individuals enrich their lives. Members noted many referral routes to the navigator with good buy-in from GPs, Pharmacists and the Police and Fire Service.
202. SHAID were a partner in the DurhamWorks programme and have set up their "Plan 4 Life" programme which provides personal development training to 16-24 year olds living in County Durham. It aims to help individuals broaden their aspirations and explore career prospects.
203. SHAID have also assisted 175 ex-Armed Forces individuals to access accommodation at the St. Peter's Court apartments, Sacriston. Tenants can stay for up to 2 years during which SHAID can offer tenants support and advice on issues such as funding avenues for training and employment as well as housing support to allow a tenant to move on to their own accommodation.
204. Councillors learned of the work with LGBT clients, and how their specific group had integrated with the youth group and they have an excellent rapport, there being no stigma amongst the group.

#### *Central Durham Samaritans*

205. Members of the working group noted the vision of the Samaritans was that fewer people died by suicide and to bring about this vision they worked to make an impact through:-
  - Reducing the feelings of distress and despair that can lead to suicide
  - Increasing access to support for people in distress and crisis
  - Reducing the risk of suicide in specific settings and vulnerable groups
  - Influencing Governments and other agencies to take action to reduce suicide
206. Notwithstanding the resilience of some people affected by thoughts of suicide, the Samaritans received a call every 6 seconds, and every 30 seconds from someone with suicidal feelings. It was added that talking to someone and being listened to can help to give a sense of perspective and find solutions to problems. Two-thirds of people did not like to burden others with their problems and the Samaritans were trained listeners available 24 hours a day, every day of the year and were confidential and listen without judging.
207. Anyone could contract the Samaritans, by telephone, e-mail, text, letter or face-to-face and that encouraging people to talk about what was bothering them contributed to good mental wellbeing. People could speak to the Samaritans anonymously and even if they had given details, the Samaritans

would not pass on their information to anyone else or intervene against their wishes.

208. The Samaritans ethos was that a reduction in suicide comes from the actions of many different organisations working together and that they would provide information on other services that offered further support and help. It was noted that certain groups had a heightened vulnerability to suicide and that certain settings contributed to an increased suicide risk and therefore these situations required a tailored range of interventions. The Samaritans offered training for those working in contact with vulnerable people and also to editors and journalists from national and local newspapers in terms of how to sensitively report suicides and sensitively depict the issue within television dramas.
209. The Samaritans also work in partnership with Network Rail and the wider rail industry to help reduce suicide on the railways, post-vention advisors were also made available post-incident at stations to support passengers and staff.
210. The work of the Samaritans in prisons, supporting and providing training for the last 25 years, including for "Listeners", inmates that provided emotional support for fellow inmates was highlighted. The Samaritans had many respected teaching materials, including Developing Emotional Awareness and Listening (DEAL) which was used by professionals. The organisation also delivered talks to young people in schools, colleges and youth settings to offer advice on looking after emotional health and had a national team of specially trained volunteers that could go into schools and colleges affected by suicide.
211. Samaritans worked to support those bereaved by suicide through "Facing the Future", in partnership with Cruse Bereavement Care. The Samaritans also work with the Police in terms of a missing people partnership, to reach out to those who are missing at risk of suicide. Samaritans also work to support those from the Armed Forces with issues such as Post-Traumatic Stress Disorder (PTSD) and that the Samaritans had worked with politicians to drive policy change, including the "Five Year Forward View for Mental Health" by the Mental Health Task Force, a key report outlining recommendations for the NHS and Government to improve mental health in England.

## **Conclusions**

212. The Community and Voluntary sector have a huge role to play in improving health and wellbeing of the population of County Durham and the review has heard evidence from a range of CVS organisations. This highlighted positive practice across the County aimed at suicide prevention and tackling some of the wider determinants of health which can adversely impact upon a person's mental health and wellbeing including relationship breakdown, loss of employment, access to housing, financial hardship and education and training.

213. Their ability to continue to deliver projects, services and interventions during what has been a prolonged period of austerity and funding pressures has been identified by the CVS organisations engaged in the review as a concern.
214. It is therefore important that an assessment of the effectiveness of CVS services and projects which addresses suicide prevention and improved mental health and wellbeing is undertaken to enable resources to be targeted to those which demonstrate that the necessary outcomes have been delivered

#### **Recommendation seven**

215. An audit of current health and wellbeing support and services within the Community and Voluntary sector be undertaken to evaluate their effectiveness and enable resources to be targeted at those interventions where demonstrable outcomes for improved mental health and wellbeing and reduced suicide risk are evident.

No Health without Mental Health Objective	Local Priorities	APPENDIX 1 Lead Group
<p>1. More people will have good mental health</p> <p><i>More people of all ages and back grounds will have better wellbeing and good mental health. Fewer people of will develop mental health problems – by starting well, developing well, working well, living well and ageing well.</i></p>	<p>1.1 Undertake and assessment of the mental health needs of the population of County Durham</p>	Public Mental Health Strategy Implementation Group
	<p>1.2 Develop and implement programmes to increase resilience and wellbeing through practical support on healthy lifestyles</p>	Public Mental Health Strategy Implementation Group
	<p>1.3 Develop an Integrated Primary Care Model for Access to talking therapies</p>	Mental Health Care Delivery Working Group
	<p>1.4 The development and implementation of the Children and Young People's Mental Health and Emotional Wellbeing Plan</p>	Children and Young People's Mental Health and Emotional Wellbeing Group
	<p>1.5 Implement the multi-agency Public Mental Health and Suicide Prevention Strategy for County Durham</p>	Children and Young People's Mental Health and Emotional Wellbeing Group
<p>2. More people with mental health problems will recover</p> <p><i>More people who develop mental health problems will have a good quality of life – greater ability to manage</i></p>	<p>2.1 Work together to find ways that will support the armed services community who have poor mental or physical health</p>	Mental Health Care Delivery Group
	<p>2.2 Ensure that people using mental health services who are in employment have a care plan that reflects the additional support needed to help them retain this employment</p>	Mental Health Care Delivery Group

<p><i>their own lives, stronger social relationships, a greater sense of purpose, the skills they need for living and working, improved chances in education, better employment rates and a suitable and stable place to live.</i></p>	2.3 Implement the Recovery College to offer training opportunities for people with mental health difficulties to gain a better understanding of their difficulties and how to manage them as well as providing opportunities to learn from others with similar experiences	New Recovery Working Group
	2.4 Ensure that all services adopt a Recovery orientated approach and use validated recovery measure to evaluate outcomes. By using relevant recovery related Patient Reported Experience Measures (PREMs) and Patient Reported Outcome Measures (PROMs) enables service providers and service users to evaluate progress	New Recovery Working Group
	2.5 Explore opportunities to embed co-production and peer support models within contracts	All Groups to contribute
	2.6 Ongoing monitoring and awareness of the financial challenges and how the welfare reforms impact on the ability to access services	Public Mental Health Strategy Implementation Group
	2.7 Ensure service users and their carers have access to NICE recommended guidance and evidence based interventions	All Groups to contribute
3. More people with mental health	3.1 Develop a more integrated response for people with both mental and physical health conditions	Mental Health Care Delivery Group

<p>problems will have good physical health</p> <p><i>Fewer people with mental health problems will die prematurely, and more people with physical ill health will have better mental health</i></p>	<p>3.2</p> <p>Provide a wide range of physical activity opportunities across County Durham to support more active lifestyles</p>	<p>Public Mental Health Strategy Implementation Group</p>
	<p>3.3</p> <p>Ensure that people with mental health conditions have their physical health needs actively addressed</p>	<p>Mental Health Care Delivery Group</p>
<p>4. More people will have a positive experience of care and support</p> <p><i>Care and support, wherever it takes place, should offer access to timely, evidence based interventions and approaches that give people the greatest choice and control over their own lives, in the least restrictive environment, and should ensure that people's human rights are protected.</i></p>	<p>4.1</p> <p>Continue to improve access to psychological therapies and other interventions</p>	<p>Mental Health Care Delivery Group</p>
	<p>4.2</p> <p>Improve the experience of hospital discharge processes</p>	<p>Mental Health Care Delivery Group</p>
	<p>4.3</p> <p>Through co-production involve individuals and carers more closely in decisions about the shape of future service provision</p>	<p>All Groups to update</p>
	<p>4.4</p> <p>Work together to give people greater choice and control over the services they purchase and the care that they receive</p>	<p>All Groups to update</p>
	<p>4.5</p> <p>Improve awareness of the range of service provision available to General Practices and improve the accessibility and uptake to these services</p>	<p>Mental Health Care Delivery Group</p>
	<p>4.6</p> <p>Development and Implementation of the County Durham Dual Needs Strategy</p>	<p>Dual Needs Strategy Implementation Group</p>

<p>5. Fewer people will suffer avoidable harm</p> <p><i>People receiving care and support should have the confidence that the services they use are of the highest quality and at least as safe as any other public service</i></p>	<p>5.1 To co-ordinate a local response to the Crisis Care Concordat</p> <p>5.2 To develop a more extensive, accessible crisis team</p> <p>5.3 To ensure close working with all Co. Durham partnership groups that have an impact on mental health issues</p>	<p>Mental Health Crisis Care Concordat Task Group</p> <p>Mental Health Care Delivery Group</p> <p>Public Mental Health Strategy Implementation Group</p>
<p>6. Fewer people will experience stigma and discrimination</p> <p><i>Public understanding of mental health will improve and , as a result, negative attitudes and behaviours to people with mental health problems will decrease</i></p>	<p>6.1 Work with the voluntary and community sector to develop opportunities for early identification of those people at risk of social isolation</p> <p>6.2 Undertake local campaigns to raise awareness as well as taking an active part in any regional or national campaigns</p>	<p>Public Mental Health Strategy Implementation Group</p> <p>Public Mental Health Strategy Implementation Group</p>

## Durham County Council Equality Impact Assessment

**NB:** The Public Sector Equality Duty (Equality Act 2010) requires Durham County Council to have 'due regard' to the need to eliminate unlawful discrimination, harassment and victimisation, advance equality of opportunity and foster good relations between people from different groups. Assessing impact on equality and recording this is one of the key ways in which we can show due regard.

### Section One: Description and Screening

<b>Service/Team or Section</b>	Overview and Scrutiny, Strategy, Transformation and Partnerships
<b>Lead Officer</b>	Stephen Gwillym – Principal Overview and Scrutiny Officer
<b>Title</b>	Adults Wellbeing and Health OSC – Review of Suicide Rates and Mental Health and Wellbeing in County Durham
<b>MTFP Reference (if relevant)</b>	N/A
<b>Cabinet Date (if relevant)</b>	15 November 2018
<b>Start Date</b>	September 2018
<b>Review Date</b>	July 2019

### Subject of the Impact Assessment

Please give a brief description of the policy, proposal or practice as appropriate (a copy of the subject can be attached or insert a web-link):
The review was undertaken between October 2016 and March 2017 following concerns identified by the Adults Wellbeing and Health OSC during consideration of Quarterly Performance Management reports which highlighted that suicide rates for County Durham were above the National and North East average figures.
Members examined statistics around suicides and suicide rates during a three year period 2012-14 in more detail rather than wider mental health illness or public mental health statistics. They also assessed the measures that the Council and its partners have put in place to ensure improved mental health and wellbeing and which aim to reduce the incidence of suicides within County Durham.
Members considered evidence based on 4 key themes of service strategies, policies and plans of Durham County Council; NHS partners and Safe Durham Partnership together with how the community and voluntary sector is involved in supporting suicide prevention and the promotion of mental health and wellbeing.

The Review Group identified key findings and recommendations which include: the importance of developing an early suicide alert system which is able to flag up those individuals at risk of suicide and which could be used to target preventative mental health services to such individuals in a proactive manner; the importance of a co-ordinated partnership approach to ensure access to preventative mental health services and mental health crisis services is timely and responsive.

The need for partners to be able to share information and learning across organisational boundaries has also been highlighted as this is crucial to a co-ordinated approach to the delivery of successful mental health and wellbeing interventions and support services.

The Community and Voluntary sector have a huge role to play in improving health and wellbeing of the population of County Durham and the review heard evidence from a range of CVS organisations. This highlighted positive practice across the County aimed at suicide prevention and tackling some of the wider determinants of health which can adversely impact upon a person's mental health and wellbeing including relationship breakdown, loss of employment, access to housing, financial hardship and education and training. Their ability to continue to deliver projects, services and interventions during what has been a prolonged period of austerity and funding pressures was identified as a concern and the importance of targeting financial resources to those services where demonstrable outcomes can be evidenced was highlighted.

Who are the main stakeholders? (e.g. general public, staff, members, specific clients/service users):

General Public, DCC Staff, DCC Councillors, NHS Partners including CDDFT TEWV FT and North Durham and DDES CCGs, Health service recipients, Durham Constabulary, HMPrisons in County Durham, Community and Voluntary Sector Partners supporting mental health and wellbeing and suicide prevention.

## Screening

Is there any actual or potential negative or positive impact on the following protected characteristics?

Protected Characteristic	Negative Impact Indicate: Y = Yes, N = No, ? = unsure	Positive Impact Indicate: Y = Yes, N = No, ? = unsure
Age	N	Y
Disability	N	Y
Marriage and civil partnership	N	Y

(workplace only)		
Pregnancy and maternity	N	Y
Race (ethnicity)	N	Y
Religion or Belief	N	Y
Sex (gender)	N	Y
Sexual orientation	N	Y
Transgender	N	Y

Please provide **brief** details of any potential to cause adverse impact. Record full details and analysis in the following section of this assessment.

N/A

How will this policy/proposal/practice promote our commitment to our legal responsibilities under the public sector equality duty to:

- eliminate discrimination, harassment and victimisation,
- advance equality of opportunity, and
- foster good relations between people from different groups?

The recommendations seek to ensure equity of access to Suicide Prevention services and Improved Mental Health and Wellbeing support services across all communities included all protected characteristics.

