

Wednesday, 15 January 2025

CABINET

A meeting of **Cabinet** will be held on

Thursday, 23 January 2025

commencing at **5.30 pm**

The meeting will be held in the Banking Hall, Castle Circus entrance on the left corner of the Town Hall, Castle Circus, Torquay, TQ1 3DR

Members of the Committee

Councillor David Thomas (Chairman)

Councillor Billings

Councillor Jacqueline Thomas

Councillor Bye

Councillor Tranter

Councillor Chris Lewis

Councillor Tyerman

A Healthy, Happy and Prosperous Torbay

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Governance Support, Town Hall, Castle Circus, Torquay, TQ1 3DR

Email: governance.support@torbay.gov.uk - www.torbay.gov.uk

CABINET AGENDA

1. **Apologies**
To receive apologies for absence.
2. **Minutes** (Pages 5 - 10)
To confirm as a correct record the Minutes of the meeting of the Cabinet held on 9 January 2025.
3. **Disclosure of Interests**
 - (a) To receive declarations of non pecuniary interests in respect of items on this agenda.

For reference: Having declared their non pecuniary interest members may remain in the meeting and speak and, vote on the matter in question. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.
 - (b) To receive declarations of disclosable pecuniary interests in respect of items on this agenda.

For reference: Where a Member has a disclosable pecuniary interest he/she must leave the meeting during consideration of the item. However, the Member may remain in the meeting to make representations, answer questions or give evidence if the public have a right to do so, but having done so the Member must then immediately leave the meeting, may not vote and must not improperly seek to influence the outcome of the matter. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.

(Please Note: If Members and Officers wish to seek advice on any potential interests they may have, they should contact Governance Support or Legal Services prior to the meeting.)
4. **Urgent Items**
To consider any other items the Chairman decides are urgent.
5. **Matters for Consideration**
6. **Outcomes on the Proposal for a Locality Model for Special Educational Needs in Torbay: Improving Support for Special Educational Needs and Disability (SEND)** (Pages 11 - 70)
To consider a report on the above.
7. **Torbay Food Strategy** (Pages 71 - 90)
To consider a report that seeks endorsement of the Torbay Food Strategy.

8. **Torbay and Devon Safeguarding Adult Partnership (TDSAP) Annual Report 2023/2024** (Pages 91 - 130)
To consider the annual report of the Torbay and Devon Safeguarding Adult Partnership (TDSAP).
9. **Torbay Council Annual Pay Policy Statement and Review of Pensions Discretions** (Pages 131 - 154)
To consider a report and recommend to Council the Torbay Council Annual Pay Policy Statement and Review of Pensions Discretions.
10. **Appointment of Member Champions** (To Follow)
To consider a report on the above.

Live Streaming and Hybrid Arrangements

To encourage more people to engage in our public meetings the Council is live streaming our Cabinet meetings on our YouTube channel in addition to recording the meetings and publishing the recording on our website. To watch the meeting live please visit <https://www.youtube.com/user/torbaycouncil>.

We are also using hybrid meeting arrangements to enable officers and Councillors who are not members of the Cabinet to either attend the meeting in person or to attend the meeting remotely via Zoom. Anyone attending the meeting remotely must use their raise hand function when they wish to speak and to declare any interests at the appropriate time. If anyone attending the meeting remotely loses connection the meeting will continue and they will have the option to follow the meeting via the YouTube live stream.

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Minutes of the Cabinet

9 January 2025

-: Present :-

Councillor David Thomas (Chairman)

Councillors Billings, Bye, Chris Lewis, Jacqueline Thomas, Tranter and Tyerman

(Also in attendance: Councillors Amil, Brook, Cowell, George Darling, Douglas-Dunbar, Fellows, Foster, Fox, Law, Long, Maddison, Spacagna and Tolchard)

76. Minutes

The Minutes of the meeting of the Cabinet held on 17 December 2024 were confirmed as a correct record and signed by the Chairman.

77. Disclosure of Interests

No interests were declared.

78. Matters for Consideration

The Cabinet considered the following matter, full details of which (including the Cabinet's decisions) are set out in the Record of Decision appended to these Minutes.

79. English Devolution White Paper

Chairman/woman

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Record of Decisions

English Devolution White Paper

Decision Taker

Cabinet on 09 January 2025.

Decision

1. That, in light of the policy position of the Government for universal coverage of Strategic Authorities, and in recognition that the most far-reaching and flexible powers will be given to Mayoral Strategic Authorities, support for a Mayoral Strategic Authority comprising of Cornwall, Devon, Plymouth and Torbay, should agreement be reached by all authorities, be confirmed.
2. That the Chief Executive be instructed to prepare an evidence base and develop an options appraisal for Local Government reorganisation, for consideration by the Council in due course.

Reason for the Decision

To respond to the Government's English Devolution White Paper that was published on 16 December 2024.

Implementation

The decision in respect of the English Devolution White Paper will come into force immediately as the decision maker has decided that any delay likely to be caused by the call-in process would prejudice the public and the Council's interest. The Overview and Scrutiny Co-ordinator was consulted on 2 January 2025.

Information

The Government published its English Devolution White Paper on 16 December 2024. One of the Government's priorities within the White Paper was in respect of widening devolution across England, with an approach of "universal" and "devolution by default," rather than the current deals-based approach. The White Paper clearly set out that the most far-reaching and flexible powers would be for Mayoral Strategic Authorities, describing it as "unprecedented powers and budgets for Mayors," including:

- Flexible allocated funding, with a long-term investment fund and, once the area has qualified, funding granted through a flexible Integrated Settlement,
- A representative sitting on the Council of Nations and Regions,
- A representative on the Mayoral Council,
- A mandate to develop a Local Growth Plan, with local growth priorities agreed with the Government providing focus for central government and regional collaboration,
- Membership of the Mayoral Data Council,
- Powers drawn from a strengthened Devolution Framework, with a significant devolution offer that will continue to grow over time,
- A clear pathway to unlocking higher levels of devolution reserved for the most mature institutions, including access to the Integrated Settlement which will grow in scope over time.

In light of the benefits of a Mayoral Strategic Authority to areas and residents, informal discussions about the potential to create the same across upper tier councils in Cornwall and Devon had taken place. Whilst it had not been possible to finalise an agreement at this stage, but in recognition of the national direction of travel of universal coverage of strategic authorities and the drive for these to be Mayoral, the Cabinet wished for its support for the same to be noted.

In relation to the contents of the White Paper regarding Local Government re-organisation, it was understood that all two tier areas, together with small neighbouring authorities would receive an invitation from Government during January 2025 to submit proposals for the same. It was understood that interim proposals would be due in March 2025 with final proposals due in either May or Autumn 2025 (dependent upon engagement in priority programmes).

The development of proposals for Local Government reorganisation would need to be informed by a detailed evidence base that ensured that all relevant factors were taken into account. It was important that Officers started to work on developing an evidence base, working with the other authorities across Devon to gather all of the necessary information in order to prepare an options appraisal for Council to consider.

At the Cabinet meeting, and after hearing the views of other members present, Councillor David Thomas proposed and Councillor Chris Lewis seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

The Government had confirmed that, regardless of the publication of the White Paper, the Devon and Torbay Combined County Authority (DT CCA) would be established in February/March 2025. As set out in the White Paper, the DT CCA will automatically become a Foundation Strategic Authority with the proposed Devolution Framework indicating very similar powers to those which the DT CCA is expected to hold from its inception.

In deepening and widening devolution in England, the Government had set out principles around the geographies of Strategic Authorities. The default assumption was for them to have a combined population of 1.5 million or above (although it is accepted that in some places smaller authorities may be necessary). The geographies must not create devolution “islands” by leaving areas which were too small to go it alone or which did not have natural partners. The draft Statutory Instrument and emerging Constitution makes clear that, within the emerging DT CCA, a non-constituent seat was available to Plymouth City Council should they wish to take this place up. The Leaders of Torbay Council and Devon County Council had also stated that the door was open to Plymouth to join as a Constituent Member in the future. It was an option therefore to maintain our status (with Devon) as a Foundation Strategic Authority and in the absence of proposals for a Mayoral Strategic Authority this would be the default position. It would also be an option to seek to be become a Mayoral Strategic Authority with other authorities, however it should be noted that no other authorities have expressed a desire to do so.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

10 January 2025

Signed: _____ Date: 10 January 2025
Leader of Torbay Council on behalf of the Cabinet

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Meeting: [Cabinet Meeting](#) **Date:** [23 January 2025](#)

Wards affected: [All](#)

Report Title: [Outcomes on the Proposal for a Locality Model for Special Educational Needs in Torbay: Improving Support for Special Educational Needs and Disability \(SEND\).](#)

When does the decision need to be implemented? [January 2025](#)

Cabinet Member Contact Details: [Councillor Nick Bye, Cabinet Member for Children's Services](#)
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Director Contact Details: [Nancy Meehan, Director for Children's Services](#)
nancy.meehan@torbay.gov.uk

1. Purpose of Report

- 1.1 In 2021, a joint inspection between Ofsted and the Care Quality Commission (CQC) found that Torbay's SEND systems work in silos and do not promote collaboration easily. In addition, they found that parents felt they had to 'fight' for support through an Education, Health and Care Plan (EHCP) and wait for a specialist assessment or diagnosis. Since 2021, a huge amount of improvement work has been happening across the local area, however the impact has been more limited than we would have wanted for our children and their families.
- 1.2 Following a full Needs Analysis and Review of the SEND provision within Torbay, alongside the increasing demand for specialist education support, it is being proposed to implement a locality model across the area, in order to bring services together to support the children and young people of Torbay in their local community to build inclusive Ordinarily Available Provision, reducing the requirement for an EHCP to receive support and therefore reduce the wait that families are experiencing in receiving the support that their children need to thrive. Following the consultation rather than proceeding to implement a locality model as a final model it is proposed to pilot it with a range of interested parties who wish to be a part of the same, with the outcome of the pilot to be presented to Cabinet in early 2026.
- 1.3 Through the pilot this model will see whole communities coming together to support children and young people within their local area. Torbay's SEND provision will become

needs-led, focusing on the needs of children and young people within each local area, and allowing local stakeholders to make decisions on how the children and young people's needs can best be met.

2. Reason for Proposal and its benefits

- 2.1 The proposals in this report help Torbay Council to deliver our vision of a healthy, happy and prosperous Torbay by ensuring that, where it is appropriate, children and young people are being educated and supported successfully within their home communities. Confidence within the education system will grow and the children and young people of Torbay will thrive within their education journey and into adulthood.
- 2.2 The reasons for the proposal and need for the decision are to work at pace to ensure early support and intervention can reach children and young people without delay, to allow them to be able to meet their outcomes successfully.
- 2.3 The proposal for a Torbay locality model will enable better use of the expertise in the system by developing a way to allow families, colleagues in health, education and social care to work together. This will in turn ensure a full focus on better outcomes for children and young people which will directly affect the future local workforce and prosperity of Torbay residents.
- 2.4 By enabling the school and SEND system to develop into a community-based approach, Torbay will be reducing the need for families and their children to wait to receive a statutory Education, Health and Care Plan (EHCP) or a medical diagnosis before any support or specialist provision can be offered. This will enable early intervention to be at the forefront of support for the young residents of Torbay.
- 2.5 This proposal will help all children and young people to thrive at school, be valued, visible, and supported to feel that they are included in their local communities, and are better prepared for a happy, healthy, and productive adulthood.
- 2.6 This model will offer a more effective use of the money available and therefore develop a more financially sustainable school system.