There are particular benefits in terms of age and gender as data indicates a higher prevalence of suicide rates for males, and the 40-49 age group. The review identified the challenges faced by the mental health trust such as engagement with hard to reach groups including LGBT+ people and Gypsy and Roma Traveller communities. Identified improvements in suicide prevention could therefore be particularly beneficial for hard to reach groups, for example by a coding system across all A&E department attendees and a review of out of hours mental health crisis services.

## Evidence

What evidence do you have to support your findings?

Please **outline** your data sets and/or proposed evidence sources, highlight any gaps and say whether or not you propose to carry out consultation. Record greater detail and analysis in the following section of this assessment.

Evidence supporting the recommendations made by the AHWOSC Review Group came from the Self Harm and Suicide Audit Report 2012-14; County Durham and Darlington NHS Foundation Trust; Tees Esk and Wear Valley NHS FT; Durham Constabulary, HMP service; DCC Public Health and Adult and Health Services; Darlington MIND; If u Care Share, Single Homeless Action Initiative in Durham, County Durham Samaritans and the House of Commons Health Select Committee

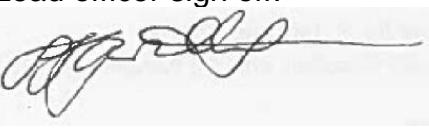
Specific evidence included:-

- Self-Harm and Suicide statistics over the three years 2012-14 broken down by Gender; Age; Employment Status; Living arrangements; method of suicide, Contact with Criminal Justice system, Contact with health services including mental health services
- Information from CDDFT in respect of A&E presentations, admissions, treatment and coding of suspected suicides/self-harm
- Information from TEWV in respect of contact with Mental Health services, assessments and case reviews of Serious Untoward Incidents within the Trust and access to mental health and wellbeing services
- Information from HM Prison service in respect of suicide prevention and awareness training amongst prison staff and the Risk assessment processes within the service
- Information from Durham Constabulary in respect of suicide prevention and awareness training amongst police officers and the Risk assessment processes within the service
- Information from CVS Partners detailing the interventional work, signposting and support services available in respect of suicide prevention and improving mental health and wellbeing

## Screening Summary

On the basis of this screening is there:	Confirm which refers (Y/N)
Evidence of actual or potential impact on some/all of the protected characteristics which will proceed to full assessment?	Y
No evidence of actual or potential impact on some/all of the protected characteristics?	

## Sign Off

Lead officer sign off: 	Date: 30/10/18
Service equality representative sign off: Equality and Diversity Team leader	Date: 31.10.18

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If carrying out a full assessment please proceed to section two.

If not proceeding to full assessment please return completed screenings to your service equality representative and forward a copy to **equalities@durham.gov.uk**

If you are unsure of potential impact please contact the corporate research and equalities team for further advice at **equalities@durham.gov.uk**

## Section Two: Data analysis and assessment of impact

Please provide details on impacts for people with different protected characteristics relevant to your screening findings. You need to decide if there is or likely to be a differential impact for some. Highlight the positives e.g. benefits for certain groups, advancing equality, as well as the negatives e.g. barriers for and/or exclusion of particular groups. Record the evidence you have used to support or explain your conclusions. Devise and record mitigating actions where necessary.

Protected Characteristic: Age		
What is the actual or potential impact on stakeholders?	Record of evidence to support or explain your conclusions on impact.	What further action or mitigation is required?
<p>The review recommendations aim to ensure that the Council undertakes its statutory duty to develop and implement a suicide prevention strategy and action Plan.</p> <p>Recommendations will be of particular benefit in terms of age as data indicates a higher prevalence of suicide rate for the 40-49 age group.</p> <p>The development of an early alert system which potentially identifies those at risk of suicide and allows the targeting of potential interventions to such people.</p> <p>The introduction of a multi-agency approach to share learning from suicides with case conferencing.</p> <p>Linked to the early alert system detailed above - an appropriate coding/flagging system for self-harm/attempted suicide across all A&amp;E department attendees should be promoted which identifies those potentially at risk of</p>	<ul style="list-style-type: none"> <li>● <b>Recommendation one</b> That a suicide prevention strategy and action plan be developed and implemented as part of the refresh of the Public Mental Health Strategy for County Durham and that progress against the action plan be monitored by the AWHOSC.</li> <li>● <b>Recommendation two</b> The existing suicide early alert system, whilst providing excellent support and interventions for those affected by suicide after the event, needs to develop appropriate systems to flag up those at risk of suicide and which could be used to target preventative mental health services and support to such individuals.</li> <li>● <b>Recommendation three</b> A multi-agency approach to develop learning from suicides is needed with case conferences introduced for each incident with shared learning across partner agencies including adult and children's social care and health services, NHS services and those within the criminal justice system.</li> </ul>	

<p>suicide and allows for proactive offers of access to mental health services and support.</p> <p>A review of the referral process into mental health services will allow for clarity being available to service users on the range of services available, how to access them and the timeframes for accessing services.</p> <p>A review of accessibility to out-of-hours mental health crisis service to ensure that individuals suffering from crisis episodes have timely access to support and interventions.</p> <p>The proposed audit of current health and wellbeing support and services within the Community and Voluntary sector should evaluate their effectiveness and enable resources to be targeted at those interventions where demonstrable outcomes for improved mental health and wellbeing and reduced suicide risk are evident.</p>	<ul style="list-style-type: none"> <li>● <b>Recommendation four</b> The introduction of an appropriate coding/flagging system for self-harm/attempted suicide across all A&amp;E department attendees should be promoted which identifies those potentially at risk of suicide and allows for proactive offers of access to mental health services and support</li> <li>● <b>Recommendation five</b> The current processes for referral into mental health services be reviewed to ensure that there is clarity available to potential service users to help them to identify the range of services available, whether the services allow for self-referral as well as referral by health professionals and the associated target timeframes for accessing services.</li> <li>● <b>Recommendation six</b> The accessibility of the out-of-hours mental health crisis service be reviewed to ensure that individuals suffering from crisis episodes have timely access to support and interventions.</li> <li>● <b>Recommendation seven</b> An audit of current health and wellbeing support and services within the Community and Voluntary sector be undertaken to evaluate their effectiveness and enable resources to be targeted at those interventions where demonstrable outcomes for improved mental health and wellbeing and reduced suicide risk are evident.</li> </ul>	
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<b>Protected Characteristic: Disability</b>		
What is the actual or potential impact on stakeholders?	Explain your conclusion considering relevant evidence and consultation	What further action or mitigation is required?
As for Age above	As for Age above	

<b>Protected Characteristic: Marriage and civil partnership (workplace only)</b>		
What is the actual or potential impact on stakeholders?	Explain your conclusion considering relevant evidence and consultation	What further action or mitigation is required?
As for Age above	As for Age above	

<b>Protected Characteristic: Pregnancy and maternity</b>		
What is the actual or potential impact on stakeholders?	Explain your conclusion considering relevant evidence and consultation	What further action or mitigation is required?
As for Age above	As for Age above	

<b>Protected Characteristic: Race (ethnicity)</b>		
What is the actual or potential impact on stakeholders?	Explain your conclusion considering relevant evidence and consultation	What further action or mitigation is required?
As for Age above  The review identified the challenges faced by the mental health trust such as engagement with hard to reach groups including Gypsy and Roma Traveller communities. Identified improvements in suicide prevention are likely to be particularly beneficial for	As for Age above	

hard to reach groups, for example utilising a coding system across all A&E department attendees and a review of out of hours mental health crisis services.		
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Protected Characteristic: <b>Religion or belief</b>		
What is the actual or potential impact on stakeholders?	Explain your conclusion considering relevant evidence and consultation	What further action or mitigation is required?
As for Age above	As for Age above	

Protected Characteristic: <b>Sex (gender)</b>		
What is the actual or potential impact on stakeholders?	Explain your conclusion considering relevant evidence and consultation	What further action or mitigation is required?
As for Age above  Recommendations will be of particular benefit in terms of gender as data indicates a higher prevalence of suicide rate for males.	As for Age above	

Protected Characteristic: <b>Sexual orientation</b>		
What is the actual or potential impact on stakeholders?	Explain your conclusion considering relevant evidence and consultation	What further action or mitigation is required?
As for Age above  The review identified the challenges faced by the mental health trust such as engagement with hard to reach groups including LGB people. Identified improvements in suicide prevention are likely to be particularly beneficial for	As for Age above	

hard to reach groups, for example utilising a coding system across all A&E department attendees and a review of out of hours mental health crisis services.		
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Protected Characteristic: Transgender		
What is the actual or potential impact on stakeholders?	Explain your conclusion considering relevant evidence and consultation	What further action or mitigation is required?
<p>As for Age above</p> <p>The review identified the challenges faced by the mental health trust such as engagement with hard to reach groups including transgender people.</p> <p>Identified improvements in suicide prevention are likely to be particularly beneficial for hard to reach groups, for example utilising a coding system across all A&amp;E department attendees and a review of out of hours mental health crisis services.</p>	As for Age above	

### Section Three: Conclusion and Review

#### Summary

Please provide a brief summary of your findings stating the main impacts, both positive and negative, across the protected characteristics.
<p>The Review Group identified key findings and recommendations which, although beneficial for all in need, could be particularly beneficial in terms of age and gender as data indicates a higher prevalence of suicide rates for males, and the 40-49 age group.</p> <p>The review identified the challenges faced by the mental health trust such as engagement with hard to reach groups including LGBT+ people and Gypsy and Roma Traveller communities. Identified improvements in suicide prevention could therefore be particularly beneficial for such hard to reach groups.</p>

Will this promote positive relationships between different communities? If so how? The recommendations seek to ensure equity of access to Suicide Prevention services and Improved Mental Health and Wellbeing support services across all communities included all protected characteristics.

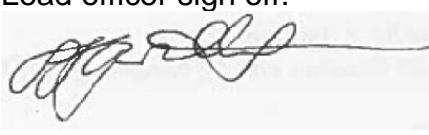
## Action Plan

Action	Responsibility	Timescales for implementation	In which plan will the action appear?
Six Month review of progress against recommendations	Director of Adults and Health Services/ Director of Public Health	July 2019	TAP Service Plan

## Review

Are there any additional assessments that need to be undertaken? (Y/N)	N
When will this assessment be reviewed? Please also insert this date at the front of the template	July 2019

## Sign Off

Lead officer sign off: 	Date: 30/10/18
Service equality representative sign off: Equality and diversity team leader	Date: 31.10.18

Please return the completed form to your service equality representative and forward a copy to [equalities@durham.gov.uk](mailto:equalities@durham.gov.uk)

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**Cabinet****14 November 2018****Speed Management Strategy****Report of Corporate Management Team****Ian Thompson, Corporate Director of Regeneration and Local Services****Councillor Brian Stephens, Cabinet Portfolio Holder for Neighbourhoods and Local Partnerships****Purpose of the Report**

1. To update Cabinet on speed management on the public highway and seek approval for the updated Speed Management Strategy which has been developed in partnership with Durham Constabulary.

**Background**

2. The current Speed Management Strategy was approved in 2007 and needs to be updated to reflect changes in best practice and Department for Transport guidance.
3. On 17 December 2014 Cabinet approved the “Review of Current Policy on 20 mph Zones and Limits” with a recommendation for a 20 mph Speed Limits Policy to be developed in consultation with Scrutiny. The updated 20 mph Speed Limits and Zones Policy was agreed in February 2016 in consultation with the Scrutiny 20 mph Working Group and is incorporated into the strategy.
4. The Speed Management Strategy has been developed in partnership with Durham Constabulary. It provides a framework for the setting of appropriate speed limits on the public highway and addressing speeding issues within County Durham based upon current legislation, guidance and best practice.

**Responsibilities**

5. Speed management is a shared responsibility between the Council as the Local Highway Authority and Durham Constabulary.
6. The responsibilities of speed management are summarised as follows:

<b>Role</b>	<b>Council</b>	<b>Durham Constabulary</b>	<b>Others</b>
Setting Speed Limits	✓		
Speed Complaints	✓	✓	
Education	✓	✓	✓
Engineering	✓		

Enforcement		✓	
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7. It is important to note that whilst the Council and Durham Constabulary have specific responsibilities that partnership working and consultation with local partners and communities is key to delivering these responsibilities effectively.
8. Others who contribute to education include both local and national bodies such as:
  - County Durham and Darlington Fire and Rescue Service;
  - Department for Transport;
  - The Royal Society for the Prevention of Accidents;
  - Brake Road Safety Foundation; and
  - Road Safety GB.

### **Objectives and Outcomes**

9. The objectives and outcomes of the Speed Management Strategy are:

<b>Objectives</b>	<b>Outcomes</b>
Introduce and maintain appropriate speed limits	<ul style="list-style-type: none"> <li>▪ Improved respect for and compliance with speed limits</li> </ul>
Targeted and proportionate enforcement	<ul style="list-style-type: none"> <li>▪ Reduce the incidence of inappropriate and excessive speed</li> </ul>
Provide an effective process for speed complaints	<ul style="list-style-type: none"> <li>▪ Reduce the number and severity of road traffic collisions where speed is a contributory factor</li> <li>▪ Improve the quality of life for local communities</li> </ul>

### **Setting Speed Limits**

10. The Council is required to follow the Department for Transport's guidance - Circular 01/13 Setting Local Speed Limits which can be found at the following link:
 

<https://www.gov.uk/government/publications/setting-local-speed-limits>
11. Speed limits for new developments are assessed as part of the planning process. All existing roads have speed limits and these are reviewed if there is a significant change to the road or its environment or in response to speeding complaints.
12. Speed limits should be evidence-led and self-explaining and seek to reinforce people's assessment of what is a safe speed to travel. They should encourage self-compliance. Speed limits should be seen by drivers as the maximum rather than a target speed at which to drive irrespective of the conditions. It is often not appropriate or safe to drive at the maximum speed.