3. Recommendation(s) / Proposed Decision

- 3.1 That the 'blueprint' for a "Torbay Locality Model" be approved as the framework for a pilot for those parties wanting to be a part of the same;
- 3.2 That the Director of Children Services, in consultation with the Cabinet Member for Children's Services, be given delegated authority to develop the scope and operating procedures of the pilot with interested parties, schools and clusters in order for the pilot model to run between June and December 2025, and the outcomes of the pilot be presented to Cabinet in early 2026;

- 3.3 That the Director of Children Services be instructed to continue to work with other schools not in the pilot, to grow confidence and coproduce a Locality system which they can support;
- 3.4 That the Head of Legal Services be instructed to undertake all necessary arrangements to extend the lease held by People's Parkfield to include a lease of the MySpace building at Parkfield, with the requirement that Mayfield Sixth Form is provided with a sub-lease;
- 3.5 That the Director of Children Services be instructed to co-produce a Service Level Agreement with People's Parkfield and Mayfield Sixth Form, which ensures that Mayfield Sixth Form can be a long-term tenant on the site (ensuring financial sustainability for the building), whilst key groups in the community such as Electively Home Educated families, Youth Services. Care experienced and cared for children and other disadvantaged young people, can be provided for in this newly run community model;
- 3.6 That Torbay Education Limited ceases to trade as an arm's length company of Torbay Council, as the staff delivering Medical Tuition Services transition to a new delivery model in line with the outcomes of the consultation; and
- 3.7 That the Chief Executive be given delegated authority to oversee the practical arrangements, to bring about the cessation of Torbay Education Limited as an arm's length company of the Council

Appendices

Appendix 1: Locality Proposal Consultation Evaluation.

Appendix 2: Pilot Locality Proposal

1. Introduction

- 1.1 In 2021, a joint inspection between Ofsted and the Care Quality Commission (CQC) found that Torbay's SEND systems work in silos and do not promote collaboration easily. In addition, they found that parents felt they had to 'fight' for an Education, Health and Care Plan (EHCP) and wait for a specialist assessment or diagnosis. Since 2021, a huge amount of improvement work has been happening across the local area, however parents are not seeing the full impact for them and their children. A recent Local Government Association Review found a dire situation in terms of our outcomes for children and young people with additional needs. They reported the following stark analysis:
- *42% rise in EHCPs between 2017-22 and continued rise in requests to assess*
 - *Only 2 of 5 non-selective secondary schools are Ofsted Good or better with nearly 47% of Torbay resident secondary school students attending provision that is currently less than good*
 - *Suspensions are rising rapidly with only Norfolk suspending a greater proportion at primary;*
 - *75% of all exclusions are children with SEND (88% in primary schools)*
 - *Those excluded struggle to find mainstream places due to resistance from schools to accept pupils through Fair Access*
 - *Alternative Provision for children excluded is beyond capacity*
 - *EHE numbers have risen rapidly since 2019 and continue to rise at a rate of circa 8.3 per week. Of those EHE families who responded to a survey on reasons for EHE, 61% indicated a failure to meet SEND needs and to prevent mental health issue;*
 - *The number of EHE equates to a loss of £2.5mill to school budgets;*
 - *School absence including part-time timetables is high with absence due to illness being the highest of all local authorities in primary and the second highest in secondary*
 - *Children receiving education other than at school (EOTAS) include 39 on EHCPs, 28 of whom are of statutory school age*
 - *682 children and young people are currently waiting for an initial assessment for their mental health needs.*
 - *We have been told of waiting times of two year for speech and language therapy and three years for neurodevelopmental assessments.*
- 1.2 National research shows that more consistent and effective support in mainstream schools will lead to positive outcomes for children and young people and help parents to have greater confidence in the educational offer for their child. This is certainly the direction of travel from the new Labour government; as an example we are currently awaiting more detail surrounding the announcement of the capital funding announcement of £740 million for specialist SEND provision in mainstream schools and classrooms. We hope that this increase in funding could be used to support the Locality Model moving forward.
- 1.3 Like many other Councils in the country, Torbay has found that the costs of delivering services to support children with SEND, and other needs for statutory support, has grown faster than increases in grant funding provided by the government (known as the High Needs Block (HNB)). This has resulted in Torbay being part of the Department for

Education's (DfE) 'Safety Valve' agreement, to lower the spend in the HNB. The agreement means the DfE is making a £12 million contribution towards the accumulating deficit to balance the high needs budget by 2026, if Torbay can follow the terms of the agreement over the next two years.

- 1.4 Currently, Torbay schools operate individually. Making decisions concerning children and young people with SEND, without the opportunity or the resourcing to work collaboratively, to moderate thresholds, and make decisions across groups of schools. This leads to inconsistency in mainstream SEND inclusion and provision, with potentially some children and young people placed in specialist provision who should be educated successfully in mainstream settings.
- 1.5 Currently, if the school staff consider more resource is needed than the school's budget is expected to afford, they can apply for additional resource through applying for an EHCP. This legal process takes more than 20 weeks in most instances. Much of the targeted and specialist support is only available with an EHCP, meaning families have to wait for support.
- 1.6 Torbay's current process, with its dependence on individual decisions regarding resources, means there are few opportunities for peer challenge and support such as joint commissioning, and therefore, missed opportunities for wider improvement in mainstream support provision.
- 1.7 The recent Local Government Association Review found that 47% of all of Torbay's Secondary aged children are being educated in schools where they 'Require Improvement'. This creates a challenge for placing children who are the responsibility of the Virtual School. Key Stage data for 2024 shows that other similar Local Authorities (statistical neighbours where deprivation rates are similar) produce better outcomes for young people. This is particularly true at Key Stage 4 for children with a social worker (Progress 8 at -0.40 vs -0.3 in the Southwest and -0.15 for the highest performing Statutory Neighbour) and children with SEND (P8 at -0.45 vs -0.35 (SW) and -0.2 for the highest performing statutory neighbour).
- 1.8 Whilst the whole cohort at Key Stage 2 attains in line with statutory neighbours, the FSM, SEN and Social Worker cohorts all perform at 2% below the statutory neighbour average, increasing the disadvantage gap.
- 1.9 The poor outcomes Torbay children and young people receive, will have a direct impact on Torbay economic prosperity, as the future workforce will lack the skills to enable Torbay to thrive economically.
- 1.10 In alignment with this consultation, the sufficiency of specialist placements has also been reviewed and changes made to ensure we are meeting the needs of Torbay children and young people. As this new proposal will pilot aspects of a 'Locality' approach, we intend to strengthen our current Enhanced Resource Provisions, through new Service Level

Agreements with providers so that children's outcomes can be a central focus in how these specialist places are delivered.

- 1.11 The proposed Locality Model requires Torbay Local Authority, Schools, the NHS, and other SEND service providers to work together more effectively, to secure improvements. Social Care and the NHS are keen to work with the Council, both at the pilot stages and in the longer-term future, to deliver this vision. For the Integrated Care Board this very much aligns with the community practice model they are planning to deliver as a long-term strategy. For the pilot stage they are keen to align the current Speech, Language & Communication Needs Transformation Group to potentially support with a 'link therapist' model; already part of the transformation group's wider action plan.
- 1.12 After consultation with the sector, it became clear that this large-scale system change needs to be carefully and cumulatively considered. Although all stakeholders acknowledge the need for a change to the Torbay system for how high needs are supported, there has been a very split response to how we should do this. Since the consultation a group of more than 80% of Torbay primary schools who are keen to commence with this model, on a pilot basis, have come forward. The group of 28 school leaders are keen to coproduce a Test Pilot which runs between June and December 2025 on the focused area of Speech, Language and Communication with the view to growing this locality model from this key need. We also have agreement from the ICB to support this pilot, as well as from Children's Services. As a Council we are keen to grow confidence by coproducing and implementing a pilot model in 2025, whilst in alignment also working with Secondary leaders to develop a version of the Locality Model which they support.
- 1.13 Torbay Council propose to work with interested schools between to coproduce a pilot which works for the schools' shared values and priorities, alongside our social care and health partners. The proposal would see the pilot run between June and December 2025 and the outcomes of the pilot to be presented to Cabinet in early 2026.
- 1.14 Some of the primary settings fed back through the consultation that we should also be considering the Early Years settings. Of the interested primary schools, 30% of the settings have Nursery provision attached to the school and further work could be done to include nursery settings near to the pilot schools.
- 1.15 A key premise of the Locality Model is ensuring that there are the facilities and support available to meet the needs of our children and young people. Currently in respect of our 16-18 year olds we know that we are not currently meeting need, as is evidenced by the oversubscription for Mayfield 6th form. In order to meet this need, alternative accommodation has to be identified. Whilst recognising the need for a location for Mayfield School Sixth Form, through the consultation the community desire to manage Parkfield MySpace was clearly heard, with them wanting to ensure that it is available to young people at other times of the day. Consequently, it is proposed that the site be transferred to People's Parkfield, with the school as a key tenant, thus ensuring its financial stability and

sustainability. It is believed that People's Parkfield will be able to manage the site to achieve its full potential.

2. Options under consideration

- 2.1 Option 1: The current system and processes could remain the same within the Torbay with no changes. This option comes with a number of disadvantages, mainly being that children and young people would continue to experience long waits for the support required, families distrust in the education and SEND system would continue to grow and the pressures on the budgets would continue to increase. This would pose a high risk in any forthcoming Ofsted Inspection (currently overdue), as Torbay Council would not be taking action to address systemic failures blocking impact for children and young people with SEND.
- 2.2 Option 2: A pilot project to be co-developed and run between September and December 2025, with ongoing work to engage secondary schools and 'grow' this Locality approach. This model aligns with the new Labour Government's aspirations to enhance the inclusivity and provision within mainstream schools and to focus on children and young people receiving the right support, in the right place, at the right time, in their own local communities.

3. Financial Opportunities and Implications

- 3.1 Torbay would make a financial contribution available for the pilot 'Cluster' project to meet predictable needs from the Higher Needs Funds calculated by using an agreed formula. Torbay Council would continue to meet its Statutory Duties for SEND, for all those not in the Pilot Cluster.
- 3.2 Shared resource, rather than smaller amounts of money attached to individuals, would allow the pilot schools to explore many more options which can be used more creatively, and would bring the advantage of economies of scale to purchasing support provision.
- 3.3 Torbay Council would continue to set resources aside for exceptional needs which would still be delivered in our Special Schools or through specialist provision.
- 3.4 Current Element 3 top up funding which is the resource attached to Education, Health and Care Plans would remain the same and Torbay Council would continue to deliver its statutory duties of funding for all schools.
- 3.5 Parkfield MySpace running costs would be covered by its operation as a specialist setting. This will allow lower cost access to the facilities for partners and stakeholders.
- 3.6 For a transition period, a dual system approach would be necessary, with some schools trialling the new Locality approach and others using the old system. This would need careful financial management by Torbay Council to ensure it complied with all financial measures, including the Safety Valve arrangements.

4. Legal Implications

- 4.1 Under the Children and Families Act 2014, Councils in England must support children, young people, and families, with SEND. The changes in this proposal align with what is set out in this legislation and will improve how the local area meet the expectations.
- 4.2 Education Act 1996 (section 19 duty) outlines the duty of a Local Authority to make arrangements for the provision of suitable education for those unable to attend school due to illness, exclusion or other reasons. This proposal considers this duty and has embedded it within. Enhancing the offer, will be available for those children and young people.

5. Engagement and Consultation

- 5.1 The consultation on proposals to improve education services for children and young people, ran from 12 September 2024 to 8 December 2024. This consultation included a number of specific proposals, including a new 'Locality' Model to provide Clusters in different areas of Torbay, with input from a range of professionals and a proposal to make better use of the Parkfield facility in Paignton, as part of the plans.
- 5.2 The engagement was carried out via a range of methods, from face to face and online meetings, to online surveys, presentations. The consultation was promoted via social media, newsletters, press releases and direct communication methods, such as emails and letters.
- 5.3 Specific meetings were held with stakeholders, such as young people, school leaders, school governors, and the local voluntary and community sector, as well as local parent/carer groups, such as Tissues and Issues and SEND Family Voice. There were also a number of online information sessions hosted via Teams which anyone could join.
- 5.4 There were two surveys, the main survey which was primarily aimed at parents/carers and professionals working with children and young people, and a second survey aimed at children and young people.
- 5.5 For the main survey, there were 212 responses, of which 118 were from Torbay residents and then the second largest group represented in this survey (39), were education professionals. For the children and young people's survey, there were 27 responses. On both surveys, not everyone answered every single question.
- 5.6 More detail on each of the survey responses is included later on in this report but a summary of the response to the key proposals outlined in the consultation, is below:

Summary tables (main survey)

Proposal	Number and percentage of respondents either agreeing or strongly agreeing	Number and percentage of respondents neither agreeing nor disagreeing	Number and percentage of respondents either disagreeing or strongly disagreeing
Locality Model including local 'Clusters' of professionals	92 (47.92%)	13 (19.27%)	63 (14.58%)
Parkfield proposal	103 (53.92%)	42 (21.99%)	46 (24.48%)

Summary table (children and young people's survey)

Proposal	Number and percentage of respondents either agreeing or strongly agreeing	Number and percentage of respondents neither agreeing nor disagreeing	Number and percentage of respondents either disagreeing or strongly disagreeing
Locality Model including local 'Clusters' of professionals	11 (42.31%)	8 (30.77%)	7 (26.92%)
Parkfield proposal	15 (65.21%)	8 (34.78%)	0 (0%)

- 5.7 There were also 137 freetext responses to the main survey and 18 freetext responses to the children and young people's survey, while six individual emails were also sent to the inbox that was set up for the consultation – Locality.consultation@torbay.gov.uk
- 5.8 Please see Appendix 1 for the full evaluation of the survey results.
- 5.9 Since the consultation formally closed, discussions with school leaders across Torbay have continued, resulting in the proposal to undertake the pilot as set out in this report.

6. Procurement Implications

- 6.1 The changes being proposed. will continue to be funded by the current funding stream which is the High Needs Block (HNB) of the designated Schools Grant (DSG). Within the

High needs funding: 2024 to 2025 operational guide - GOV.UK (www.gov.uk) which is published annually, it outlines the following that *‘When a local authority fulfils its statutory duties to make provision specified in an EHC plan or to put in place alternative provision for children of compulsory school age, funded from their high needs budget, it is likely to be delivering public education organised within a national education system. Any disbursement of high needs funding between the local authority and a school or college in fulfilment of such duties will, therefore, not constitute ‘economic activity’, and any agreement between local authority and a school or college will not be regarded as a public service contract for the purposes of the Public Contracts Regulations.’*

- 6.2 The proposals outlined will result in funding contributions being provided by Torbay Council to the Pilot Cluster of registered education settings to support those with SEND. Should the Cluster then decide to utilise any of these contributions to fund external support or intervention outside of their organisations then they will have the responsibility of ensuring that the relevant legislation is adhered to when purchasing services.
- 6.3 Despite this funding being exempt from the Public Contract Regulations, Torbay will issue Service Level Agreements with each Cluster and will establish a full and thorough monitoring process to ensure that the Locality Model is being implemented as expected and has the impact required.
- 6.4 Despite this not being a procurement requirement, Social Value is being recognised within this process, due to the wider community benefits that this proposal will bring to Torbay.

7. Protecting our naturally inspiring Bay and tackling Climate Change

- 7.1 This proposal will have no negative impacts on the natural environment or risk the commitment of Torbay Council to tackle the climate emergency. It may have positive benefits where we substantially reduce the number of young people being transported to different areas as the approach is based on receiving support near to your home, in your local community.
- 7.2 Due to this proposal aiming to ensure that children and young people can remain within their communities, Torbay are likely to see a reduction in the requirement for them to travel greater distances to specialist education provision, but instead remain within their home school.

8. Associated Risks

- 8.1 Should this proposal not be accepted or implemented, then there is a significant risk of the education and SEND system experiencing further challenges and failures for the families and their children of Torbay. The current system is not working and is not financially sustainable and without these changes, it is likely that the pressures on the HNB and the Designated Schools Grant will continue to increase. With no ongoing Safety Valve funding

to offset a deficit and our statutory override function ending, this will place the financial burden back onto Torbay Council to meet.

- 8.2 Without the proposed changes, there will be continued discontent within the communities, due to the required support not being available when it is needed the most. This will be felt across the system, including families, education settings, Torbay Council and health providers.
- 8.3 There are potential risks associated with implementing this new approach within Torbay, as it will be a big alteration in the processes that currently exist within the area, but also the mindset of all stakeholders. With the correct support and clear steps on how to implement this plan, this will help to mitigate any potential risks that might occur with these changes.

9. Equality Impact Assessment

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
<p>Age</p> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 22</p>	<p>Education, Health & Care Plan - Data</p> <p>Breakdown, by age.</p> <p>This data shows how many pupils have Education, Health and Care Plans in Torbay. Data gathered from SEN2 National Statistics.</p> <p>0-4 (early years) = 35 5-10 (primary) = 506 11-15 (secondary) = 652 16-19 (post16) = 396 20-25 (post19) = 76 Total = 1665</p> <p>SEND Support - Data Breakdown, by age (years) .</p> <p>This data shows the number of young people in Torbay schools, who are on SEND Support.</p> <p>Data gathered from National Statistics</p>	<p>This pilot proposal will positively impact those aged between 0-18 due to support and provision being more easily and readily available (without the need for an EHCP) to enable them to progress successfully into adulthood. This will in turn have a long-term positive impact as young people's opportunities will improve throughout their education, making their journey throughout adulthood more achievable.</p> <p>Funding allocated by a Cluster will be moderated to ensure equity across each proposed cluster. The system for under 5s is not included in this proposal but there is scope to include this in the pilot.</p> <p>The LA will continue to fulfil its statutory duties in terms of support for SEND for any schools not participating in the pilot.</p>	<p>Review ongoing feedback from the pilot.</p>	<p>Children's Services</p>

2 = 11
3 = 41
4 = 114
5 = 175
6 = 204
7 = 209
8 = 249
9 = 240
10 = 287
11 = 255
12 = 206
13 = 210
14 = 181
15 = 188
16 = 28
17 = 22
18 = 1
TOTAL = 2,621

Torbay Demographics

- 18 per cent of Torbay residents are under 18 years old.
- 55 per cent of Torbay residents are aged between 18 to 64 years old.
- 27 per cent of Torbay residents are aged 65 and older.

Consultation responses

There were 26 responses to the children and young people's survey with ages ranging from 7 to 17.

In addition, there were some responses to the main consultation from children and young people, with one response from the 0-11 age group, two from the 12-15 age group and one in the 16-24 age group.

There were also 195 responses to the question 'Are you a parent / carer of a child / children in education (by education we mean attending nursery, school, college, or other further learning)?' Of those, 150 respondents gave the ages of their children and the breakdown of these was:

0-4 years – 14

4-5 years – 17

5-11 years – 55

11-16 years – 84

16-18 years - 34

19 years and over – 30

There were also seven paper surveys completed with the Participation team with children and young people aged between 14 and 19, though these were not returned until after the consultation had closed, these paper surveys were completed during the consultation period.

Their responses to proposals were as follows:

Locality model question – 2 strongly agree, 3 agree, 2 neither agree nor disagree.

Getting help more quickly question (re: EHCPs) – 7 strongly agree
Getting the right people around the table question (professionals working in the cluster) – 2 strongly agree, 5 agree
More support/flexibility/ ERPs/Hubs question – 3 strongly agree, 3 agree, 1 neither agree nor disagree
Parkfield question – 2 neither agree nor disagree, 2 strongly agree, 3 agree

In addition to the surveys, views were sought at the SEND Youth Forum. Three of the attendees, aged between 13 and 16, gave feedback at the Youth Forum, Comments include: "It should have happened years ago.

"It'll improve the lives of young SEND people and the SEND Staff at educational settings

"Basically SEND (at my school) don't really listen to me."

"I am concerned that the cluster model management system may re-enforce the current bad systems that some school in the Bay have. I do not object on the idea of resource sharing to improve SEND services, only some schools in the Bay have bad policy and no amount of better funding or collaboration can solve that issue. If this plan is put into place I would advocate for smaller clusters focused on both improving policy and providing more resources. Such that schools with poor policy are evenly paired with schools with good policy."

	Further efforts will also be made to engage with more children and young people, including those with SEND and additional needs, if and when the pilot is developed.			
Carers	At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care.	<p>This proposal will positively impact carers in the immediate turn and for the future, as they will not have to wait for assessments/diagnosis processes for support.</p> <p>Ensuring a more successful journey through education will enable young people to become more independent in their own skills and abilities. This will positively impact on the experience of young carers, where their siblings will have improved access to suitable education, support networks and lifelong outcomes.</p>	Review ongoing feedback from the pilot.	Children's Services
Disability	<p>Torbay Demographic data In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.</p> <p>Consultation responses In the main survey, parents and carers were asked the question 'Do you have a child /children with Special Educational Needs who is educated in Torbay? If you have more than one child with Special</p>	<p>This proposal will positively impact those with a disability, by enabling support to be available at earlier stages in people's lives. This means that those children and young people with a disability who may be 'waiting' for support, can still access the support alongside those who may have a disability.</p> <p>As the support on offer for the cohort of post16 Mayfield students includes a very inclusive approach to their needs, this proposal will</p>	Review ongoing feedback from the pilot.	Children's Services

	<p>Educational Needs and or Disabilities, please tick all that apply.'</p> <p>Of the 187 responses to this question, we received the following responses:</p> <ul style="list-style-type: none"> - Yes, my child has an Education, Health and Care Plan (formerly known as a 'statement') - 41 responses - Yes, my child receives SEND support at their education setting – 43 responses - Yes, my child receives no additional support – 17 responses - My child receives additional support, but they do not have SEND – 8 responses - No – 107 responses <p>In addition to the main survey, there was a survey for children and young people which received 26 responses. It was a simplified version and included images and was available in both electronic and print format.</p>	<p>greatly benefit their inclusion into the community.</p> <p>Children and young people with a disability will be disproportionately affected by this proposal. It is therefore essential that these children are engaged with a listened to during the consultation, pilot and the transition process which may then subsequently happen to any new model for service delivery.</p> <p>The consultation provided an opportunity for children and young people to have their voices heard. During the pilot we ensure that all young people and their families can feedback their views on the proposal in an accessible way.</p> <p>In addition to the consultation main survey, there was a survey for children and young people which was a simplified version and included images – this was available in both electronic and print format.</p> <p>Children and young people will be regularly listened to throughout the pilot to ensure their feedback is gathered and their views are heard.</p>		
Gender reassignment	In the 2021 Census, 0.4% of Torbay's community answered that their gender	There is no differential impact.	Not applicable	Not applicable

	identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.			
Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	There is no differential impact.	Not applicable	Not applicable
Pregnancy and maternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the Southwest (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all geographical areas. Over the years '2020s' the number of children and young people in older age groups (15–25-year-olds) is expected to rise whilst the younger age group (0–14-year-olds) numbers decrease.	There is no differential impact.	Not applicable	Not applicable
Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the Southwest and England. Black, Asian and ethnically minoritised individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.	There is no differential impact.	Not applicable	Not applicable

Religion and belief	64.8% of Torbay residents who stated that they have a religion in the 2021 census.	There is no differential impact. The consultation would consider the religious designation of some of the schools and ensure that this does not impact on the support received across the locality.	Not applicable	Not applicable
Sex	51.3% of Torbay's population are female and 48.7% are male	There is no differential impact.	Not applicable	Not applicable
Sexual orientation	In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation.	There is no differential impact.	Not applicable	Not applicable
Veterans	In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay, 5.9 per cent of the population have previously serviced in the UK armed forces.	There is no differential impact.	Not applicable	Not applicable
Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)		There is no differential impact.	Not applicable	Not applicable
Public Health impacts (Including impacts on the general health of the		Positive – due to earlier support as part of the community model and bringing health, care and education services together.	Not applicable	Not applicable

population of Torbay)				
Human Rights impacts	Protocol 1, Article 2: Right to Education	There are no adverse impacts expected to human rights. We anticipate that there will be positive impacts arising from this decision. All young people would be supported in their right to have education delivered which meets their needs in their local community.	Not applicable	Not applicable
Child Friendly	Torbay Council is a Child Friendly Council and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people.	Positive – enabling expertise to be broaden across the locality, supporting children to remain in their community and promoting earlier support.	Not applicable	Not applicable

10. Cumulative Council Impact

10.1 None

11. Cumulative Community Impacts

11.1 None

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Torbay Locality Proposal - Consultation Report

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Executive Summary

The consultation on proposals to improve education services for children and young people ran from 12 September to 8 December 2024. This consultation included a number of specific proposals including a new 'Locality' model to provide Clusters in different areas of Torbay with input from a range of professionals and a proposal to make better use of the Parkfield facility in Paignton, as part of the plans.