13. Speed limits should not be set in isolation but as a package with other measures (education, engineering and enforcement) to manage vehicle speeds and improve road safety.

## **Education**

14. Education has an important role in addressing excessive and inappropriate speed.
15. The County Durham and Darlington Road Safety Partnership delivers a comprehensive range of road safety education, training and publicity initiatives.
16. The Road Safety Strategy which underpins all education road safety initiatives is currently being refreshed in consultation with a working group from the Safer and Stronger Communities Scrutiny Committee and this is expected to be reported to Cabinet in 2019.

## **Engineering**

17. Speed management through engineering involves the design of roads, signage, lining and traffic calming measures.

## **New Roads**

18. The Council's "Highway Design Guide for Residential Developments - 2014" requires that residential roads should be designed such that the geometry and physical features limit vehicle speeds to 20 mph.
19. All new residential/side roads are required to have a 20 mph speed limit from 1 April 2016 in line with the 20mph Speed Limits and Zones Policy developed in consultation with the Scrutiny 20mph Working Group.

## **Speed Visors**

20. The Council delivers and funds a Rotational Speed Visor Programme which rotates 14 speed visors around 111 sites Countywide every 14 calendar days. A rotational programme helps maintain the effectiveness of the speed visor and maximise the use of limited resources Countywide.
21. The sites are determined in consultation with Durham Constabulary's Traffic Management Unit at locations where there are concerns about speeding.
22. In addition to the Council's Rotational Speed Visor Programme the Council is able to facilitate further rotational and fixed speed visors where:
  - They are justified under Department for Transport guidance;
  - It is safe to deploy speed visors; and
  - The capital and revenue costs are fully funded by external parties.

23. There are currently 48 fixed speed visors which are funded by Town and Parish Councils.

### ***Traffic Calming***

24. The Council does have a limited budget for road safety schemes for engineering measures such as traffic calming to address speeding issues. This budget is prioritised at locations with a proven record of accidents by our Accident Investigation and Prevention (AIP) Team.
25. Where funding cannot be prioritised from road safety budgets then in some cases it may still be possible to progress a traffic calming scheme where third party funding is available from Members' Neighbourhood Budgets, Area Action Partnerships or Town and Parish Councils.

### **Enforcement**

26. Durham Constabulary will consider speed enforcement where:
  - A mandatory speed limit has been introduced;
  - There is a need for compliance;
  - The speed necessary is clear to all drivers using the road; and
  - Some decide to ignore the speed limit and a road safety benefit will be achieved through compliance.
27. Durham Constabulary relies on the Council to set speed limits in accordance with Department for Transport guidance that are credible and self-enforcing.
28. Local communities sometimes have concerns about speeding in their areas and these concerns should be directed to Durham Constabulary's local Police and Communities Together (PACT) meetings. This enables local communities to agree priorities that they wish the Police to pursue.
29. Durham Constabulary has developed the Community Speed Watch initiative to involve community volunteers in addressing speeding complaints on roads with a speed limit of 40 mph and below where it is safe to do so.
30. The aims of Community Speed Watch are to:
  - Raise awareness that exceeding the speed limit in communities is not tolerated;
  - Provide a visual deterrent to those travelling too fast;
  - Educate on the perception of speed;
  - Provide reassurance in communities that the issue of speed is actively being tackled;
  - Contribute to the prevention of accidents; and
  - Build on efforts to date to create safer communities by way of the Police, Highway Authority and the community working together.

31. Community Speed Watch is about giving a degree of ownership to local communities to tackle the issue of speed and the perceptions around actual speed themselves in their own community.
32. If, as a result of a Community Speed Watch activity, the data collected indicates a genuine overall speeding issue, this will be escalated to the Police Traffic Management Unit for further consideration.

### **Schools 20mph Part-Time Speed Limits Project**

33. This project is in its final year of implementation with 52 of the 66 schemes funded by public health grant being completed to date. As some schemes involve schools being on shared sites or in close proximity to one another, 74 schools will benefit from schemes funded by the public health grant.
34. A further 30 schemes have been completed to date funded by Local Members Neighbourhood Budgets and schools. A further 8 schemes are in development.
35. Appendix 2 to this report details the schools that have benefited from the part-time 20 mph project.
36. To date, the implementation of the schemes has been very well received by all stakeholders. In the longer term, it is envisaged that there will be improved compliance with the part-time 20 mph limit as driver behaviour adjusts and there is a cultural shift in speed awareness and compliance, especially around schools.
37. Going forward further schemes may be progressed where third party funding is available for local Members Neighbourhood Budgets, Area Action Partnerships, Town and Parish Councils and Schools.

### **Public Consultation**

38. It is proposed that a public consultation be undertaken on the proposed Speed Management Strategy with all partners, Area Action Partnerships, Town and Parish Councils and residents. This would last for a period of 6 weeks and include a webpage set up on the Council website.
39. It is proposed that the Corporate Director, Regeneration and Local Services, in consultation with the Cabinet Portfolio Holder for Neighbourhoods and Local Partnerships give consideration to the outcome of the consultation and have delegated authority to finalise and publish the strategy in partnership with Durham Constabulary.

### **Recommendations and Reasons**

40. It is recommended that Cabinet:
  - Notes the update on speed management; and

- Approves public consultation on the Speed Management Strategy and delegates to the Corporate Director, Regeneration and Local Services, in consultation with the Cabinet Portfolio Holder for Neighbourhoods and Local Partnerships to finalise and publish the strategy after giving consideration to all feedback received in partnership with Durham Constabulary.

### **Background Papers**

- County Durham & Darlington Speed Management Strategy 2007 to 2011
- Department for Transport Circular 01/2013 ‘Setting Local Speed Limits’
- Cabinet Report “Review of Current Policy on 20 mph Zones and Limits” dated 17 December 2014
- 20 mph Speed Limits and Zones Policy dated February 2016
- Cabinet Report “Schools 20 mph Part-Time Speed Limits Project – Update and Scrutiny Review” dated 11 May 2016
- Cabinet Report “Schools 20 mph Part-Time Speed Limits Project – Update Report” dated 14 December 2016

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**Contact: John Reed      Tel: 03000 267454**

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## **Appendix 1: Implications**

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**Finance -**

None.

**Staffing -**

None.

**Risk -**

None.

**Equality and Diversity / Public Sector Equality Duty -**

A full Equality Impact Assessment has been carried out.

**Accommodation -**

None.

**Crime and Disorder -**

The Speed Management Strategy details the approach to enforcement.

**Human Rights -**

None.

**Consultation -**

It is proposed that the strategy is subject to a 6 week public consultation.

**Procurement -**

None.

**Disability Issues -**

None.

**Legal Implications -**

The Council has the power as the local Highway Authority to introduce speed limits under the Road Traffic Regulation Act 1984 (as amended) by making Traffic Regulation Orders and where appropriate the introduction of traffic management measures under the Highways Act 1980 (as amended).

## Appendix 2: School 20mph Schemes

### Year 1 2015/16 – All completed

School	Street	Town
Newker Primary,	Waldrige Rd	Chester le Street
Bullion Lane Primary	Bullion Lane	Chester le Street
The Hermitage School	Waldrige Lane	Chester le Street
Evergreen School	Warwick Rd	Bishop Auckland
Bishop Barrington (Including by association Bishop Auckland College and St Johns)	Woodhouse	Bishop Auckland
St Anne's CE (Cont.) Primary	Warwick Road	Bishop Auckland
Woodhouse Community Primary	Walker Drive	Bishop Auckland
Etherley Lane Nursery	Hazel Grove	Bishop Auckland
Etherley Lane Primary	Clarence Grds	Bishop Auckland
King James I Academy	South Church Rd	Bishop Auckland
St Cuthberts RCVA	Ropery Lane	Chester le Street
Park View Community School	Church Chare	Chester le Street
Cestria Primary	Church Chare	Chester le Street

### Year 2 2016/17 – All completed

School	Street	Town
Westlea Primary (including by association St Cuthberts RCVA Primary School)	Winslow Cres	Seaham
New Seaham Primary	Byron Terrace	Seaham
Seaham School of Technology	Burnhall Drive	Seaham
Seaham Trinity Primary	Princess Road	Seaham
Seaview Primary	The Avenue	Seaham
North Durham Academy (including by association East Stanley Primary)	Tyne Road	Stanley
Greenland Community Primary	School Tce	Stanley
Shotley Bridge Infant	Benfieldside Rd	Consett
Shotley Bridge Junior	Snows Green Rd	Consett

Consett Infant & Nursery	Teasdale Street	Consett
St Patricks RCVA Primary	Stanley Street	Consett
St Joseph's RCVA Primary (including by association St Hilds College C of E)	Mill Lane	Gilesgate/ Durham
Dene House Primary	Manor Way	Peterlee
Dene Community School of Technology	Manor Way	Peterlee
Acre Rigg Infant	Acre Rigg Road	Peterlee
Cotsford Junior (including by association Yohden Primary and Cotsford Infants)	Third Street	Horden/Peterlee
St Marys RCVA Primary (including by association Vane Road Primary)	Central Avenue	Newton Aycliffe
Sugar Hill Primary	Sheraton Road	Newton Aycliffe
King Street	High Grange Road	Spennymoor
Rosa Street Primary	Rosa Street	Spennymoor

### Year 3 2017/18 – All Completed

School	Street	Town
Byron College	Grampian Drive	Peterlee
Our Lady of the Rosary RCVA Primary	Grampian Drive	Peterlee
St. Bede's RC Comp. + 6th	Grampian Drive	Peterlee
Easington Colliery Primary	Whickham Street	Easington Colliery
Ropery Walk Primary	Ropery Walk	Seaham
Seaham Harbour Nursery	Bottle Works Road	Seaham
Our Lady Star of the Sea RCVA Primary	Thorpe Road	Horden
Shotton Hall Academy	Passfield Way	Peterlee
Shotton Hall Primary	Passfield Way	Peterlee
Easington Academy	Stockton Road	Easington Village
Whitworth Park School + 6th College	Whitworth Lane	Spennymoor
Nevilles Cross Primary	Relly Path	Nevilles Cross

New College	Sacriston Lane	Durham
Framwellgate School (including by association St Godrics)	Pit Lane	Framwellgate Moor
Framwellgate Moor Primary	Newton Drive	Framwellgate Moor
St. Leonard's Catholic School + 6th	Fieldhouse Lane	Durham

#### Year 4 – 2018/19 – Completed/Programmed

School	Street	Town
Pelton Community Primary	Ouston Lane	Pelton
Sacriston Primary	Witton Road	Sacriston
Chester -le - Street C of E Primary	Glenavon Avenue	Chester-le-Street
Roseberry Primary	Pelton Lane	Pelton
St. Joseph's RCVA Primary (Stanley)	Front Street	Stanley
Consett Academy (new site)	Ashdale Road	Consett
Annfield Plain Junior	Spring Close	Annfield Plain
Annfield Plain Infant School	Northgate	Annfield Plain
St. Bede's Catholic School & 6th Form College	A691	Lanchester
Shield Row Primary	King Edward VIII Terrace	Shield Row
Delves Lane Primary	Delves Lane	Consett
Tanfield School (Science & Engineering)	Good Street	Tanfield Lea
Teesdale School	Prospect Place	Barnard Castle
Green Lane C of E Primary	Green Lane	Barnard Castle
Cockton Hill Schools	McIntyre Terrace	Bishop Auckland
Our Lady & St. Thomas RCVA Primary	Cumberland Terrace	Willington
Willington Primary	Chapel Street	Willington

**AAP Funded School 20mph's – All Completed or Programmed**

School	Street	Town
Park View, North Lodge Site	Lombard Drive	Chester le Street
Middlestone Moor Primary	Rock Road	Spennymoor
West Rainton Primary School	School Avenue	West Rainton
Langley Moor Primary School	Black Road	Langley Moor
UTC South Durham	Long Tens Way	Newton Aycliffe
Belmont Parish Boundary - Feasibility Study	Various	Belmont Area
Belmont Parish Boundary - Physical Works	Various	Belmont Area
Bowburn Junior School	Surtees Avenue	Bowburn
Coxhoe Primary School	Cornforth Lane	Coxhoe
Tudhoe Colliery Primary	Font Street	Tudhoe Colliery
North Park Primary	North Park	Spennymoor
Silver Tree and St Joseph's RCVA	Durham Road	Ushaw Moor
Ramshaw Primary School	Evenwood Lane	Evenwood
Oxclose Primary	Oxclose Crescent	Spennymoor
St Charles RCVA	Durham Road	Spennymoor
Stanley Crook Primary		Stanley Crook
Ferryhill Business and Enterprise College	Merrington Lane	Ferryhill
Lumley Junior School	Front Street	Great Lumley

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# County Durham - Speed Management Strategy



*Altogether Better Policing*



<b>Version Date</b>	<b>Version ref</b>	<b>Revision History</b>	<b>Reviser</b>	<b>Approved by</b>	<b>Review Date</b>
23/10/18	1.1	Draft	John Reed, Head of Technical Services		

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## Introduction

1. This Speed Management Strategy has been developed in partnership between Durham County Council (the 'Council') and Durham Constabulary. It provides a framework for the setting of appropriate speed limits on the public highway and addressing speeding issues within County Durham based upon current legislation, guidance and best practice.
2. Speeding can be categorised as either '**inappropriate**' or '**excess**':
  - **Inappropriate** speed means driving too fast for the conditions but not contravening the speed limit; and
  - **Excess** speed is both inappropriate and in excess of the speed limit.
3. It is proven that speeding increases the risk and severity of road traffic collisions. Speeding can also be a form of anti-social behaviour which can be disruptive to other highway users and the wider community.
4. The 3Es are used to address road safety issues including speeding and the 3Es stand for:
  - Education;
  - Engineering; and
  - Enforcement.
5. This Strategy outlines how the 3Es are used to address speeding issues in County Durham.