The engagement was carried out via a range of methods from face to face and online meetings to online surveys, presentations, and the consultation was promoted via social media, newsletters, press releases and direct communication methods such as emails and letters.

Specific meetings were held with stakeholders such as young people, school leaders, school governors, and the local voluntary and community sector, as well as local parent/carer groups such as Tissues and Issues and SEND Family Voice. There were also a number of online information sessions hosted via Teams which anyone could join.

There were two surveys, the main survey which was primarily aimed at parents/carers and professionals working with children and young people, and a second survey aimed at children and young people.

For the main survey there were 212 responses, of which 118 were from Torbay residents and then the second largest group represented in this survey (39) were education professionals. For the

children and young people's survey there were 27 responses. On both surveys, not everyone answered every single question.

More detail on each of the survey responses is included later on in this report but a summary of the response to the key proposals outlined in the consultation is below:

Summary tables (main survey)

Proposal	Number and percentage of respondents either agreeing or strongly agreeing	Number and percentage of respondents neither agreeing nor disagreeing	Number and percentage of respondents either disagreeing or strongly disagreeing
Locality Model including local 'Clusters' of professionals	92 47.92% of those who answered this question 43.21% of the 212 survey responses	13 (19.27%) 19.70% of those who answered this question 6.70% of the 212 survey responses	63 32.81% of those who answered this question 29.38% of the 212 survey responses
Parkfield proposal	103 53.92% of those who answered this question 48.31% of the 212 survey responses	42 21.99% of those who answered this question 19.43% of the 212 survey responses	46 24.48% of those who answered this question 21.37% of the 212 survey responses

Summary table (children and young people's survey)

Proposal	Number and percentage of respondents either agreeing or strongly agreeing	Number and percentage of respondents neither agreeing nor disagreeing	Number and percentage of respondents either disagreeing or strongly disagreeing
Locality Model including local 'Clusters' of professionals	11 42.31% of those who answered this question 40.21% of the 27 survey responses	8 30.77% of those who answered this question 29.17% of the 27 survey responses	7 26.92% of those who answered this question 25.25% of the 27 survey responses
Parkfield proposal	15	8	0

	65.21% of those who answered this question	34.78% of those who answered this question	0% of those who answered this question
	55.5% of the 27 survey responses	29.17% of the 27 survey responses	0% of the 27 survey responses

There were also 137 freetext responses to the main survey and 18 freetext responses to the children and young people’s survey, while six individual emails were also sent to the inbox that was set up for the consultation – Locality.consultation@torbay.gov.uk

Introduction

A consultation was needed to engage with parents, carers, professionals working with children, and children and young people themselves, around plans to improve educational services for children and young people with additional needs.

The proposal is to work with local partners on a new Locality based model, to drive area wide improvements to mainstream inclusion and education, to ensure the needs of children and young people with High Needs who are aged 5 to 18 years are sufficiently planned and provided for.

The new Locality based proposal sees education settings organised into Clusters which will work collaboratively, including:

- Schools
- parents/carers
- Torbay Council
- the NHS
- other local service providers

This Locality proposal would seek to coproduce a model which is more flexible to support more needs without necessarily needing an EHCP.

Within the proposal the MySpace Parkfield building use is under consideration. Through this consultation the Council sought to work with parents, carers, and community groups to consider how we maximise use for young people at weekends, evenings, school holidays, and outside of the hours dedicated to the delivery of existing services.

Our Community and Corporate Plan outlines the Council’s plans for Torbay to be recognised as a child friendly place.

We want all residents, including our children and young people, to feel and be safe and to live well within their communities.

How the consultation was carried out (methodology)

The consultation on proposed improvements to education services for children with additional needs was launched on 12 September and ran until 8 December 2024.

There was a main online survey hosted on Torbay Council’s Civica Involve survey system, which was promoted via a range of channels including emails to key stakeholders, press release, newsletter articles, and social media posts. The survey was also promoted via A5 flyers with QR codes on, and there was an additional short survey developed for children and young people. The

link to the survey was also included on the Council's Consultations webpage (www.torbay.gov.uk/consultations)

The survey was promoted via social media channels including Facebook, NextDoor, LinkedIn and Instagram. There were a total of nine Facebook posts between 13 September and 8 December and these had a total reach of 18,257 and 834 engagements, were shared 70 times and generated 82 link clicks through to the survey.

The survey link was also promoted via the Council's Govdelivery newsletters. Throughout the consultation, it was featured in three editions of One Torbay (residents newsletter), which has 11801 subscribers, one edition of Staff News (has 1286 subscribers), two editions of the SEND newsletter (1459 subscribers), and via the Members Briefing for Torbay's Councillors. Between all the newsletters there were 19,763 unique opens and they generated 125 unique visits to the surveys.

Letters were also sent to all schools, Alternative Provision providers, post 16 providers and VCSE partners, SENDCO forum members, health partners, mail to children and young people on the SEN register with a link to the survey.

In addition to the surveys, people were able to email their comments to a special inbox that was set up for the consultation: Locality.consultation@torbay.gov.uk

There were also a number of engagement events, both face to face and online.

Face to face events included:

- Engagement meeting with SEND Family Voice at Parkfield House with families
- Engagement meeting with Tissues and Issues support group
- Meeting with health colleagues
- Meeting with SENDCO Forum
- Schools event for headteachers
- Meeting with voluntary and community sector representatives
- Meeting with Family Hubs (x3)
- Online (via Teams) consultation events for families (x 3) - 65 people attended these online events in total
- Online (via Teams) meeting for school governors

Consultation responses

For the main adult survey on Proposed improvements to education services for children with additional needs in Torbay, there were 212 responses (though the number of people answering each question did vary as not everyone answered every question).

For the children and young people's survey, there were 27 responses.

There were also six emails sent to the Locality.consultation@torbay.gov.uk consultation inbox

Responses to individual survey questions

There were a number of questions at the start of the survey regarding what capacity the people were responding to the survey in. This is important as we need to know whether they are answering as a parent or in a professional capacity.

The breakdown is as follows:

Please select the option from the list below that most closely represents how you will be responding to this consultation.

Option	Total	Percent
As a Torbay resident (living in the Torbay Council authority area)	118	54.38% of those who answered the question. 55.35% of the 212 survey responses.
As a resident from somewhere outside of Torbay	1	0.46% of those who answered the question 0.47% of the 212 survey responses
On behalf of a friend or relative (please make sure you complete this questionnaire using their answers / information)	2	0.92% of those who answered the question 0.94% of the 212 survey responses
On behalf of an early years education provider, such as a nursery	3	1.38% of those who answered the question 1.22% of the 212 survey responses
On behalf of a mainstream primary school	12	5.53% of those who answered the question 5.35% of the 212 survey responses
On behalf of a mainstream secondary school	7	3.23% of those who answered the question 3.16% of the 212 survey responses
On behalf of a special school	6	2.76% of those who answered the question 2.44% of the 212 survey responses
As an education professional	39	17.97% of those who answered the question 18.21% of the 212 survey responses
As a Parish / Town / Borough / District / County Councillor	1	0.46% of those who answered the question

		0.47% of the 212 survey responses
On behalf of a charity or Voluntary, Community or Social Enterprise organisation (VCSE)	12	5.53% of those who answered the question 5.35% of the 212 survey responses
As a Torbay Council employee	12	5.53% of those who answered the question 5.35% of the 212 survey responses
As a health professional	4	1.84% of those who answered the question 1.47% of the 212 survey responses

Question	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
Please read the information about the Locality Model on the consultation project page before answering this question. Looking at the description on the project page about the relationship between the High Needs Block and the Locality Clusters. To what extent do you agree that the new Locality Model will improve services for children and young people with High Needs in Torbay? (195 responses)	25 13.02% of those who answered the question 11.42% of the 212 survey responses	67 34.9% of those who answered the question 31.32% of the 212 survey responses	13 6.1% of those who answered the question 6.7% of the 212 survey responses	35 18.23% of those who answered the question 16.27% of the 212 survey responses	28 14.58% of those who answered the question 13.11% of the 212 survey responses

Question: To what extent do you agree or disagree with the following cluster areas being arranged? There are two main options for Cluster models - one would be organised on geographical grounds (so Torquay would have a cluster, Paignton and Brixham), and the other option would be based around Secondary schools which would be in a cluster with their 'feeder primary schools. There will also be a post-16 Cluster for older pupils. Tell us to which option you prefer - or if you have another suggestion. There were 167 responses to this question

Option A - Geographically based schools Cluster (so Torquay, Paignton and Brixham)	92 55.09% of those who answered the question 43.21% of the 212 survey responses
Option B - Clusters based around A Secondary school and its 'feeder' primary schools	75 44.91% of those who answered the question 35.20% of the 212 survey responses

To what extend do you agree or disagree for the ERPs (Enhanced Resource Bases) to be re-purposed into Specialist Hubs to support the children and young people within the Cluster area. Please select one option. (197 responses)	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
	38 19.19% of those who answered this question 17.49% of the 212 survey responses	72 36.36% of those who responded to this question 33.19% of the 212 survey responses	33 16.67% of those who responded to this question 15.30% of the 212 survey responses	22 11.11% of those who responded to this question 10.20% of the 212 survey responses	33 6.67% of those who responded to this question 15.30% of the 212 survey responses

To what extent do you agree or disagree with each Cluster being responsible for: Those with additional needs and SEND (197 responses)	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
	61 30.96% of those who answered	71 36.04% of those who answered	19 9.64% of those who answered	21 10.66% of those who answered the question	25 12.69% of those who answered the question

	the question 28.41% of the 212 survey responses	the question 32.26% of the 212 survey responses	the question 8.51% of the 212 survey responses	9.48% of the 212 survey responses	11.42% of the 212 survey responses
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To what extent do you agree or disagree with each Cluster being responsible for: Medical Needs (197 responses)	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
	35 17.77% of those who answered this question 16.27% of the 212 survey responses	69 35.03% of those who answered this question 32.29% of the 212 survey responses	31 15.74% of those who answered this question 14.33% of the 212 survey responses	30 15.23% of those who answered this question 14.8% of the 212 survey responses	32 16.24% of those who answered this question 15.5% of the 212 survey responses

To what extent do you agree or disagree with each Cluster being responsible for: Young people at risk of exclusion (197 responses)	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
	50 25.51% of those who answered this question 23.31% of the 212 survey responses	68 34.69% of those who answered this question 32.4% of the 212 survey responses	26 13.27% of those who answered this question 12.14% of the 212 survey responses	24 12.24% of those who answered this question 11.17% of the 212 survey responses	28 14.29% of those who answered this question 13.11% of the 212 survey responses

Question	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
To what extent do you agree or disagree with each Cluster being responsible for: provision when a child is excluded 197 responses	47 23.86% of those who responded to this question 22.9% of the 212 survey responses	57 28.93% of those who responded to this question 26.44% of the 212 survey responses	29 14.72% of those who responded to this question 13.36% of the 212 survey responses	26 13.20% of those who responded to this question 12.14% of the 212 survey responses	38 19.29% of those who responded to this question 17.49% of the 212 survey responses
To what extent do you agree or disagree with a Team around the Cluster being developed, and that this will enable a joined-up provision of specialist services in each local area? 196 responses	78 39.59% of those who responded to this question 36.42% of the 212 survey responses	57 28.93% of those who responded to this question 26.47% of the 212 survey responses	28 14.21% of those who responded to this question 13.11% of the 212 survey responses	16 8.12% of those who responded to this question 7.29% of the 212 survey responses	18 9.4% of those who responded to this question 8.26% of the 212 survey responses
If the proposed Locality Model is implemented in Torbay, to what extent do you agree or disagree that the key benefits Torbay Council has identified will be achieved? More consistent provision for children who are medically unwell to attend their school.	30 15.15% of those who responded to this question 14.8% of the 212 survey responses	70 35.35% of those who responded to this question 33.10% of the 212 survey responses	42 21.21% of those who responded to this question 19.43% of the 212 survey responses	31 15.66% of those who responded to this question 14.33% of the 212 survey responses	25 12.63% of those who responded to this question 11.42% if the 212 survey responses