## Responsibilities

6. Speed management is a shared responsibility between the Council as the Local Highway Authority and Durham Constabulary.
7. The responsibilities of speed management are summarised as follows:

Role	Council	Durham Constabulary	Others
Setting Speed Limits	✓		
Speed Complaints	✓	✓	
Education	✓	✓	✓
Engineering	✓		
Enforcement		✓	

8. It is important to note that whilst the Council and Durham Constabulary have specific responsibilities that partnership working and consultation with local partners and communities is key to delivering these responsibilities effectively.
9. Others who contribute to education include both local and national bodies such as:

- County Durham and Darlington Fire and Rescue Service;
- Department for Transport;
- The Royal Society for the Prevention of Accidents;
- Brake Road Safety Foundation; and
- Road Safety GB.

## Objectives and Outcomes

10. The objectives and outcomes of the speed management strategy are:

Objectives	Outcomes
Introduce and maintain appropriate speed limits	<ul style="list-style-type: none"> <li>▪ Improved respect for and compliance with speed limits</li> </ul>
Targeted and proportionate enforcement	<ul style="list-style-type: none"> <li>▪ Reduce the incidence of inappropriate and excessive speed</li> </ul>
Provide an effective process for speed complaints	<ul style="list-style-type: none"> <li>▪ Reduce the number and severity of road traffic collisions where speed is a contributory factor</li> <li>▪ Improve the quality of life for local communities</li> </ul>

## Accidents in County Durham

11. All injury road traffic collisions that are reported to Durham Constabulary are recorded in a Stats 19 database that is shared with the Council and reported in national statistics.
12. The number and severity of road user casualties in County Durham are summarised in the graph below:

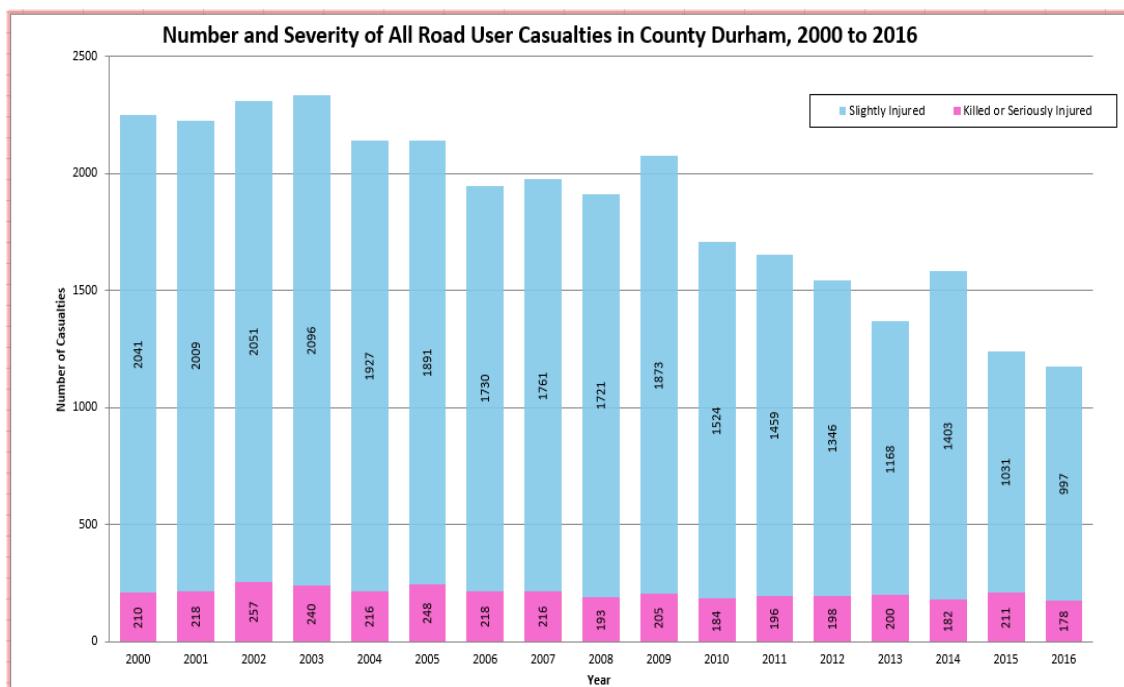
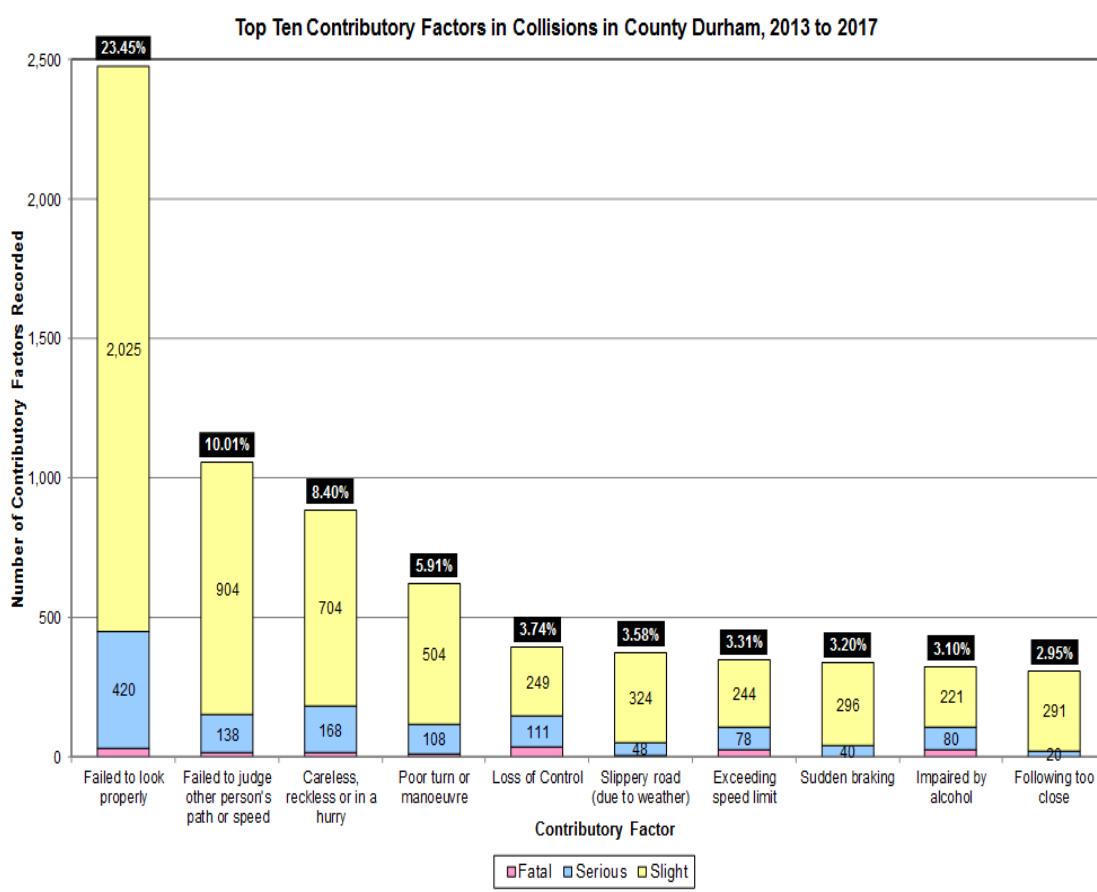


Figure 1: Number and severity of all road user casualties

13. It can be seen that there is a downwards trend and this is broadly in line with the national trend.
14. The Stats 19 accident database records the contributory factors to each collision which may be more than one per collision. The contributory factors for 2013 to 2017 are summarised below:



15. It can be seen that “exceeding the speed limit” (3.31% rank seventh) features in the top ten contributory large factors.
16. Therefore, whilst the majority of accidents do not involve excess speed it does remain a significant factor to be addressed in continuing to reduce accidents and the severity of accidents.

## **Setting Speed Limits**

17. The Council is required to follow the Department for Transport’s guidance - Circular 01/13 Setting Local Speed Limits which can be found at the following link:

<https://www.gov.uk/government/publications/setting-local-speed-limits>

18. Speed limits for new developments are assessed as part of the planning process. All existing roads have speed limits and these are reviewed if there

is a significant change to the road or its environment or in response to speeding complaints.

19. As part of the speed limit review of existing roads a traffic speed survey is undertaken over a period of 7 calendar days.
20. If a permanent change in the speed limit is justified this requires a Traffic Regulation Order (TRO) and this is subject to:
  - Informal consultations with affected parties including the statutory consultees (Police, Ambulance Service and Fire & Rescue Service). This allows any issues to be identified at an early stage and the plans amended as appropriate where possible;
  - A formal consultation is then undertaken with affected parties including statutory consultees on the amended plans; and
  - Outstanding representations and objections from the informal and formal consultations are reported to the Council's Highways Committee for consideration and Members make a recommendation. The final decision is delegated to the Corporate Director - Regeneration and Local Services.
21. Speed limits should be evidence-led and self-explaining and seek to reinforce people's assessment of what is a safe speed to travel. They should encourage self-compliance. Speed limits should be seen by drivers as the maximum rather than a target speed at which to drive irrespective of the conditions. It is often not appropriate or safe to drive at the maximum speed.
22. Speed limits should not be set in isolation but as a package with other measures (the 3Es) to manage vehicle speeds and improve road safety.
23. If a speed limit is set unrealistically low for the particular road function and condition, it may be ineffective and drivers may not comply with the speed limit.
24. The average speed (determined from a speed survey) also referred to as mean speed should be used as the basis for determining local speed limits as this reflects what the majority of drivers perceive as an appropriate speed to be driven for the road.
25. Speed limits should not be used to attempt to solve the problem of isolated hazards, for example a single road junction or reduced forward visibility such as a bend, since speed limits are difficult to enforce over such a short length. Engineering measures are likely to be more effective in addressing such hazards.
26. The aim should be to achieve a safe distribution of speeds consistent with the speed limit that reflects the function of the road and the road environment.
27. The following factors are considered when determining what is an appropriate speed limit:

- History of collisions including frequency, severity, types and causes;
  - Road geometry and engineering (width, sightlines, bends, junctions, accesses and safety barriers, etc);
  - Road function (strategic, through traffic, local access, etc);
  - Composition of road users (including existing and potential levels of vulnerable road users);
  - Existing traffic speeds; and
  - Road environment including level of roadside development and possible impacts on residents (e.g. severance, noise or air quality).
28. It may well be that a speed limit need not be changed if the collision rate can be improved or wider quality of life objectives can be achieved through other speed management measures or other measures. These alternative measures should always be considered before proceeding with a new speed limit.
29. Where there is poor compliance with an existing speed limit on a road or stretch of road the reasons for non-compliance should be examined before a solution is sought. If the speed limit is set too low for no clear reason and the risk of collisions is low then it may be appropriate to increase the limit. If the existing limit is in place for a good reason, solutions may include engineering measures or changes to the road environment to ensure it better matches the speed limit, or local education and publicity. Enforcement may also be appropriate but should be considered only after the other measures.
30. Before changing an existing speed limit and introducing any engineering measures required to support a new speed limit the Council needs to be satisfied that the benefits exceed the costs (monetary and non-monetary) and that there is appropriate funding available.

### ***20mph Speed Limits and Zones***

31. The Council has developed a policy on 20 mph speed limits and zones which can be found at the following link:
- [http://www.durham.gov.uk/media/16848/20-mph-Speed-Limits-and-Zones-Policy-2016/pdf/20mph Speed Limits and Zones Policy 2016.pdf](http://www.durham.gov.uk/media/16848/20-mph-Speed-Limits-and-Zones-Policy-2016/pdf/20mph%20Speed%20Limits%20and%20Zones%20Policy%202016.pdf)
32. 20 mph speed limits and zones can be summarised as follows:
- 20 mph Speed Limits: These involve 20 mph traffic signs only. They are suitable for residential estate roads and side streets, where the nature of the road tends to result in naturally low average speeds of less than 24 mph. Research indicates that limits achieve an average speed reduction of up to 1 mph unless speeds are already low;
  - 20 mph Speed Limit Zone: These involve 20 mph traffic signs plus traffic calming measures to ensure that the 20 mph limit is self-enforcing. In order that drivers are aware of the zones, traffic signs must be erected at every entrance/exit to the zone. Research indicates that a 20 mph speed limit zone with traffic calming can result in speed reductions of around 10 mph; and

- 20 mph Part-time Advisory Speed Limits: These involve advisory part-time flashing 20 mph signs on main/distributor roads outside of facilities for vulnerable road users such as schools that would otherwise be unsuitable for a full-time 20 mph speed limit or zone. The normal speed restriction for the road remains the legally enforceable limit.
33. The Council's criteria for supporting the introduction of new 20 mph speed limits and zones subject to available funding are:
- Where they meet the requirements of the Department for Transport guidance and legislation;
  - 20 mph self-enforcing zones could be considered on residential/side roads where measured average speed is greater than 24 mph;
  - 20 mph speed limits could be considered on residential/side roads where the measured average speed is lower than 24 mph; and
  - The use of 20 mph part-time advisory speed limits on main/distributor roads outside of schools could be considered where the measured average speed at school start and end times is greater than 24 mph.
34. The use of 20 mph limits should be introduced alongside a co-ordinated programme of wider social marketing and road safety education to slow traffic speeds, change driver behaviour and promote walking, cycling and active lifestyles.

## **Education**

35. Education has an important role in addressing excessive and inappropriate speed and this is explained further in our Road Safety Strategy which can be found at the following link:
- [x]
36. The County Durham and Darlington Road Safety Partnership delivers a comprehensive range of road safety education, training and publicity initiatives and further details can be found at:

<http://www.durham.gov.uk/roadsafety>

<https://www.durham.police.uk/Information-and-advice/Pages/Casualty-Reduction.aspx>

## **Engineering**

37. Speed management through engineering involves the design of roads, signage, lining and traffic calming measures.

## ***Design of Roads***

38. The Council's "Highway Design Guide for Residential Developments - 2014" requires that residential roads should be designed such that the geometry and physical features limit vehicle speeds to 20 mph.
39. Physical traffic calming measures should be considered where the highway design layout does not reduce speeds to an acceptable level.
40. All new residential/side roads are required to have a 20 mph speed limit from 1 April 2016. Please see the link below for further details:

<http://www.durham.gov.uk/media/5887/Highways-design-guide-for-residential-development/pdf/ResidentialDesignGuide.pdf>

### **Speed Limit Signs**

41. The provision of speed limit signs is governed by the Department for Transport's traffic signs regulations.
42. Under the Highway Code a system of street lighting indicates that the speed limit is 30 mph unless indicated otherwise by signs.
43. Therefore, 30 mph repeater signs or painted roundels (additional to terminal locations) can only be provided where a 30 mph Speed Limit Order is in place and there is no system of street lighting.
44. On rural single and dual carriageway roads, the speed limit is defined as being the National Speed Limit (60 mph or 70 mph respectively) unless signs advise otherwise. Where a speed limit other than the National Limit applies and/or there are street lights present, repeater signs are provided.

### **Speed Visors**

45. Speed visors are activated by approaching vehicles to advise the motorist of the speed limit or their actual speed.
46. The DfT recommends that:
  - Speed visors should be considered only when there is an accident problem associated with inappropriate speed that has not been satisfactorily remedied by standard signing;
  - Speed visors are not to be used as speed limit repeater signs;
  - Speed visors should only be used when it is clear that the problem cannot be remedied by improving the fixed signing; and
  - Speed visors should be used sparingly.
47. It is important to note that the over use of speed visors will diminish their effectiveness due to motorists becoming accustomed to their presence and treating them as 'just another sign'. When used sparingly and at specific locations they will have more impact.

*Rotational Speed Visor Programme*

48. The Council delivers and funds a Rotational Speed Visor Programme which rotates 14 speed visors around 111 sites Countywide every 14 calendar days.
49. A rotational programme helps maintain the effectiveness of the speed visor and maximise the use of limited resources countywide.
50. The sites are determined in consultation with Durham Constabulary's Traffic Management Unit at locations where there are concerns about speeding.

*Externally Funded Speed Visors*

51. In addition to the Council's Rotational Speed Visor Programme the Council is able to facilitate further rotational and fixed speed visors where:
  - They are justified under DfT guidance;
  - It is safe to deploy speed visors; and
  - The capital and revenue costs are fully funded by external parties.
52. There are currently 48 fixed speed visors which are funded by Town and Parish Councils.

***Traffic Calming on Residential Estate Roads (subject to 30 mph speed limit or less)***

53. Physical traffic calming measures include road humps, speed cushions, speed tables, chicanes, build-outs and road narrowing.
54. Physical traffic calming measures may be considered where speed surveys indicate that the average speed is at or above 24 mph.

***Traffic Calming on Other Roads (subject to 40 mph speed limit or above)***

55. The introduction of physical traffic calming measures must be carefully considered against design standards and best practice when the road is subject to a 40mph speed limit. The use of physical traffic calming measures are not appropriate on roads with a speed limit greater than 40mph as they would increase the risk of road traffic collisions.
56. The Highways (Road Humps) Regulations 1999 only permits the use of vertical physical traffic calming measures on roads with speed limits of 30 mph or less where there is a system of street lighting and design standards can be satisfied.

**Speed Enforcement**

57. Durham Constabulary's approach to speed enforcement is based on national guidance provided by the Association of Chief Police Officers (ACPO) Speed Enforcement Policy Guidelines 2011 – 2015: Joining Forces for Safer Roads.
58. The enforcement of traffic law by Durham Constabulary is guided by the following principles:
  - Proportionality in applying the law and securing compliance;
  - Targeting of enforcement action;
  - Consistency of approach; and
  - Transparency about what enforcement action is taken and why.
59. Durham Constabulary will consider speed enforcement where:
  - A mandatory speed limit has been introduced;
  - There is a need for compliance;
  - The speed necessary is clear to all drivers using the road; and
  - Some decide to ignore the speed limit and a road safety benefit will be achieved through compliance.
60. It is important to note that speed enforcement is mainly reactive and should not be seen as a preventative measure to achieve vehicle speeds.
61. Durham Constabulary relies on the Council to set speed limits in accordance with Department for Transport guidance that are credible and self-enforcing.
62. There are various levels of speed enforcement actions available to Durham Constabulary depending upon the severity of the offence:
  - Issue a summons for Court Action;
  - Issue a Traffic Offence Report (TOR) (Fine of £100 and 3 penalty points);
  - Offer of a Speed Awareness Course; and
  - Warning or take no action.

### ***Speed Complaint Process***

63. Local communities sometimes have concerns about speeding in their areas and these concerns should be directed to Durham Constabulary's local Police and Communities Together (PACT) meetings. This enables local communities to agree priorities that they wish the Police to pursue.
64. Details of PACT meetings can be found at the following link:  
<https://www.durham.police.uk/Your-Neighbourhood/Pages/default.aspx>
65. Alternatively, details can be obtained by telephoning Durham Constabulary on their non-emergency 101 telephone number and asking for the Local Neighbourhood Beat team.

66. Once a speeding complaint is agreed as a priority by the local PACT meeting the following process will be followed:

*Speed Limit above 40 mph*

67. Durham Constabulary will ask the Council to undertake a 7 calendar day 24 hour speed survey so that the scale of the speeding issue can be fully assessed. In addition, the accident record for the road will be reviewed to ascertain if any speed related accidents have been recorded and/or any other trends of note.
68. Should the speed survey show that excess speed is not an actual issue and that the issue is one of perception then this information will be shared with those who have raised the speeding complaint and no further action will be taken.
69. Should the speed survey show that excess speed is an actual issue then Durham Constabulary will consider deploying Roads Policing Unit patrols and/or safety camera technology for speed enforcement.
70. The Council will also assess the suitability of the speed limit and consider if engineering measures can be implemented (subject to funding).
71. The outcomes will be reported back to those who have raised the speed complaint.

*Speed Limit of 40 mph and Below*

72. Durham Constabulary has developed the Community Speed Watch initiative to address speeding complaints on roads with a speed limit of 40 mph and below where it is safe to do so.
73. The aims of Community Speed Watch are to:
  - Raise awareness that exceeding the speed limit in communities is not tolerated;
  - Provide a visual deterrent to those travelling too fast;
  - Educate on the perception of speed;
  - Provide reassurance in communities that the issue of speed is actively being tackled;
  - Contribute to the prevention of accidents; and
  - Build on efforts to date to create safer communities by way of the police, highway authority and the community working together.
74. Community Speed Watch is about giving a degree of ownership to local communities to tackle the issue of speed and the perceptions around actual speed themselves in their own community.
75. Community Speed Watch volunteer groups will be provided with a “grab bag” of the following equipment:

- Speed Indication Device;
- Community Speed Watch Warning Signs;
- High Visibility Tabards;
- Clipboard;
- Body Cam;
- Recording Sheets; and
- Letters to be handed out if challenged at the roadside.

76. The following activities will take place at the speeding complaint site:
- The site will be visited by the Neighbourhood Policing Team and/or Community Speed Watch volunteers using a hand held speed detection device or a Mobile Speed Indication Device (MSID) at the side of the road which displays the speed of a passing vehicle to remind drivers of their actual speed; and
  - Social media will also be used where possible and appropriate to publicise the speeding issue and actions taken.
77. Where vehicles speeds are noted to be high during Community Speed Watch activities the following actions will be undertaken:
- A record of the speed, model, colour and registration as well as the location is made at the time;
  - A check of the registration numbers recorded is made via the Police National Computer (PNC) to ascertain the registered keeper's details;
  - An advisory letter will then be sent out to educate the registered keeper that they have been noted exceeding the speed limit and should they be found to be continuing to travel at high speeds then further transgression may result in enforcement action; and
  - Should a vehicle be identified as exceeding the speed limit on a third or subsequent occasion then a further "Final Warning" letter will be issued to the registered keeper. The letter will be delivered where possible by a Roads Policing Unit Officer so they can help educate the driver on the requirement to obey the posted speed limits.
78. If, as a result of a Community Speed Watch activity, the data collected indicates a genuine overall speeding issue, this will be escalated to the Police Traffic Management Unit for further consideration.
79. The Traffic Management Unit will then examine the site to ascertain the feasibility of a full 7 day 24 hour speed survey being conducted by Durham County Council to gain a more detailed analysis of the problem which is not influenced by a uniformed Police presence or Community Speed Watch activity.
80. This may result in:
- Recommendations of engineering measures;
  - A speed limit change;

- A Problem Profile created for a speed enforcement campaign to be carried out by Roads Policing Unit; or
- Deployment of Mobile Safety Camera technology.

# Appendices

## Appendix 1: Overview of Speed Limits

<b>Speed Limit (mph)</b>	<b>Speed Limits in urban areas (Lower Tier) : Where the limit could apply</b>
<b>20 (including 20 mph zone)</b>	In accordance with the Council's Policy on 20 mph speed limits and zones.
<b>30</b>	Normal in built-up areas, with development on both sides of the road. Normal in villages where there is sufficient frontage development and the limit will be an appropriate length and credible.
<b>40</b>	On higher quality suburban and urban roads or those on the outskirts of urban areas where there is little development, or with few cyclists, pedestrians or equestrians.  On roads with good width and layout, parking and waiting restrictions may be in operation, and buildings set back from the road.  On roads that, wherever possible, cater for the needs of non-motorised users through segregation of road space, and have adequate footways and crossing places.  Should be considered on strategic A and B class roads.  Should be considered in villages where there is insufficient frontage development or where a 30 mph limit lacks credibility and the limit will be an appropriate length and credible.
<b>50</b>	On dual carriageway ring or radial routes or bypasses that have become noticeably built up with substantial direct access from the carriageway.  On single carriageway roads with little or no roadside development.

<b>Speed Limit (mph)</b>	<b>Speed limits in rural areas and inter-urban areas (Upper Tier) : Where the limit could apply</b>
<b>40</b>	Could be considered where there is substantial development and many bends, junctions or accesses, a strong environmental or landscape reason, or where there are considerable numbers of vulnerable road users, and the limit will be an appropriate length and credible.
<b>50</b>	Can be considered and implemented as part of a package of measures where accidents are an issue and cannot be resolved by other methods.
<b>60 (National Speed Limit)</b>	Recommended for most high quality and strategic A and B class roads.  Normal limit for rural roads with little or sporadic frontage development.  Normal limit for rural and inter-urban lanes.
<b>70</b>	Dual carriageway roads with segregated junctions and separate facilities for vulnerable road users.  Inter-urban and rural dual carriageways with little, sporadic or no frontage development.

## Contact Details

Traffic Assets Team	Roads Policy Unit
Technical Services	Cleveland and Durham Specialist Operations Unit
Regeneration and Local Services	Durham Constabulary
Durham County Council	
County Hall	
Durham	
DH1 5UL	
Tel: 03000 263681	
Email: <a href="mailto:ns.traffic@durham.gov.uk">ns.traffic@durham.gov.uk</a>	

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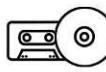
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**Cabinet****14 November 2018****Future Options for Schools in the Horden Area, as part of the Education Review in County Durham****Report of Corporate Management Team****Margaret Whellans, Corporate Director of Children and Young People's Services****John Hewitt, Corporate Director of Resources****Councillor Olwyn Gunn, Portfolio Holder for Children and Young People's Services****Councillor Alan Napier, Portfolio Holder for Finance****Purpose of the Report**

- 1 This report provides Cabinet with details of the work that has been undertaken as part of the review of education provision in County Durham which was agreed by Cabinet on 15 November 2017.
- 2 The report makes recommendations in relation to primary schools in the Horden area, namely Cotsford Infant and Junior Schools.

**Background**

- 3 Previous reports have outlined the significant financial difficulties being experienced by a number of schools across the county as a result of reductions in admission numbers and to a lesser extent school funding formula changes, which has necessitated some schools setting deficit budgets – mainly secondary schools.
- 4 This is a particular concern because schools that have an inadequate OFSTED judgement have been required to become sponsored academies and if / when they do, any deficit balance that they are carrying becomes a cost to the local authority and is not transferred to the sponsoring academy.
- 5 The impact on schools from real terms cuts in schools funding is huge and representations have been made to the Secretary of State, both as part of the National Funding Formula consultation and more recently through concerns raised with regards to the impact of Government policy and funding decisions on rural schools provision.
- 6 It is estimated that if funding rates had kept pace with inflation since the 2009-10 financial year, the amount available for the mainstream school funding formula in the current financial year would be 15% higher than the actual amount. For Durham this is equivalent to £46 million, or around £120,000 per

primary school and £600,000 per secondary school. Funding at this level could provide for around 3 extra teaching staff in a primary school and around 15 extra teaching staff in a secondary school.

- 7 Members will also be aware that legislation prevents the Council from making contributions to or financially supporting individual schools. Funding for schools is provided primarily through the Dedicated Schools Grant.
- 8 In November 2017, Cabinet considered a report which outlined the need for a strategy for school organisation. This involved reviewing educational provision in each local area across the county.
- 9 In terms of prioritising the planned reviews, the two schools with the most significant financial challenges / financial viability concerns were Wellfield School in Wingate and Wolsingham School and Sixth Form in Wolsingham. These schools and the schools in the surrounding pupil place planning areas were agreed as falling into the first phase of the strategic review of schools provision, together with a review of primary schools provision in the Horden area.
- 10 In general, based on pupil based planning forecasts, there is a need to consider the long term provision of Nursery / Primary provision in some pupil place planning areas. Horden is one of these areas, which is why it was included in the first phase of the area based reviews of schools provision launched in November 2017.
- 11 Currently, there is a Nursery, Infant, Junior and two Primary schools in the Horden area. A One Point centre is next to the Junior School and pupil numbers across all schools have been reducing significantly. These schools have been undertaking staffing reductions over the last few years to help maintain a balanced budget, however, they are now facing financial difficulties as a result of such low pupil numbers.