198 responses					
<p>If the proposed Locality Model is implemented in Torbay, to what extent do you agree or disagree that the key benefits Torbay Council has identified will be achieved?</p> <p>Improvements to parental trust, confidence, and experience of using services for children with additional needs including SEND.</p> <p>198 responses</p>	<p>41</p> <p>20.71% of those who responded to this question</p> <p>19.18% of the 212 survey responses</p>	<p>51</p> <p>25.76% of those who responded to this question</p> <p>24.3% of the 212 survey responses</p>	<p>51</p> <p>25.76% of those who responded to this question</p> <p>24.3% of the 212 survey responses</p>	<p>23</p> <p>11.62% of those who responded to this question</p> <p>10.45% of the 212 survey responses</p>	<p>32</p> <p>16.16% of those who responded to this question</p> <p>15.5% of the 212 survey responses</p>
<p>If the proposed Locality Model is implemented in Torbay, to what extent do you agree or disagree that the key benefits Torbay Council has identified will be achieved?</p> <p>Reduction in suspensions and exclusions</p> <p>198 responses</p>	<p>30</p> <p>15.15% of those who responded to this question</p> <p>14.80% of the 212 survey responses</p>	<p>45</p> <p>22.73% of those who responded to the question</p> <p>21.12% of the 212 survey responses</p>	<p>56</p> <p>28.28% of those who responded to this question</p> <p>26.22% of the 212 survey responses</p>	<p>39</p> <p>19.70% of those who responded to this question</p> <p>18.21% of the 212 survey responses</p>	<p>28</p> <p>14.14% of those who responded to this question</p> <p>13.11% of the 212 survey responses</p>
<p>If the proposed Locality Model is implemented in Torbay, to what extent do you agree or disagree that the key benefits Torbay</p>	<p>41</p> <p>21.13% of those who responded to this question</p>	<p>46</p> <p>23.71% of those who responded to this question</p>	<p>50</p> <p>25.77% of those who responded to this question</p>	<p>28</p> <p>14.43% of those who responded to this question</p>	<p>29</p> <p>14.95% of those who responded to this question</p>

<p>Council has identified will be achieved?</p> <p>Achievement gaps narrow for children and young people with High Needs, and for those who are disadvantaged.</p> <p>198 responses</p>	<p>19.18% of the 212 survey responses</p>	<p>21.37% of the 212 survey responses</p>	<p>23.31% of the 212 survey responses</p>	<p>13.11% of the 212 responses</p>	<p>13.36% of the 212 responses</p>
<p>If the proposed Locality Model is implemented in Torbay, to what extent do you agree or disagree that the key benefits Torbay Council has identified will be achieved?</p> <p>The needs of children and young people are met early with less waiting.</p> <p>198 responses</p>	<p>49</p> <p>24.75% of those who responded to this question</p> <p>23.60% of the 212 survey responses</p>	<p>63</p> <p>31.82% of those who responded to this question</p> <p>29.38% of the 212 survey responses</p>	<p>35</p> <p>17.68% of those who responded to this question</p> <p>16.27% of the 212 survey responses</p>	<p>31</p> <p>15.66% of those who responded to this question</p> <p>14.33% of the 212 survey responses</p>	<p>20</p> <p>10.10% of those who responded to this question</p> <p>9.23% of the 212 survey responses</p>
<p>If the proposed Locality Model is implemented in Torbay, to what extent do you agree or disagree that the key benefits Torbay Council has identified will be achieved?</p> <p>Opportunities to take advantage of the economies of scale that shared resources can bring.</p> <p>198 responses</p>	<p>49</p> <p>24.75% of those who responded to this question</p> <p>23.60% of the 212 survey responses</p>	<p>59</p> <p>29.80% of those who responded to this question</p> <p>27.44% of the 212 survey responses</p>	<p>45</p> <p>22.73% of those who responded to this question</p> <p>21.12% of the 212 survey responses</p>	<p>22</p> <p>11.11% of those who responded to this question</p> <p>10.20% of the 212 survey responses</p>	<p>23</p> <p>11.62% of those who responded to this question</p> <p>10.45% of the 212 survey responses</p>

<p>To what extent do you agree or disagree that the proposed process within each Cluster will enable children and young people to be able access the right support. Please select one option. 196 responses</p>	<p>35 17.86% of those who responded to this question 16.27% of the 212 survey responses</p>	<p>61 31.12% of those who responded to this question 28.41% of the 212 survey responses</p>	<p>43 21.94% of those who responded to this question 20.15% of the 212 survey responses</p>	<p>30 15.31% of those who responded to this question 14.8% of the 212 survey responses</p>	<p>27 13.78% of those who responded to this question 12.39% of the 212 survey responses</p>
<p>The covenant for the Parkfield building states that it must be used primarily for youth activities.</p> <p>The locality model provides the opportunity to ensure that the MySpace Building at Parkfield is utilised to provide maximum benefit for children and young people in Torbay, through a vibrant and active use of the site at all times. The future of Parkfield MySpace site will be considered following the outcome of the consultation on the Locality Model.</p> <p>Torbay Section 19 duties are currently discharged through an education service based at MySpace at Parkfield, Paignton. We want to ensure that this</p>	<p>57 29.84% of those who responded to this question 26.47% of the 212 survey responses</p>	<p>46 24.08% of those who responded to this question 21.3% of the 212 survey responses</p>	<p>42 21.99% of those who responded to this question 19.43% of the 212 survey responses</p>	<p>11 5.76% of those who responded to this question 5.10% of the 212 survey responses</p>	<p>35 18.72% of those who responded to this question 16.27% of the 212 survey responses</p>

<p>facility has a vibrant community feel and as part of the consultation we will seek views on how we can enable this to occur outside of school hours, including evenings, weekends and holiday periods.</p> <p>Torbay Council will remain in line with the Big Lottery Fund Deed of Dedication that the Council, 'consents not to assign, transfer or charge the land'. The Council will also be following the National Trust consent of 24th July 2019 that places conditions on use including that, Students will have access between 8.45am and 4.45pm, staff between 7.45am and 4.30pm and that the Youth service will operate 4-9pm on weekdays & 9am to 9pm Saturdays & Sunday.</p> <p>Please let us know to what extent you agree or disagree with this proposal. Do you:</p> <p>191 responses</p>					
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Children and young people’s survey

there was also a simplified version of the survey for children and young people. Below are the responses to the survey questions.

Question	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
<p>Locality model – This is a plan to group schools into local ‘Clusters’ to help young people who need extra support do better. A Cluster is a group of schools in the same area that work together to help children and young people. Think of it like a team where each school is a player. They share ideas and resources to make sure every child and young person gets the support they need. Each Cluster will include your school, local doctors and nurses, parents, and other community helpers. This plan is for children and young people aged 5-18 and will start in September 2025. Changes will happen slowly, not all at once. Special schools are not part of this plan. What do you think about this idea? Do you:</p>	<p>6 23.08% of those who responded to this question 22.2% of the 27 responses</p>	<p>5 19.23% of those who responded to this question 18.14% of the 27 responses</p>	<p>8 30.77% of those who responded to this question 29.17% of the 27 survey responses</p>	<p>3 11.54% of those who responded to this question 11.10% of the 27 survey responses</p>	<p>4 15.38% of those who responded to this question 14.22% of the 27 survey responses</p>
<p>Getting help more quickly This plan means young people</p>	<p>11</p>	<p>8</p>	<p>2</p>	<p>1</p>	<p>4</p>

<p>won't need a diagnosis or an Education Health and Care Plan (EHCP) to get help. The clusters (like we Talked about before) will improve the support they Already have for all young people, so you can get help quickly without having to wait.</p> <p>What do you think about this idea? Do you:</p>	<p>42.31% of those who responded to this question</p> <p>40.20% of the 27 survey responses</p>	<p>30.77% of those who responded to this question</p> <p>29.17% of the 27 survey responses</p>	<p>7.69% of those who responded to this question</p> <p>7.11% of the 27 survey responses</p>	<p>3.85% of those who responded to this question</p> <p>3.19% of the 27 survey responses</p>	<p>15.38% of those who responded to this question</p> <p>14.22% of the 27 survey responses</p>
<p>Getting the right people round the table - Each cluster will have a group of people from schools and other local helpers who decide what kind of help is needed and how to give it. This help could be special activities for young people, a place (hub) where you can go to get help, or experts from other schools coming to help young people in the Cluster. What do you think about this idea? Do you:</p>	<p>11</p> <p>39.29% of those who responded to this question</p> <p>40.20% of the 27 survey responses</p>	<p>9</p> <p>32.14% of those who responded to this question</p> <p>33.19% of the 27 survey responses</p>	<p>3</p> <p>10.71% of those who responded to this question</p> <p>11.1% of the 27 survey responses</p>	<p>1</p> <p>3.57% of those who responded to this question</p> <p>3.19% of the 27 survey responses</p>	<p>4</p> <p>14.29% of those who responded to this question</p> <p>14.22% of the 27 survey responses</p>
<p>More support, more flexibility - One of the ideas is to create new Enhanced Resource Bases (ERPs or Hubs) for each Cluster. An ERP is a special place in</p>	<p>10</p> <p>40% of those who responded to this question</p>	<p>9</p> <p>36% of those who responded to this question</p>	<p>3</p> <p>12% of those who responded to this question</p>	<p>1</p> <p>4% of those who responded to this question</p>	<p>2</p> <p>8% of those who responded to this question</p>

<p>regular schools to help young people who find it hard to stay in a regular classroom all day and might need to learn in smaller groups. This plan will keep the idea of these ERPs but make them more flexible to help more young people, even if they don't have an EHCP.</p> <p>In our plan, these ERPs or Hubs will:</p> <ul style="list-style-type: none"> • Offer more Outreach Services to other schools in the Cluster, • Provide short-term and flexible support to young people (instead of a long-term spot in the hub), and • Be open to young people with and without an EHCP or diagnoses. <p>What do you think about this idea? Do you:</p>	<p>37% of the 27 survey responses</p>	<p>33.1% of the 27 survey responses</p>	<p>11.1% of the 27 survey responses</p>	<p>3.19% of the 27 survey responses</p>	<p>7.11% of the 27 survey responses</p>
<p>Making Better use of Parkfield – As part of the plans we are Looking at making better use of</p>	<p>7 30.43% of those who responded to this question</p>	<p>8 34.78% of those who responded to this question</p>	<p>8 34.78% of those who responded to this question</p>	<p>0 (0%) 0% of those who responded to this question</p>	<p>0 (0%) 0% of those who responded to this question</p>

<p>Parkfield as a 'multi-use' hub. The plan is for it to be used by Mayfield sixth form students between 9am and 3pm in term time, but used by community groups to provide support for Torbay's young people in the afternoons, evenings and weekends. What do you think about this idea? Do you:</p>	<p>25.25% of the 27 survey responses</p>	<p>29.17% of the 27 survey responses</p>	<p>23.3% of the 27 survey responses</p>	<p>0% of the 27 survey responses</p>	<p>0% of the 27 survey responses</p>
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Response to free text questions and boxes

In addition to all the quantitative survey responses there was also a freetext box asking for any additional comments.

Main survey

Although there were 212 responses to the main survey for parents, carers and professionals, not everyone used the freetext box for comments. However there were 137 freetext comments in total, with a real mix of supportive comments about the proposals, concerns or questions about how the proposed changes would be implemented, and outright opposition to the plans.

For many of the proposals, more than half of respondents were supportive, with 55% either agreeing or strongly agreeing with the proposal for Enhanced Resource Bases, 67% either agreeing or strongly agreeing that Clusters should be responsible for SEND, and 52% either agreeing or strongly agreeing that Clusters should be responsible for Medical Needs.

Of the 67 respondents who replied that they tended to agree with the proposal around the Locality Model, there were 41 comments in the freetext box. Of the 40 respondents who said they strongly agreed with the Locality Model, there were 18 comments.

Supportive comments included:

- I believe that the cluster model has the potential to work very well, but only if the bases for these students are supported by trained professionals with a wealth of specialist experience.
- The locality model in principle is sound and has proven successful in other areas.
- The principle of this proposed model is sound however it is how it will be implemented that will determine its success.
- Children with additional needs have a right to be educated alongside their peers who don't. They should get help for their needs and not their diagnosis

A key theme that has come out of the comments is that, even where respondents are supportive of the proposals in principle, they would like more information on how they would work in practice, so this is something that we will need to address going forward. Examples of these comments include:

- It would be helpful to see this model in practice or at least see it on paper.
- The principle of the Locality model is a positive one; however there needs to be clarity around how this will happen

Also, even though more than half of respondents supported many of the proposals in the survey, a number expressed concern about proposed timescales and were unsure how it could be implemented by September 2025. In particular there were a number of responses from parts of the education sector either opposing the proposals or expressing concerns about them, particularly around their own capacity.

Feedback from local schools and colleges

Of those who are opposed to the main proposal of the Locality model, out of the 33 respondents who said they strongly disagreed with the proposal and entered freetext comments, 20 were education professionals. This demonstrates that if the proposal was to be taken forward there would need to be more work and explanation to bring some sections of the education sector on board. Responses came from a number of schools and colleges, including White Rock Primary School, South Devon College and Paignton Academy.

Another theme from the education sector was that they would have preferred there to be more engagement with schools and colleges before the main consultation was launched with parents/carers and children, so this is something else that will be taken on board in the future, and the Council will work very closely with schools whatever the outcome, when designing and implementing a future model.

Examples of comments and concerns received from education professionals in the free text boxes include:

- We are disappointed that our views and those of other providers, were not consulted before this proposal was shared with cabinet and parents. We all want a better solution and we feel that providers could have helped shaped a more realistic and achievable plan (South Devon College).
- Staff work extremely hard to support children with additional needs in school and work in close partnership with parents/carers. I feel that there is no time for additional cluster meetings and cluster group commitments on top of current workloads (White Rock Primary School)
- The whole of the Torbay education community have grave concerns about the suitability of the proposed locality model. The model is reliant on heads and SENDCos who do not have capacity to do this work. (Riviera EducationTrust).

However, despite there being some opposition within the education sector, and the comment about the “whole Torbay education community”, when looking through the comments it is clear there is by no means a consensus among the education community. Support for the proposals comes from a range of education providers including Mayfield Special School, Brunel School, and St Margaret’s Academy in Torquay, to name a few. Supportive comments from education professionals include:

- Experience would suggest that this is an effective proposal to improve provision for young people with SEND. (An Educational Professional)
- Something needs to be done to support children with SEND in our schools so hopefully this is the answer. (St Margaret’s Academy)

Special schools and alternative provision

There was feedback in the consultation from a range of special schools and non mainstream education providers. This included Acorn Alternative Provision Torbay, Mayfield Special School, ACE, The Spires and Lodestar Academy.

Comments include:

- I believe that the cluster model has the potential to work very well, but only if the bases for these students are supported by trained professionals with a wealth of specialist experience.
- Although I believe that the broad aims of this model are well-intentioned and fit-for-purpose, I am unable to agree that services for children, young people and families will be enhanced by the current proposal.

There was also feedback from Medical Tuition Services based at Parkfield and they emailed a separate response to the consultation, which we include within the Appendices of this document.

Voluntary and community sector feedback

There were also a small number of comments in the freetext boxes from, and on behalf of, local and national voluntary and community sector partners.

In favour of the Locality Cluster proposals were organisations including Sound Communities CIC, Break The Cycle CIC, Moor to Sea CIC, A Kind of Magic Equine Centre CIC:

Organisations opposed to the Locality proposals included The Children's Society and Torbay Mencap Society.

Some organisations such as Play Torbay said they neither agreed nor disagreed with the Locality proposal.

Feedback from local health services

A range of health services also provided feedback for the proposals, again, with a mixture of those in favour, those against and those who neither agree nor disagree.

There was feedback from representatives from Torbay and South Devon NHS Trust, RMC Psychological Services, Children and Family Health Devon.

A clinical psychologist who works with children and young people with conditions such as chronic fatigue syndrome, long Covid and Functional Neurological Disorder, said in their feedback: "I welcome this consultation as I feel the situation is currently rather bleak for our CYP who are unable to engage with full time education due to the above health reasons. There are pockets of good practise across the bay within schools but this is inconsistent and seems to be dependant on individual staff rather than as a standard process that is in place. The proposed plan to ensure more consistency would be very welcomed by CYP and their families."

Parkfield

Although the proposal around making better use of Parkfield had support from more than half of respondents (with 53% either agreeing or strongly agreeing with the proposal), and only 24% either agreeing or strongly disagreeing with the plans, there was far from a consensus in the comments about Parkfield. There is clearly more work to be done with stakeholders around making the best use of Parkfield, regardless of which model is eventually agreed.

Examples of comments about Parkfield include:

- Parkfield should be used as a volunteer hub for all children and young people as it was designed to begin with not as a school where entering in the school day would be prohibited!
- Parkfield should be used for SEND young people.
- Parkfield is a Youth Centre, NOT A SCHOOL!!!
- Parkfield is a fantastic but underused resource. With the addition of a play cafe or similar space for families to gather, children will more easily be able to access facilities that will help inclusion in communities and close gaps in education.
- The model for Parkfield feels like an opportunity missed in terms of supporting a vibrant community space for young people managed by the local community.
- The way forward with Parkfield is a hybrid of the current situation. School (SEND provider school would be great), enable sections to be used during school day. Enable community use of whole building outside of school hours. EVERYONE wins and my experience tells me sharing facilities does work if the voluntary sector are open to finding ways to make it work.

Children and young people's survey

In the Children and young people's survey there were 18 freetext comments in total. There wasn't an overarching theme as many of the subjects there was only one or two comments – though

there was a smaller number of children’s surveys responded to (27) compared to the main survey (212 responses). Comments ranged from worries about schools struggling with resources to questions about where doctors and therapists will come from, to requests for clarification about whether the proposed new Locality model will also support children and young people including those who are home schooled and Early Years children. There was also one comment saying Parkfield should not be used as set out in the consultation.

Although the children and young people’s version of the survey was a simplified version and included images, there were five comments about respondents not understanding the proposals so this shows although we set out to explain the proposals in as simple terms possible, there is still work to do to help people understand them fully. Similarly there were some comments that although the proposals sound good in principle, people were not sure how they would work in practice, so this again is something that we will need to take on board when developing future plans.

Examples of comments received include:

- How are you helping home-educated kids?
- They sound great, but only if schools are given the financial back up and resources to have staff available to create these smaller hubs and give advice within their own school or others.
- Talking about the clusters and groups and stuff doesn't explain exactly what you want to do.
- I hope this'll work out and help other kids, I really don't want anyone else to go through what I have.
- Please support children with additional needs in smaller groups within mainstream school. Including more SEND teachers.
- I do not agree parkfield should be used
- I am worried that schools do not have enough facilities in place to support children.

Demographics of who took part

Which of the following options best describes how you think of your gender identity? Tick one only

Female	Male	In another way	Prefer not to say
132	40	0	26
66.67% of those who responded to this question	20.20% of those who responded to this question	0% of those who responded to this question	13.13% of those who responded to this question
62.1% of the 212 survey responses	18.46% of the 212 survey responses	0% of the 212 survey responses	12.14% of the 212 survey responses

Which of the following age groups applies to you? Tick one only

0-11	12-15	16-24	25-34	35-49	50-59	60-64	65-74
1	2	1	1	22	47	16	10

0.53% of those who responded to this question	1.06% of those who responded to this question	0.53% of those who responded to this question	0.53% of those who responded to this question	11.64% of those who responded to this question	24.87% of those who responded to this question	8.47% of those who responded to this question	5.29% of those who responded to this question
0.47% of the 212 survey responses	0.94% of the 212 survey responses	0.47% of the 212 survey responses	0.47% of the 212 survey responses	10.20% of the 212 survey responses	22.9% of the 212 survey responses	7.29% of the 212 survey responses	4.38% of the 212 survey responses

75-84	85+
4	1
2.12% of those who responded to this question	0.53% of those who responded to this question
1.89% of the 212 survey responses	0.47% of the 212 survey responses

Are you a parent or carer of a child/children in education?

Yes	No
122	73
62.56% of those who responded to this question	37.44% of those who responded to this question
57.29% of the 212 survey responses	34.23% of the 212 survey responses

Age of child (150 responses)	0-4 years (Early Years)	4-5 years (Reception)	5-11 years (Primary years 1-6)	11-16 (Secondary years 7 -11)	16-18 (Post 16 years 12/13)	19 years and over
Number in that age group	14	17	55	84	34	30
	7.75% of those who	11.10% of those who	36.20% of those who	56% of those who	22.20% of those who	20% of those

	responded to this question 6.32% of the 212 survey responses	responded to this question 8.1% of the 212 survey responses	responded to this question 25.59% of the 212 survey responses	responded to this question 39.33% of the 212 survey responses	responded to this question 16.2% of the 212 survey responses	who responded to this question 14.8% of the 212 survey responses
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Do you have a child / children with Special Educational Needs and/or Disabilities who is educated in Torbay? If you have more than one child with Special Educational Needs and/or Disabilities, please tick all that apply.

There are 187 responses to this question. Multiple selections were allowed, and there are 216 selections.

Option	Total	Percent
Yes, my child has an Education, Health, and Care Plan (formerly known as a "statement")	41	18.98% of those who responded to this question 19.18% of the 212 survey responses
Yes, my child receives SEND support at their education setting	43	19.91% of those who responded to this question 20.5% of the 212 survey responses
Yes, my child receives no additional support	17	7.87% of those who responded to this question 8.1% of the 212 survey responses
My child receives additional support, but they do not have SEND	8	3.70% of those who responded to this question 3.41% of the 212 survey responses
No	107	49.54% of those who responded to this question 50.25% of the 212 survey responses

If your child/children has SEND and/or receives additional support, please tell us which type of school or further education establishment in Torbay your child / children attend. Please select all that apply.

There are 97 responses to this question. Multiple selections were allowed, and there are 124 selections.

Option	Total	Percent
Nursery / pre-school	4	3.23% of those who responded to this question 1.47% of the 212 survey responses
Mainstream primary school (including infant and junior)	34	27.42% of those who responded to this question 16.2% of the 212 survey responses
Non-selective secondary mainstream	19	15.32% of those who responded to this question 8.51% of the 212 survey responses
Selective secondary mainstream (grammar)	14	11.29% of those who responded to this question 6.32% of the 212 survey responses
Special school	14	11.29% of those who responded to this question 6.32% of the 212 survey responses
Further education college	16	12.90% of those who responded to this question 7.29% of the 212 survey responses
Other	23	18.55% of those who responded to this question 10.45% of the 212 survey responses

Do you regard yourself as belonging to a particular religion or holding a belief? Please select one option. If you answered 'No' or 'I prefer not to say', please go to Question 24.

Option	Total	Percent
Yes	36	18.95% of those who responded to this question 16.5% of the 212 survey responses
No	123	64.74% of those who responded to this question 58.1% of the 212 survey responses
Prefer not to say	31	16.32% of those who responded to this question 14.33% of the 212 survey responses

What is your religion?