### **Overview – Review of schools provision**

- 12 The Cabinet report of November 2017 identified a process for considering options for enhanced and sustainable educational provision in each locality and an indicative timeframe for these reviews to be completed. Reviews were to be undertaken in stages, with initial discussion with all partners to consider options for enhanced provision in local areas. This could involve discussions with schools, the local community, and partners / key stakeholders about possible options for re-organisation including:
  - (a) do nothing;
  - (b) establishing a model of Federated schools;
  - (c) amalgamation of schools;
  - (d) creation of Multi-Academy Trusts;
  - (e) establishment of through schools;
  - (f) closure / new-build re-organisation options.
- 13 Options were to be developed during the review in discussion with school leaders and these would be considered by schools. At the completion of each stage, Cabinet were to receive update reports and consider recommendations before moving into wider consultation with the community or other

stakeholders, as appropriate or if required by legislation, on the recommended solutions.

- 14 However, as the Review proceeded it was not possible to follow the exact process or indicative timeframe described in the November report. While the necessary discussion with schools and elected members proceeded readily, the Ofsted inspection of the Cotsford Infants school, which returned a 'Good' judgement but provisional on a repeat inspection within 18 months, led to governors choosing to a temporary suspension of work that had started to pursue a single leadership arrangement across both Cotsford Infants and Cotsford Junior schools.
- 15 By mutual agreement, the local authority provided additional leadership capacity to these schools to ensure, as far as possible, the inspection of the Junior school and the re-inspection of the Infant school – both now due – are successful. This delay had not formed part of the original planned sequence of events; the result was that suggested milestones were not met and update reports were not presented to Cabinet as originally envisaged.
- 16 The review of existing provision in the three initial review areas (Weardale, Wingate and Horden) has now been completed and proposals have been developed for Cabinet consideration. Separate reports have been prepared outlining the findings, the options appraisal and making recommendations for each area. The reviews have involved:
  - (a) A cross service grouping working group, chaired by the Head of Education, to ensure all relevant factors, including legal, financial and HR implications are covered by the review of options available;
  - (b) Meetings with school leadership teams – including Head Teachers and Chairs of Governors of the schools in financial difficulty and other schools in that locality – to discuss financial projections, options available etc;
  - (c) Meetings with elected members and local MPs to share key information and provide advice on the options available in terms of a sustainable educational provision in each locality and progress updates with the reviews in their areas;
  - (d) Discussions with the Regional Schools Commissioner's (RSC) office, which is part of the Department for Education.
- 17 Consideration of options for provision in the Horden area was different to the two other areas addressed in phase 1 of the education review, because no schools involved are currently operating a deficit budget. The review was however required as the primary schools in the Horden area are likely to become financially unviable in the future due to falling roles.
- 18 The options detailed later in the report (paragraphs 29-41) were discussed with the chairs of the governing bodies and head teachers of the primary schools in Horden and with the elected members for the area. Cabinet should also be aware that the governing bodies of Cotsford Infant and Junior schools had approached the Local Authority prior to the Education review of the wider provision in this area to implement a strategy to amalgamate to create a new primary school.

## Primary School Provision in Horden – Context

- 19 The review of education provision in Horden has been undertaken in the context of the wider regeneration plans for this area. As stated, it has proceeded with full involvement of local elected members and, as explained in the original Cabinet report, is an agreed and necessary response to a significant fall in pupil numbers in this area.
- 20 The decision not to attempt to involve the large and successful nursery school in Horden was taken because:
- it is already a financially sustainable entity;
  - the future funding and role of nursery schools is under national review and it would not have been prudent to tie a sustainability solution for a primary school to a nursery, even one in the proximity, at this stage;
  - many parents using the nursery do not live in the vicinity of Horden, making it difficult to accurately predict the numbers of children attending the nursery who might not then transfer to the primary. Consequently, accurate financial forward planning would be difficult.
- 21 A summary of contextual information for the primary schools in Horden is shown in the tables below:

<b>Capacity &amp; occupancy numbers (pupils &amp; students)</b>	<b>Cotsford Junior</b>	<b>Cotsford Infant</b>	<b>Yohden Primary</b>	<b>Our Lady Star of the Sea</b>	<b>Total</b>
Current number on roll	110	64	158	112	444
Total capacity of the Schools	164	120	270	119	673
Spare capacity	54	56	112	7	229
% Spare Capacity	33	47	41	6	34
% Places Filled	67	53	59	94	66

<b>Age Range – Numbers on Roll</b>	<b>Cotsford Infant</b>	<b>Cotsford Junior</b>	<b>Yohden Primary</b>	<b>Our Lady Star of the Sea</b>	<b>Total</b>
- Reception	14	-	21	8	43
- Year 1	31	-	23	18	72
- Year 2	19	-	29	18	66
- Year 3	-	25	28	18	71
- Year 4	-	22	22	15	59
- Year 5	-	22	13	17	52
- Year 6	-	41	22	18	81
<b>Total on Roll</b>	<b>64</b>	<b>110</b>	<b>158</b>	<b>112</b>	<b>444</b>

<b>Funding Levels 2018-19 (£)</b>	<b>Cotsford Infant</b>	<b>Cotsford Junior</b>	<b>Yohden Primary</b>	<b>Our Lady Star of the Sea</b>	<b>Total</b>
Formula funding 2018-19	611,000	432,000	791,000	567,000	2,401,000
Pupil Premium funding 2018-19	99,000	37,000	92,000	77,000	305,000

<b>Surplus / (Deficit) Balances held and Planned Use of Balances in 2018-19 (£)</b>	<b>Cotsford Infant</b>	<b>Cotsford Junior</b>	<b>Yohden Primary</b>	<b>Our Lady Star of the Sea</b>	<b>Total</b>
Retained Balance at 31 March 2018	20,000	50,000	117,000	151,000	337,000
Forecast use of balances in 2018-19	14,000	(25,000)	(77,000)	(63,000)	(150,000)
Forecast retained balance at 31 March 2019	34,000	25,000	40,000	88,000	187,000

<b>Accumulated Surplus / (Deficit) balances 2013-14 to 2017-18 (£)</b>	<b>Cotsford Infant</b>	<b>Cotsford Junior</b>	<b>Yohden Primary</b>	<b>Our Lady Star of the Sea</b>	<b>Total</b>
31 March 2013	98,000	51,000	125,000	62,000	335,000
Contribution to or (drawn down) in 2013-14	(40,000)	20,000	(50,000)	80,000	11,000
31 March 2014	58,000	71,000	75,000	142,000	346,000
Contribution to or (drawn down) in 2014-15	(35,000)	27,000	(7,000)	(36,000)	(51,000)
31 March 2015	23,000	98,000	68,000	105,000	295,000
Contribution to or (draw down) in 2015-16	(25,000)	3,000	21,000	3,000	1,000
31 March 2016	(2,000)	101,000	89,000	108,000	296,000
Contribution to or (draw down) in 2016-17	15,000	(46,000)	(4,000)	20,000	(16,000)
31 March 2017	13,000	54,000	85,000	128,000	280,000
Contribution to or (draw down) in 2017-18	7,000	(5,000)	32,000	23,000	58,000
<b>31 March 2018</b>	<b>20,000</b>	<b>50,000</b>	<b>117,000</b>	<b>151,000</b>	<b>337,000</b>

<b>Employee numbers</b>	<b>Cotsford Infant</b>	<b>Cotsford Junior</b>	<b>Yohden Primary</b>	<b>Our Lady Star of the Sea</b>	<b>Total</b>
Teaching	5	6	8	5	24
Support	11	13	22	14	60
<b>Total</b>	<b>16</b>	<b>19</b>	<b>30</b>	<b>19</b>	<b>84</b>

- 22 It is evident, therefore, that while not currently in overall deficit the Infant School in particular is in a precarious financial position. Future formula funding impacts will mean that the challenge of operating as a separate establishment will be significant, thereby necessitating consideration of another solution to secure the financial viability of primary education this locality. Yohden Primary is the largest of the schools in this area but whilst it is financially secure, it has 41% spare capacity.
- 23 Data is held in terms of the protected characteristics of pupils attending these schools, the most up to date data held (based on the May 2018 census) is set out below:

<b>Protected characteristics – Numbers on Roll (</b>		<b>Cotsford Infant</b>	<b>Cotsford Junior</b>	<b>Yohden Primary</b>	<b>Our Lady Star of the Sea</b>	<b>Total</b>
Disability	Disability	Data not held	1	Data not held	Data not held	1
Gender reassignment	Gender reassignment	Data not held	Data not held	Data not held	Data not held	Data not held
Marriage and civil partnership	Marriage and civil partnership	Data not held	Data not held	Data not held	Data not held	Data not held
Pregnancy and maternity	Pregnancy and maternity	Data not held	Data not held	Data not held	Data not held	Data not held
Race	White British	70	110	157	98	435
	White and Black African	1		2		3
	Any other ethnic group	1	3			4
	Any other mixed background		1	2		3
	White and Asian		1	1		2
	Indian			1	3	4
	Pakistan			5		5
	Any other Asian			1	1	2
	Chinese			1		1
	Any other Black				3	3
	Any other White background				3	3
Religion or belief		Not known	Not known	Not known	Not known	Not known
Sex		39 (M) 35 (F)	63 (M) 55 (F)	95 (M) 73 (F)	51(M) 61(F)	248(M) 224 (F)
Sexual orientation		0	0	0	0	0

24 The table below shows the value of annual Service Level Agreements (SLAs) that these schools have bought for the current financial year:

<b>2018-19 annual SLA charges (£)</b>	<b>Total for CYPs</b>	<b>Total for Resources</b>	<b>Total for Regeneration and Local Services</b>	<b>Total</b>
Cotsford Junior	14,000	39,000	3,000	55,000
Cotsford Infant	6,000	27,000	2,000	35,000
Yohden Primary	19,000	44,000	3,000	66,000
Our Lady Star of the Sea	15,000	28,000	2,000	45,000
<b>Total by school</b>	<b>53,000</b>	<b>138,000</b>	<b>10,000</b>	<b>201,000</b>

25 In addition, schools buy other SLAs as required, and buy other goods and services from the Council. In 2017-18, the total income from these schools, excluding annual SLAs, was £80,000, most of which was spent on repairs and maintenance and miscellaneous SLAs.

- 26 In the context of finance, members should note that school budgets are set for the financial year, which covers two academic years. Staff restructuring, which is often necessary to balance budgets, often takes effect from September each year, because schools operate on an academic year rather than a financial year. This poses problems in finalising the budgets in April / May for the coming financial year as plans are often not yet fully developed within schools. It is not unreasonable to assume that the outturn position for the primary schools in this area could be better than initially budgeted.
- 27 Members will recall that schools can only set a budget with an in-year deficit, providing that they have sufficient surplus balance (reserves) carried forward to do so. Where a school cannot do this and therefore wishes to set a deficit budget (i.e. its carried forward reserves are less than the amount required to offset the in-year deficit of expenditure over income) it must have permission from the s.151 officer in order to do so.
- 28 The respective duties and responsibilities of schools and local authorities are determined by local schemes of delegation, prepared in line with statutory guidance. These schemes confirm the arrangements for delegation to governing bodies, but also give authorities powers to monitor school budgets and determine whether a school is allowed to set a deficit budget. The scheme also sets out the procedure for dealing with schools causing concern, including the power to require schools to provide budget plans and, in extreme cases, to suspend delegation. Schemes also prohibit authorities from writing-off the deficits of schools with deficit budgets, in order that authorities cannot favour one school over another by allowing one to overspend and write-off the deficit.
- 29 The scheme of delegation allows for deficit budgets, but only for three years, and no more than 20% of the school's budget share, up to a maximum of £750,000.

### **Options analysis**

- 30 The governing bodies of both Cotsford Schools had already began to consider and discuss with the Council their financial viability as part of the ongoing work generally with schools. The opportunity was taken to widen the discussions to include other schools in the area as well as support the aspirations of the governing bodies of the Cotsford Schools.

### ***Amalgamation of Cotsford Infant and Junior School***

- 31 In December 2017, senior officers of the Education Service met with the two local members for Horden and representatives of Horden Nursery, Cotsford Infant and Junior, Yohden Primary and Our Lady Star of the Sea RCVA Primary. The purpose of the meeting was for officers to explain the situation in Horden with falling pupil rolls and the effect this will have currently and in the future in terms of schools maintaining staffing levels to deliver an effective curriculum. The meeting aimed to seek views on the most effective solution.
- 32 Another school within the area is a Roman Catholic Voluntary Aided school, Our Lady Star of the Sea. This school already has a shared head arrangement with another Catholic school in order to support its financial position. It is also at capacity and has no immediate financial concerns.

However, the participation of leaders from this school in the initial review meeting demonstrates that all parties have been included in the process to date.

- 33 Horden Nursery School is an Outstanding Nursery School and because of its reputation attracts pupils from areas beyond Horden. It is not experiencing a fall in pupil numbers and therefore it was felt that at this stage it should not be considered as part of an amalgamation. For reasons given above (paragraph 20) and because in an amalgamation the school would lose its status as a distinct Nursery School and become instead a nursery unit attached to an amalgamated primary school, the involvement of Horden Nursery in this phase of the review did not extend beyond the initial meeting in December 2017.
- 34 The wider regeneration plans for Horden, which includes a railway station, demolition of houses and replacing them with new affordable homes and a location for a new build primary school are material factors influencing the review outcomes at this time.
- 35 These wider regeneration plans were a major focus for the discussions with the school. Whilst there is significant capacity with both Cotsford Schools and Yohden Primary School, any further reduction is uncertain at this time. The meeting agreed that taking this into account, the unanimous view was that an amalgamation of Cotsford Infant and Junior Schools should be the first stage in a potential reorganisation across the Horden area. It was agreed that later consideration will be given to Yohden Primary School and Horden Nursery School when the regeneration plans are sufficiently advanced to involve plans around the potential location of a new school.
- 36 Unlike federation, where schools remain as separate organisations, amalgamation creates a single organisation, even when this operates from several sites.
- 37 An advantage of amalgamation is that a single head teacher would be required, enabling budget savings. Other economies of scale may be possible from the wider staff body and across sites through a potential reduced need for multiple service level agreements. However, an amalgamated school would be funded as a single organisation, so would draw down only one lump sum, thus reducing or negating any savings from staffing and other economies.
- 38 The anticipated loss of lump sum would be £110,000, which would be an additional financial challenge to the combined school.
- 39 Pupil-led funding would not be affected by any amalgamation, but school-led funding would reduce, because the amalgamated school would only receive one set of school led funding. In 2018-19 the reduction in school-led funding compared to that for the separate schools would have been £143,000. The reduction in funding would be less using the National Funding Formula, but would still be a loss of £110,000 in school-led funding.
- 40 As part of the proposed amalgamation of the Infant and Junior schools, it is proposed that a room which is surplus to capacity in the One Point centre, adjacent to the junior school site, will be adapted as a Reception teaching

area. The outdoor area will also be developed and it is proposed that a covered walkway will be constructed to connect this room with the main junior school building. Costs of this development will be met from School Conditions Funding in line with our statutory duties to provide sufficient school places. The One Point centre will be otherwise unaffected and, as the proposed Reception class accommodation is surplus to their need, the utilisation of it is in the interests of all.

- 41 There is a statutory requirement to consult on the proposal to amalgamate schools. It is therefore proposed to conduct a consultation in accordance with the Department for Education (DfE) guidance in accordance with the indicative timeline set out in Appendix 1.

### ***Establish a model of federated schools***

- 42 Under this option, one or more Horden schools would come together to form a single Federation, which would have the benefit of retaining lump sum funding for each separate school in the federation. There is however no desire among school leaders, governors or elected members to form a federated model of the primary schools in this area, therefore this was not a significant consideration and/or realistic option at this stage.
- 43 The financial viability of separate schools is at the heart of the proposal to amalgamate the Cotsford Infants and Juniors, and the educational benefits of creating a single school is considered to outweigh by any financial advantage of retaining lump sums.

### ***Creation of a multi-academy trust (MAT)***

- 44 As with Federation, there is no desire among school leaders, governors or elected members to form a multi-academy trust of the primary schools in this area. Therefore this option has not been a major consideration of the review. Whilst in principle this option would result in no change to existing education provision, either in terms of standards or the scope to respond to falling rolls and the financial challenge this brings any more creatively than amalgamation would, there is no additional advantage in considering it as an option. However, the possibility of creating a future multi-academy trust is not ruled out, and this may be a means of combining a potentially amalgamated Cotsford Primary with Yohden Primary School and other schools in the area at a later stage in the review review, should the governing bodies, elected members and the community wish for this step to be taken.

### ***Other options***

- 45 A “do nothing” scenario would result in no change to existing education provision. It is not a viable solution given the continuing fall in pupil numbers that would no longer support the separate functioning of two schools, Infant and Junior, on two sites. Current financial resources available to the schools would be most effective if pooled, reducing the need for two head teachers and enabling other economies of scale. Doing nothing also conflicts with a general Council approach to bringing together infant and junior schools, where possible and appropriate, outlined in paragraph 43.

- 46 The other options mentioned in the Cabinet report of November 2017 include creating a through-school, raising funds through additional sources of income and closure or part-closure. In effect, these options are less relevant in the case of Horden, although the proposal to amalgamate two schools to become a through-primary, and the subsequent rescinding of one school's Unique Reference Number (URN) does, in part, correspond with some of them. The option of exploring alternative sources of income is unviable when the falling rolls indicate a more satisfactory long-term solution through amalgamation.

### **Pupil Projections – Horden Area**

- 47 The longer term regeneration ambitions of the Horden area, where future school places will be required, would tend against closure of schools, but the current predictions indicate little or no growth up to at least 2024/25.

School	Capacity	Projected Rolls					
		NOR as at 28 Sept. 2018	2018/19 2019/20	2020/21	2021/22	2022/23	2023/24
Cotsford Junior School	164	110	88	97	89	89	88
Cotsford Infant School	120	64	70	57	59	50	52
Yohden Primary School	270	158	156	161	155	143	133
Our Lady Star of the Sea	119	112	105	98	94	89	83
<b>TOTAL</b>	<b>673</b>	<b>-444</b>	<b>417</b>	<b>413</b>	<b>397</b>	<b>371</b>	<b>-346</b>
Surplus Places		229	256	260	276	302	327
% Surplus Places		34%	38%	39%	41%	45%	49%

Whilst there is significant spare capacity currently and into the foreseeable future, given the regeneration plans in this area, the considered view is that the capacity of the three school sites is still required.

- 48 In a situation of reducing pupil numbers, and where infant and junior schools have operated separately, it has been a general Council approach to amalgamate schools where it is practicable to do so to form primary schools so children can benefit from primary education in one school rather than changing schools at age 7. An amalgamation would lead to a larger and more viable school being established rather than two small schools. In this case, the commitment to amalgamate from both sets of governors confirms the option as the most prudent.
- 49 Under a single leadership arrangement, cost-savings of c£63,000 per annum will be made, and additional staffing reductions would be possible from having the school on a single site in future, bringing about a sustainable financial position. However, the amalgamation will lead to the long-term loss of one lump sum from formula funding, which is likely to be £110,000 per year, once the National Funding Formula replaces local formulas. The amalgamated school would qualify for a split-site allowance, which in the local formula would

be worth around £50,000, but it is not certain that it would qualify under the National Funding Formula, and if it did, how much this would be worth.

- 50 In April 2018, Cotsford Infant School was subject to an Ofsted Inspection and received a judgement of 'Good' but with a re-inspection required within approximately 18 months. The inspection acknowledged that since the previous inspection in 2013, the school had faced some difficulties caused by a falling rolls which have resulted in the need to lose staff and reorganise classes. This has in turn caused standards of attainment to vary from year to year and the report acknowledged that the school had been challenged to keep pace with the improvements in attainment seen nationally. This outcome led governors of both schools to agree that the head teacher of the Infants, currently acting head teacher for both schools, should focus all attention on improving the Infant School for the time being.
- 51 Consequently, further work to pursue a single leadership arrangement across both schools was temporarily suspended, and in the meantime the local authority is supporting the schools with additional leadership capacity: an experienced head teacher has been attached to the schools from the second half of the summer term 2018.
- 52 The Ofsted inspection of Cotsford Junior School is anticipated to take place in the autumn term 2018.
- 53 Amalgamation continues to be viewed as the main way of assuring future financial stability for the schools in the area. Plans to incorporate Yohden Primary and Horden Nursery in a future amalgamation remain under consideration. As the wider Horden regeneration plan develops, the future location of a single amalgamated primary will be determined.

## **Conclusions**

- 54 This report provides Cabinet with details of the work that has been undertaken as part of the review of education provision in County Durham which was agreed by Cabinet on 15 November 2017.
- 55 Currently, there is a Nursery, Infant, Junior and 2 Primary schools in Horden. A One Point centre is next to the Junior School. Pupil numbers across all schools, with the exception of Horden Nursery School, are reducing significantly, requiring schools to undertake staffing reductions over the last few years to help maintain a balanced budget. However, they are now facing financial difficulties as a result of such low pupil numbers.
- 56 In general, during the review process involving the schools in the Horden area, all relevant parties have undertaken discussion to the point of agreeing a preferred option which is now to be put before Cabinet as a recommendation in this report.
- 57 There are wider regeneration plans for the Horden area, and the proposals to amalgamate schools in order to provide economies of scale and greater resilience have been developed with full involvement of elected members, school leaders and governors of all affected schools.

- 58 A recent Ofsted inspection of Cotsford Infant School and an anticipated inspection of Cotsford Junior School in the autumn term 2018 have led, by mutual agreement of all parties, to a temporary suspension of work to pursue a single leadership arrangement across both schools. However the local authority continues to support the schools with additional leadership capacity and an experienced head teacher has been attached to the schools from the second half of the summer term 2018, to ensure that the best possible outcome from inspection is achieved and that consequently the anticipated amalgamation is given the best possible chance of success.

59 To enable an amalgamation to be effectively implemented for 1 September 2019, consultation commenced in the first week of November 2018, furthered through a Delegated Decision Report. Consultation will be held in accordance with DfE statutory guidance and, depending on the outcome of consultation, a Cabinet decision will be possible in time for a properly planned implementation of the proposal, which will proceed following due process.

## Recommendations

- 60 Cabinet is recommended to:

  - (a) support the agreement reached between Cotsford Infant and Junior Schools to amalgamate;
  - (b) agree to formally consult on the proposed amalgamation of the Cotsford Infant and Junior Schools in accordance with the timescales set out at Appendix 1; and
  - (c) Note that a further report be presented to Cabinet with the outcome of the consultation and proposed next steps in May 2019.

Contact: Phil Hodgson Tel: 03000 265 842

## Background papers

# Report to Cabinet 14 December 2016

## Strategy for School Organisation and the Pattern and Provision of Schools across County Durham

## Report to Cabinet 12 July 2017 Revenue and Capital Outturn 2016/17

## Report to Cabinet 13 September 2017 Quarter 1 Forecast of Outturn 2017/18

# Report to Cabinet 15 November 2017

## Review of School Provision in County Durham: Ensuring Financial Sustainability of Schools

## Report to Cabinet 13 December 2017 Mainstream Primary and Secondary Funding Formula 2018-19

Report to Cabinet 13 June 2018  
Maintained Schools Budget Plans and Permission to Set Deficit Budgets 2018/19

Report to Cabinet 12 September 2018  
Forecast of Revenue and Capital Outturn 2018/19 – Period to 30 June 2018

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## **Appendix 1: Implications**

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### **Finance**

Schools are funded through Dedicated Schools Grant and operate to delegated budgets, which are the responsibility of individual school governing bodies. Where a school wishes to set a deficit budget (where its spending exceeds its resources in year) it can only do so in accordance with EFA guidance and the Scheme of Financing for Schools and with the permission of the Council's S151 Officer. In accordance with legal obligations, the S151 Officer may not continue to allow a school to set a deficit budget without a robust business plan that indicates the removal of any deficit over time.

The report outlines the significant financial difficulties that continue to be experienced by schools, the work that has been undertaken with these schools and the options that will need to be explored in terms of a solution to these problems.

The National Funding Formula puts more funding into pupil-led factors than school-led factors, which could create longer-term challenges for smaller schools, because the increase in pupil-led funding will be of less benefit to schools with smaller numbers of pupils.

The proposals contained in this report are to amalgamate Cotsford Infant and Junior Schools to form a new single Primary School. This will result in a single leadership arrangement, with cost-savings of c£63,000 per annum expected, with additional staffing reductions possible from having the school on a single site in future, bringing about a sustainable financial position. The amalgamation will however lead to the long-term loss of one lump sum from formula funding, which is likely to be £110,000 per year, once the National Funding Formula replaces local formulas. The amalgamated school would qualify for a split-site allowance, which in the local formula would be worth around £50,000, but it is not certain that it would qualify under the National Funding Formula, and if it did, how much this would be worth.

### **Staffing**

Potential impact on school staff through re-structuring to address deficit balances, or through amalgamation/federation of schools, is indicated in this report. In cases where there are adjustments to any employment terms and conditions, these will be fully negotiated through the relevant trade unions.

### **Risk**

A key risk is that, as a consequence of actions taken by the County Council (including the failure to make timely interventions), pupils and students do not receive an adequate education. There is an additional risk of reputational damage if the Council does not appear to be able to resolve the problem of schools operating with significant and sometimes increasing budgetary difficulties, and allows some schools to continue to set deficit budgets whilst requiring other schools to balance their budgets.

The s.151 officer must sign-off the budget for schools with a deficit budget plan and needs to be able to justify doing so in terms of each school having a robust plan to recover from its deficit. The scheme of delegation allows for deficit budgets, but only for three years, and no more than 20% of the school's budget share, up to a maximum of £750,000. There is a risk of legal challenge from the Department for Education if this statutory function is neglected. There is a risk of external auditors

calling into question the actions of the s.151 officer if no credible plans are agreed to resolve the issues described in this report and the Cabinet report of November 2017.

### **Equality and Diversity / Public Sector Equality Duty**

The proposal to amalgamate Cotsford Infant and Junior Schools into a single primary school will benefit pupils, staff and parents. Education will be provided in an improved environment to provide a positive learning experience for children and the amalgamation will enhance education provision in the area and provide equal access to all. Furthermore, creating a single primary school will enable more efficient use of resources with one Head Teacher and one leadership team.

The focus on improved education outcomes is seen as a positive experience in a child's education and ensures that children who are protected under the Equality and Diversity/Public Sector Equality Duty can maximise their potential. The main groups affected are children attending Cotsford Infant and Junior Schools, their families and staff.

An Equality Impact Assessment is attached as Appendix 2.

### **Accommodation**

If school closures are proposed as part of the review of provision, accommodation will be an implication, but this has not formally happened to date. Transfer of maintained schools to become academies may have implications in terms of accommodation where school premises are used by the community under arrangements set up with a maintained school.

### **Crime and Disorder – none**

### **Human Rights**

Human rights are not affected by the recommendations in this report.

### **Consultation**

As paragraph 42 explains, there is a statutory requirement to consult on the proposal to amalgamate the Cotsford Schools. The table below sets out the expected timescales for the consultation, which will be conducted in accordance with the Department for Education guidance:

<b>Date</b>	<b>Stage</b>
19 November 2018 – 30 December 2018 (6 weeks)	<b>Consultation</b> All responses received by the closing date will be considered and included in a report for the council to consider and decide whether to take the proposal forward.
January/February 2019 (4 weeks)	<b>Statutory Public Notice</b> If the council decides to proceed with the proposal, statutory notices would be published in the local newspaper, posted on school gates and on the DCC website. These notices would provide an opportunity for comments or objections to be made.
April 2019	<b>Decision Making</b> Durham County Council's Cabinet would consider responses to the statutory notice and make the final decision whether to agree the proposal or not.