Option	Total	Percent
Christian	61	40.67% of those who responded to this question 28.41% of the 212 survey responses
Buddhist	1	0.67% of those who responded to this question 0.47% of the 212 survey responses
Hindu	0	0.00% of those who responded to this question 0% of the 212 survey responses
Jewish	1	0.67% of those who responded to this question 0.47% of the 212 survey responses
Muslim	0	0.00% of those who responded to this question 0% of the 212 survey responses
Sikh	0	0.00% of those who responded to this question 0% of the 212 survey responses
Prefer not to say	61	40.67% of those who responded to this question 28.41% of the 212 survey responses
Other	26	17.33% of those who responded to this question 12.14% of the 212 survey responses

The Equality Act 2010 describes a person as disabled if they have a long standing physical or mental condition that has lasted, or is likely to last, at least 12 months; and this condition has a substantial adverse effect on their ability to carry out normal day-to-day activities. People with some conditions (cancer, multiple sclerosis, and HIV/AIDS, for example) are considered to be disabled from the point that they are diagnosed. Do you consider yourself to be disabled as set out in the Equality Act 2010? Please select one option

Option	Total	Percent
Yes	27	13.92% of those who responded to this question 12.39% of the 212 survey responses
No	140	72.16% of those who responded to this question 66.20% of the 212 survey responses
Prefer not to say	27	13.92% of those who responded to this question 12.39% of the 212 survey responses

Please tell us the type of impairment that applies to you. You may have more than one type of challenge, so please select all that apply. If none of these applies to you, please select 'Other' and give brief details of the impairment you have.

Option	Total	Percent
Physical impairment	8	8.42% of those who responded to this question 3.41% of the 212 survey responses
Sensory impairment (hearing, sight, or both)	5	5.26% of those who responded to this question 2.19% of the 212 survey responses
Longstanding illness or health condition, such as cancer, HIV/AIDS, heart disease, diabetes, or epilepsy	8	8.42% of those who responded to this question 3.41% of the 212 survey responses
Mental health condition	7	7.37% of those who responded to this question 3.16% of the 212 survey responses
Learning disability	4	4.21% of those who responded to this question 1.47% of the 212 survey responses
I prefer not to say	50	52.63% of those who responded to this question 23.31% of the 212 survey responses
Other, please specify	13	13.68% of those who responded to this question 6.7% of the 212 survey responses

A Carer is anyone who provides unpaid care for a friend or family member who due to illness, disability, a mental health problem or an addiction cannot cope without their support. Both children and adults can be carers. Are you a Carer? Please select one option.

Option	Total	Percent
Yes	60	32.43% of those who responded to this question 28.16% of the 212 survey responses
No	118	63.78% of those who responded to this question 55.35% of the 212 survey responses
Don't know	7	3.78% of those who responded to this question

		3.16% of the 212 survey responses
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Do you identify as part of the LGBTQ+ community?

Option	Total	Percent
Yes	10	5.29% of those who responded to this question 4.38% of the 212 survey responses
No	157	83.07% of those who responded to this question 74.30% of the 212 survey responses
Don't know	22	11.64% of those who responded to this question 10.20% of the 212 survey responses

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Improving Outcomes for Children in Torbay: Proposal for a Torbay Locality Model Pilot

Pilot Proposal – January 25, v1.0

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Introduction

Torbay is on a journey to improve the standards achieved and progress made by children and young people with Special Educational Needs and Disabilities (SEND) in Torbay. We want every child and young person to thrive and flourish.

Recent data released (December 2024) shows that the current system in Torbay is not supporting best outcomes for our vulnerable children. It is clear from this data that children with vulnerabilities do far worse than children who are not disadvantaged. Torbay is not serving the most vulnerable well when we compare ourselves to our regional, statistical and national neighbours.

Disadvantaged	ENMA 4+		ALL	ENMA 4+		Diff
Average	40.68		Average	72.32		-31.64
Torbay	35.5		Torbay	64.4		-28.9
South West	40.1		South West	72.6		-32.5
England	43.7		England	73.1		-29.4

*ENMA – English, Maths Grade 4

Overall all stakeholders acknowledged the need for a change in the SEND system, both on a local and more national level. Although many Primary School leaders are keen to trial this change it was clear that much of our Secondary School sector leaders did not want to engage in the proposed version of a Locality model.

The consultation feedback was clear that this would be a huge change to manage across the Local Area and would be difficult to achieve with success immediately. Therefore this proposal provides a blueprint for ‘growing’ the Locality model over time starting with a ‘pilot’ and trial the new system from the earliest years in education and then grow the system.

The new Labour government has recently announced some additional capital funding to support additional needs nationwide. At the moment we are awaiting further details on this but hope to use any additional national resource to support any pilot or process. Rather than waiting for any national changes Torbay must act now to secure better outcomes for our children and young people.

After considering the feedback from all stakeholders in our twelve-week consultation it has become clear that we need to build and grow any system change with our school stakeholders and we propose to do this through a series of pilots over 2025.

*Please see the full evaluation of the consultation as set out in Appendix 1 to the 'Outcomes on the Proposal for a Locality Model for Special Educational Needs in Torbay: Improving Support for Special Educational Needs and Disability (SEND)' report published for Cabinet on 23 January 2025.

What are the Locality Principles?

A Locality Model is not a new one and many Local Areas have adopted the principles in their own locality to support solving the challenges they face in their Local Area.

The Proposed Torbay Locality Model aims to pool resources and to use the economies of scale to enable SEND support and services to be accessed more easily. We hope this proposal will help all children and young people to:

- Thrive at school.
- Be valued and visible.
- Be supported to feel included in their local communities and better prepared for a happy, healthy, and productive adulthood.

The Torbay Locality Model would seek to enhance the **Ordinarily Available Provision** available to a child or young person and to make this support **easily accessible, reducing the waiting** for support. This method has been shown to enable better use of the expertise in the system by developing a way to allow families and colleagues in health, education and social care to work together to:

Be needs led – providing provision without Education, Health and Care Plans and without the need to wait for diagnosis or processes to happen.

Provide for those who already have an Education, Health and Care Plan enabling them to stay in their local community.

Make localised decisions, by local stakeholders, about how children and young people's needs can be best met.

Delivery a system which shares good practice and expertise by design across different services and providers.

Increase consistency in provision across schools.

Reduce bureaucracy whilst embedding effective governance; and

Make better and more effective use of the money available and therefore develop a more financially sustainable school system.

Pilot Proposal

We are proposing to establish a Pilot Locality Model, which would help drive necessary Local Area improvements to mainstream inclusion and education for children and young people with SEND and high needs.

The Locality Model would allow SEND support and services to be accessed and delivered in a new way which makes better use of local education and SEND expertise.

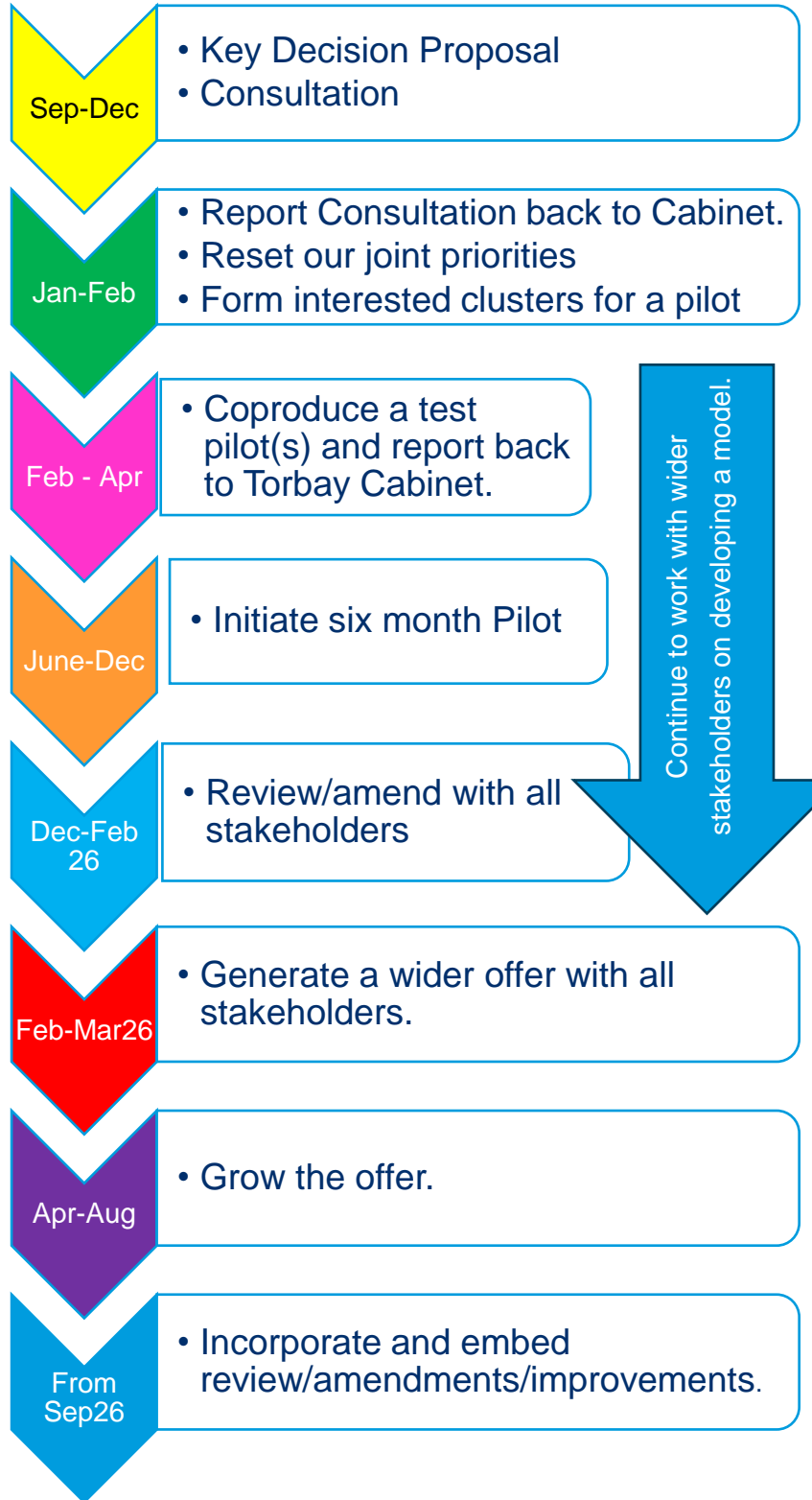
The proposed changes would be established and implemented on a small scale at first and concentrate on a key priority for the Local Area – the very high needs being identified at early years and foundation stages. From here the Locality Model would ‘grow’ year on year with different priorities being focused upon which would draw more providers and services together over a common aim.

The proposal would seek to test a new ‘system’ for SEND by beginning with developing Ordinarily Available Provision for very young children as they enter our nurseries, pre-schools and primary school settings. These settings would group together with a common aim and set of values to promote enhanced early language, social and communication skills amongst the very young, enhancing the provision available without a EHCP, this would particularly align with sustaining the next steps in the Family Hubs provision (with this initiative due to end in March25) and with the already in situ Transformation Programme for SLCN being run by the Integrated Care Board. The Torbay Locality Model could potentially bring together Education settings, Health and Care in a new model which seeks to provide for a key challenge in our area in Speech, Language and Communication needs.

Whilst running this pilot we would like to continue to work with our wider stakeholders – school settings, Voluntary and Community Sector and other organisations to further coproduce future changes and growth to supporting better outcomes for children across Torbay.

Please find a visual timeline explaining this pilot proposal below:

Torbay Locality Proposal



Expected impact

The proposed pilot will run formally between June to December 2025. We wish to work with the school settings to co-design Key Performance Indicators of the pilot as well as the features of support and governance.

Key benefits we anticipate are:

1. School settings are empowered and enabled to develop and enhance their ordinary available provision for more and greater needs - Needs met early with less waiting.
2. Resource is pooled and used to support training, identification, support and intervention without the need for an RSA/EHCP. Opportunities to take advantage of the economies of scale that shared resources can bring are utilised for innovation.
3. Integrated approaches with social care and health are tested such as a 'Link Therapist' Modelled are trialled in the pilot cluster.
4. Early signs in improvement in outcomes, attendance, engagement, attainment and progress made by children and young people with additional needs are observed by school staff.
5. Parents and Carers report that they have improved parental trust and confidence that their child will get the right support, in the right place, at the right time.

Review and Next Steps

The working party of primary schools will be coproducing the Pilot Locality Cluster between January and April.

The group would like to keep Cabinet engaged in this progress by reporting back on the Pilot in April.

The Pilot will then commence between June to December. A full evaluation of the Pilot will be conducted at the end of 2025 with recommendations for future sustainability.