April 2019 – September 2019	Preparation for the primary school opening, if the proposal is approved. This includes establishing a Governing Body, appointing a Head Teacher, consulting on a proposed staffing structure, deciding on opening and closing times, deciding on any changes to school uniform.
September 2019	Single school opens.

**Procurement – n/a**

**Disability Issues**

See 'Equality and Diversity' above.

**Legal Implications**

The actions described in this report are intended to comply with the Council's duty to exercise its education functions with a view to promoting high standards and the fulfilment of each pupil's learning potential in accordance with S 13 A of the Education Act 1996.

The Corporate Director Resources is responsible by virtue of Section 151 of the Local Government Act 1972 for the administration of the authority's financial affairs. The Corporate Director Resources also has a duty to report certain matters to the authority by virtue of Section 114 of the Local Government Finance Act 1988.

The funding framework governing schools finance, which replaced Local Management of Schools, is based on the legislative provisions in sections 45-53 of the School Standards and Framework Act 1998. Under this legislation the Council is required to publish a Scheme of Financing for Schools. The scheme sets out the financial relationship between the authority and the maintained schools which it funds, including the respective roles and responsibilities of the authority and the schools. The scheme does not limit unreasonably the flexibility of schools to control and deploy their budgets, recognising the need for public monies are involved to be properly accounted for and recorded. The scheme includes provisions which are binding on both parties. Under the scheme, any deficits of expenditure against budget share (formula funding and other income due to the school) in any financial year will be charged against the school and will be deducted from the following year's budget share to establish the funding available to the school for the coming year.

Schools cannot set a deficit budget without the prior agreement in writing of the authority. For clarity, a deficit budget is one where the gross expenditure in the budget plan exceeds the total of funding, income and the balance (surplus or deficit) brought forward from the previous year. This consent is given by the Section 151 officer - Corporate Director, Resources.

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## **Appendix 2:**

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### **Durham County Council Equality Impact Assessment**

**NB:** The Public Sector Equality Duty (Equality Act 2010) requires Durham County Council to have 'due regard' to the need to eliminate unlawful discrimination, harassment and victimisation, advance equality of opportunity and foster good relations between people from different groups. Assessing impact on equality and recording this is one of the key ways in which we can show due regard.

#### **Section One: Description and Screening**

<b>Service/Team or Section</b>	Education, School Places and Admissions
<b>Lead Officer</b>	Graeme Plews
<b>Title</b>	School Places and Admissions Manager
<b>MTFP Reference (if relevant)</b>	N/A
<b>Cabinet Date (if relevant)</b>	April 2019
<b>Start Date</b>	November 2018
<b>Review Date</b>	April 2019

#### **Subject of the Impact Assessment**

Please give a brief description of the policy, proposal or practice as appropriate (a copy of the subject can be attached or insert a web-link):
Based on pupil planning forecasts, there is a need to consider the long term provision of Nursery/Primary provision in some public place planning areas. Horden is one of these areas and was included in the first phase of the area based reviews of schools provision launched in November 2017.  Proposal to amalgamate Cotsford Infant and Junior Junior Schools into a single primary school in the premises of Cotsford Junior School and Horden One Point from 1 September 2019.  The proposal would see the closure of the current Infant School site. A room which is surplus to capacity in the One Point centre (adjacent to the junior school site) would be adapted as a Reception teaching area. A covered walkway would be constructed to connect this room with the main junior school building which would be occupied by years 1 through 6.

Who are the main stakeholders? (e.g. general public, staff, members, specific clients/service users):

General Public, Governors, Staff, pupils Cotsford Infant and Junior Junior Schools, providers of Early Years Education, Elected Members, MPs, Neighbouring Schools, Trade Unions, Diocese, Department for Education, Community Groups, Parish Councils, Residents' Associations, AAP Board, CYPS/DCC Staff. Parents/Carers

## Screening

Is there any actual or potential negative or positive impact on the following protected characteristics?

Protected Characteristic	Negative Impact Indicate: Y = Yes, N = No, ? = unsure	Positive Impact Indicate: Y = Yes, N = No, ? = unsure
Age	? – relating to staff	N
Disability	? – relating to staff	N
Marriage and civil partnership (workplace only)	N	N
Pregnancy and maternity	N	N
Race (ethnicity)	N	N
Religion or Belief	N	N
Sex (gender)	? – relating to staff	N
Sexual orientation	N	N
Transgender	N	N

Please provide **brief** details of any potential to cause adverse impact. Record full details and analysis in the following section of this assessment.

The main groups affected by this proposal are pupils attending Cotsford Infant and Junior Schools, their families and staff. It is not expected that pupils and their families will be adversely affected.

A new staffing structure will be established for the single site school. This should enable efficiencies to be made, particularly in the business support and caretaking posts. Change management processes will be followed to ensure fair treatment of any affected staff

How will this policy/proposal/practice promote our commitment to our legal responsibilities under the public sector equality duty to:

- eliminate discrimination, harassment and victimisation,
- advance equality of opportunity, and
- foster good relations between people from different groups?

Amalgamating Cotsford Infant and Junior Schools into a single primary school will enhance education provision in the area and will lead to a more sustainable establishment for the long term that will bring about educational improvement and will continue to provide equal access for all. Furthermore, the amalgamation will lead to a more efficient use of resources.

A 6 week consultation is proposed for November and December 2018. Consultation documents will be distributed widely and meetings will be held with Governors and Staff of Cotsford Infant and Junior Schools, parents, and members of the local community at an Information Sharing Evening. Stakeholders will be invited to respond in a variety of ways: written responses using the response form attached to the consultation document, letter, email or completing the response form online via the County Council's website. Alternative formats will be available on request

## Evidence

What evidence do you have to support your findings?

Please **outline** your data sets and/or proposed evidence sources, highlight any gaps and say whether or not you propose to carry out consultation. Record greater detail and analysis in the following section of this assessment.

The schools are experiencing a significant fall in pupil rolls and have had to make staffing reductions to balance the budget. Amalgamating Cotsford Infant and Junior Schools into a single primary school will lead to a larger and more viable school being established rather than two small schools.

## Screening Summary

On the basis of this screening is there:	Confirm which refers (Y/N)
Evidence of actual or potential impact on some/all of the protected characteristics which will proceed to full assessment?	<b>Yes</b> – relating to potential impacts on staff
No evidence of actual or potential impact on some/all of the protected characteristics?	<b>Yes</b> – relating to pupils

## Sign Off

Lead officer sign off:	Date:
Service equality representative sign off:	Date:

If not proceeding to full assessment please return completed screenings to your service equality representative and forward a copy to [equality@durham.gov.uk](mailto:equality@durham.gov.uk)  
 If you are unsure of potential impact please contact the corporate research and equalities team for further advice at [equality@durham.gov.uk](mailto:equality@durham.gov.uk)

## Section Two: Data analysis and assessment of impact

Please provide details on impacts for people with different protected characteristics relevant to your screening findings. You need to decide if there is or likely to be a differential impact for some. Highlight the positives e.g. benefits for certain groups, advancing equality, as well as the negatives e.g. barriers for and/or exclusion of particular groups. Record the evidence you have used to support or explain your conclusions. Devise and record mitigating actions where necessary.

Protected Characteristic: Age																									
What is the actual or potential impact on stakeholders?	Record of evidence to support or explain your conclusions on impact.	What further action or mitigation is required?																							
Age profile of employees identifies a larger proportion of employees 45-64 at Cotsford Junior school. Therefore any future proposals may have a potential disproportionate impact on this group of employees	<table border="1"> <thead> <tr> <th>Row Labels</th> <th>Count of Age profile</th> </tr> </thead> <tbody> <tr> <td>Cotsford</td> <td></td> </tr> <tr> <td>Infant</td> <td>17</td> </tr> <tr> <td>25-44</td> <td>8</td> </tr> <tr> <td>45-64</td> <td>9</td> </tr> <tr> <td>Cotsford</td> <td></td> </tr> <tr> <td>Junior</td> <td>20</td> </tr> <tr> <td>16-24</td> <td>2</td> </tr> <tr> <td>25-44</td> <td>4</td> </tr> <tr> <td>45-64</td> <td>14</td> </tr> <tr> <td><b>Grand Total</b></td> <td><b>37</b></td> </tr> </tbody> </table>	Row Labels	Count of Age profile	Cotsford		Infant	17	25-44	8	45-64	9	Cotsford		Junior	20	16-24	2	25-44	4	45-64	14	<b>Grand Total</b>	<b>37</b>	update of equality analysis based on forward plans.	
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Protected Characteristic: Disability			
What is the actual or potential impact on stakeholders?	Explain your conclusion considering relevant evidence and consultation	What further action or mitigation is required?	
.	Due to low number of employees disclosing whether or not they have disability it is difficult to determine whether the proposals will have a	Reasonable adjustments will be made where required.	

	potential impact on disabled employees	
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Protected Characteristic: <b>Marriage and civil partnership (workplace only)</b>		
What is the actual or potential impact on stakeholders?	Explain your conclusion considering relevant evidence and consultation	What further action or mitigation is required?
	Employee data not disclosed	

Protected Characteristic: <b>Pregnancy and maternity</b>		
What is the actual or potential impact on stakeholders?	Explain your conclusion considering relevant evidence and consultation	What further action or mitigation is required?
	Employee data not disclosed	

Protected Characteristic: <b>Race (ethnicity)</b>																								
What is the actual or potential impact on stakeholders?	Explain your conclusion considering relevant evidence and consultation	What further action or mitigation is required?																						
Based on the ethnicity staff profile it is not thought that the proposals will have a significant impact as the larger proportion of staff have declared themselves as White British.	<p>.</p> <table border="1"> <thead> <tr> <th>Row Labels</th> <th>Ethnic origin</th> </tr> </thead> <tbody> <tr> <td><b>Cotsford</b></td> <td></td> </tr> <tr> <td><b>Infant</b></td> <td><b>17</b></td> </tr> <tr> <td>Not disclosed</td> <td>2</td> </tr> <tr> <td>WhiteBrit</td> <td>15</td> </tr> <tr> <td><b>Cotsford</b></td> <td></td> </tr> <tr> <td><b>Junior</b></td> <td><b>20</b></td> </tr> <tr> <td>Not disclosed</td> <td>2</td> </tr> <tr> <td>WhiteBrit</td> <td>17</td> </tr> <tr> <td>WhiteIrish</td> <td>1</td> </tr> <tr> <td><b>Grand Total</b></td> <td><b>37</b></td> </tr> </tbody> </table>	Row Labels	Ethnic origin	<b>Cotsford</b>		<b>Infant</b>	<b>17</b>	Not disclosed	2	WhiteBrit	15	<b>Cotsford</b>		<b>Junior</b>	<b>20</b>	Not disclosed	2	WhiteBrit	17	WhiteIrish	1	<b>Grand Total</b>	<b>37</b>	update of equality analysis based on forward plans.
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Protected Characteristic: <b>Religion or belief</b>		
What is the actual or potential impact on stakeholders?	Explain your conclusion considering relevant evidence and consultation	What further action or mitigation is required?
	Employee data – non disclosed	

Protected Characteristic: <b>Sex (gender)</b>																						
What is the actual or potential impact on stakeholders?	Explain your conclusion considering relevant evidence and consultation	What further action or mitigation is required?																				
Gender profile of employees. The gender profile of all employees identifies a larger proportion of female employees. Therefore any future proposals may have a potential disproportionate impact on this group of employees.	<p>.</p> <table border="1"> <thead> <tr> <th>Row Labels</th> <th>Gender</th> </tr> </thead> <tbody> <tr> <td><b>Cotsford</b></td> <td></td> </tr> <tr> <td><b>Infant</b></td> <td><b>17</b></td> </tr> <tr> <td>F</td> <td>16</td> </tr> <tr> <td>M</td> <td>1</td> </tr> <tr> <td><b>Cotsford</b></td> <td></td> </tr> <tr> <td><b>Junior</b></td> <td><b>20</b></td> </tr> <tr> <td>F</td> <td>18</td> </tr> <tr> <td>M</td> <td>2</td> </tr> <tr> <td><b>Grand Total</b></td> <td><b>37</b></td> </tr> </tbody> </table>	Row Labels	Gender	<b>Cotsford</b>		<b>Infant</b>	<b>17</b>	F	16	M	1	<b>Cotsford</b>		<b>Junior</b>	<b>20</b>	F	18	M	2	<b>Grand Total</b>	<b>37</b>	Update of equality analysis based on forward plans.
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Protected Characteristic: <b>Sexual orientation</b>		
What is the actual or potential impact on stakeholders?	Explain your conclusion considering relevant evidence and consultation	What further action or mitigation is required?
	Employee data not disclosed	

Protected Characteristic: <b>Transgender</b>		
What is the actual or potential impact on stakeholders?	Explain your conclusion considering relevant evidence and consultation	What further action or mitigation is required?
	Employee data not disclosed	

### Section Three: Conclusion and Review

#### Summary

Please provide a brief summary of your findings stating the main impacts, both positive and negative, across the protected characteristics.
There is evidence that there would be potential or actual impact on protected groups of staff (teaching, support or caretaking) and governors. In particular there are potential impacts in relation to age and gender.

Will this promote positive relationships between different communities? If so how?

**Action Plan**

Action	Responsibility	Timescales for implementation	In which plan will the action appear?

**Review**

Are there any additional assessments that need to be undertaken? (Y/N)	
When will this assessment be reviewed? Please also insert this date at the front of the template	

**Sign Off**

Lead officer sign off:	Date:
Service equality representative sign off:	Date:

Please return the completed form to your service equality representative and forward a copy to [equalityies@durham.gov.uk](mailto:equalityies@durham.gov.uk)

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