At the same time and in alignment Torbay Local Authority will continue to facilitate further conversations with additional primary settings who would like to become involved in the future and with Secondary settings to organise any potential adjustments to the model which would engage their settings.

Appendix 1 - Glossary

Key terms related to this proposal

Cluster

A defined group of schools working together in the proposed Locality Model.

Education, Health, and Care Plan (EHCP)

A document which sets out the education, healthcare and social care needs of a child or young person for whom extra support is needed in school as a result of the child's Special Educational Needs.

High Needs Funding (HNF)

High Needs Funding supports provision for children and young peoples and students with SEND who require additional resources to participate in education and learning in mainstream schools (this is also known as "mainstream top-up funding").

Inclusion

The practice of ensuring that people feel they belong, are engaged, and connected. Inclusion in education can be seen as a universal human right whose aim is to embrace all people. It is about valuing all individuals, giving equal access and opportunity to all and removing discrimination and other barriers to involvement.

Locality Model

The proposed way Torbay will organise resources for SEND Inclusion: a locally managed, collaborative, Cluster-led system.

Ordinarily Available Provision

The term 'ordinarily available provision' comes from the SEND Code of Practice and refers to the support that mainstream schools or settings should be able to provide for a child or young person through their agreed funding and resource arrangements. This couples with the concepts of predictable and exceptional needs as well as Reasonable Adjustments teachers may make for a child or young person, Adaptive Teaching where teaching is differentiated to meet needs and our Graduated Response Toolkits where were launched a year ago [SEND Support and Provision – Graduated Response - Family Hub \(torbayfamilyhub.org.uk\)](https://torbayfamilyhub.org.uk)

Parent/s

Under section 576 of the Education Act 1996, the term 'parent' also includes a person who is not a parent of the child but has parental responsibility or who cares for him or her.

Schools or settings

The terms 'schools' and 'settings' are used in this document to refer to all mainstream education providers, eligible for High Needs Funding, who will participate in the Locality Model. Children and young people in Early Years, or further education schools and settings are not included in the proposed Locality Model at this initial stage of development. All other settings will be clearly classified.

Special Educational Needs and/or Disability (SEND)

A child or young person has SEND if they have a learning difficulty or disability which calls for special educational provision to be made for him or her. A child or young person of compulsory school age has a learning difficulty or disability if he or she has a significantly greater difficulty in learning than the majority of others of the same age or has a disability which prevents or hinders him or her from making use of educational facilities of a kind generally provided for others of the same age in mainstream schools or mainstream post-16 settings.

Team around the Cluster

A group of professionals who are working with the child or young person, their family, and schools/settings within their dedicated Cluster.

Glossary of widely used SEND terms.

Cross-phase

Describes a collaboration between different phases of a child and young person's education, typically early childhood education, primary education, secondary education, and further education.

Dedicated Schools Grant (DSG)

Funding allocated to schools, using a national formula based on characteristics of the children and young people attending the school, to fund direct education provision.

Enhanced Resource Provision (ERP)

Specialist bases set up in mainstream schools to support particular needs. This proposal would seek to retain the concept of these but make the model more flexible to support more needs without an EHCP. In our proposal they would be called 'hubs.'

Engagement

Refers to the involvement of and interaction with a variety of people, including service users/members of the public, to seek their views, and hear their voice about their lived experience.

Governance

The system by which an organisation is controlled and operates, and the mechanisms by which it, and its people, are held to account.

Mainstream Core Standards

Guidance for schools, parents, and professionals, detailing provision that the local area expects to be made available for children and young people with SEND attending mainstream schools.

Mainstream top-up

Alternative phrase for High Needs Funding – see definition above.

Moderation

The process of eliminating, lessening, or avoiding extremes; ensuring things are reasonable.

Notional SEND budget

An identified amount within a maintained school's delegated budget share, or an academy's general annual grant. It is intended as a guide for a school's spending decisions and is neither a target nor a constraint on a school's duty to use its 'best endeavours' to secure special provision for its children and young peoples with SEND.

Phase transitions

The normally scheduled move between phases of education. This can, for example, include the move from an early year's provision to a primary school, or a post-16 move to alternative education, training, or supported employment.

SEND Information Reports

The 2014 SEND reforms placed a legal duty on schools and settings to publish information about the available extra support for children and young people. This information must be clear and meaningful so parents can use it to understand how their child will access support if they need it. School SEND information reports should explain how the school's SEND policy is used, how help and support for children and young people with SEND operate in that setting, what happens, how it is made possible, and by who.

Section 19

A duty to provide medical tuition services for children and young people up until aged 16 if they are medically unfit to attend their usual school setting.

6th Day Provision

The Local Authority has a duty to put in place educational provision for any child or young person who is permanently excluded by the 6th day of their exclusion.

Special School

Provides education and support to children and young people with an Education, Health and Care Plan who have complex SEND and require their SEND provision to be delivered in a specialist setting.

Targeted

Targeted services/provisions for children and young people with SEND are over and above what is available to them through universal services, often these services will be short-term interventions running alongside universal services.

Transition

The process of moving from one stage of education to the next, including from home or early years provision to a school setting, or from a school setting into an alternative form of provision, like a further education college or a supported working environment

Universal

Those services which all children and young people can access, with or without SEND. Universal services are expected to make reasonable adjustments to accommodate children and young people with SEND.

Meeting: Cabinet **Date:** 23 January 2025

Wards affected: All Torbay wards

Report Title: Torbay Food Strategy

When does the decision need to be implemented? As soon as possible

Cabinet Member Contact Details: Cllr Haley Tranter, Cabinet Member for Adult and Community Services, Public Health and Inequalities haley.tranter@torbay.gov.uk

Director/Divisional Director Contact Details: Lincoln Sargeant, Director of Public Health
Lincoln.sargeant@torbay.gov.uk

1. Purpose of Report

- 1.1 This report shares with Cabinet the Torbay Food Strategy which aims to encourage and support a “social movement” around food in Torbay. The strategy has been informed by consultation and engagement with colleagues working in and around food in Torbay including the Torbay Food Partnership.
- 1.2 This report seeks support from Cabinet on the Food Strategy which is hosted by the Torbay Food Partnership of which the Council is a key partner.

2. Reason for Proposal and its benefits

- 2.1 For the last few years we have seen high levels of inflation and in turn the worst cost of living crisis in decades.
- 2.2 While the inflationary highs of the last couple of years are starting to subside, food remains unaffordable for many people. In addition, the instability of global food supply chains and fuel supplies have highlighted the need to reevaluate how we access and consume food.
- 2.3 To make our communities more resilient, we need to shorten food supply chains and equip local communities with the ability to grow their own food where this is appropriate. We also need to continue to ensure emergency food provision for those experiencing food insecurity.
- 2.4 We must make best use of our assets and resources in Torbay to ensure effective systems change within our food system; creating an environment that better supports local food consumption and production. These issues are likely to worsen in the long term as the impact of climate change is felt more intensely.

- 2.5 Therefore, while we continue to support our most vulnerable residents to meet the immediate cost of living crisis through the Torbay Food Alliance, we must take a longer-term, strategic view to address the challenges within our local food system. We must however recognise that many issues within the food system are out of our control. It is important that we harness our resources and energy into those areas where we will have a local impact.
- 2.6 Adoption of a five-year Food Strategy for Torbay (see Appendix A), will help to ensure a strategic and focused approach to promoting positive change within our food system locally and will support the future resilience of communities.
- 2.7 The food workstream will be fundamental to delivering priorities within Public Health, Climate, Turning the Tide on Poverty, Family Hubs, and Economic Development.

3. Recommendation(s) / Proposed Decision.

As the Council is a key member of the Torbay Food Partnership, the Cabinet;

- 1) Endorses the Food Strategy for Torbay for 2025 – 2030;
- 2) Instructs the Director of Public Health and the Partnerships and Inclusion Manager to develop a food action plan for Torbay Council to deliver against the aims of the strategy and present it to the Cabinet for approval within three months.

Appendices

Appendix A: Torbay Food Strategy

1. Supporting information

- 1.1 In September 2022, agreement was given by Members to pursue development of a Food Strategy for Torbay. There was an understanding that developing a strategy with a clear commitment to the Vision and Charter would help to ensure the future resilience of our communities and local food system.
- 1.2 There was also an acknowledgement that the food workstream is fundamental to delivering priorities within Public Health, Place, Turning the Tide on Poverty, Family Hubs, and Economic Development.
- 1.3 Cabinet also agreed to support the Torbay Food Partnership. This has been meeting throughout 2024 and includes representation from the voluntary, community and social enterprise sector, Public Health, Economic Development and Climate/Planning.
- 1.4 The Partnership's purpose is to take a collaborative approach to the following key priority areas:
 - Tackling food poverty, diet-related ill-health and access to affordable healthy food
 - Supporting the creation of a vibrant, prosperous and diverse sustainable food economy
 - Tackling the climate and nature emergency through an end to food waste locally
 - Building public awareness, active food citizenship and a local good food movement.
- 1.5 Since 2023, the Torbay Food Partnership has been hosted by Local Motion, Torbay, which is facilitated by Torbay Communities. This has been a positive, neutral space for collaboration, connecting different departments and sectors to amplify work already underway and think creatively about the future.
- 1.6 In 2024, the Partnership took its next development step and become a member of the Sustainable Food Places (SFP) network – a national partnership programme led by the Soil Association, Food Matters, and Sustain: the alliance for better food and farming.
- 1.7 The Partnership have developed a Food Strategy for Torbay (see Appendix A) which aims to set out the blueprint for the approach to sustainable food systems change in Torbay. The document sets out a vision for the Torbay food system which can be used for the purposes of engagement, awareness, and influencing across all aspects of the community.

2. Options under consideration

- 2.1 The options considered by the Partnership were:
 - (i) To not progress with a food strategy
- 2.2 This was not deemed to be a sustainable or suitable option. The scale and complexity of challenges within our local and national food system are significant, and therefore they will require a more strategic, joined-up approach to address them in any meaningful way. Many interventions needed are not within our gift locally, but those which are, will require longer to implement.

3. Financial Opportunities and Implications

- 3.1 No further funding is required at this stage.

4. Legal Implications

- 4.1 There are no legal implications to undertaking the actions as set out in the recommendations.

5. Engagement and Consultation

- 5.1 Recommendations have been developed by a multi-sector partnership and informed by engagement.
- 5.2 A formal consultation survey was shared with partners between October and November 2024, however the strategy was largely shaped by the extensive consultation and engagement which has taken place across the food system in Torbay over many years.
- 5.3 The Strategy was discussed at the Overview and Scrutiny Board on 11 December 2024, they made the following recommendations to Cabinet;
- 5.4. That Cabinet be recommended to approve the Torbay Food Strategy subject to the following:
- 5.41. that the Food Strategy Action Plan be presented to the Board and partners involved be invited to contribute;
 - 5.42. that the Food Strategy Action Plan be presented to Community Partnerships to help reach out to community groups especially around community growing fruit and vegetables;
 - 5.43. to explore how the Director of Public Health can work with the Managing Director of SWISCo on food waste and why people are throwing food away and how we can support initiatives in communities who want to grow things in their community;
 - 5.44. to encourage growers with excess food to join up and help share it with those who are in most need in their community; and
 - 5.45. to encourage Councillors to reach out to community groups on community growing projects.
- 5.5. In response to the recommendations from Scrutiny Cabinet provide the following response;

Cabinet thank the Board for their input and contributions to the Food Strategy. Cabinet agrees with the recommendations that the Board made and will action as appropriate. A Council action plan will sit alongside the Strategy and will be shared with the Overview and Scrutiny Board and partners for their input in due course.

6. Purchasing or Hiring of Goods and/or Services

6.1 Not applicable within this proposal.

7. Tackling Climate Change

7.1 The food and climate workstreams are inter-dependent. For example, Torbay Council's Climate Officer is a core member of the Food Partnership, which will ensure that the food workstream is aligned to and supports delivery of the Climate Plan. Colleagues in Public Health are also leading on a local community growing initiative, recognising the importance of good quality food to good public health.

8. Associated Risks

8.1 The absence of a strategy will result in a lack of cohesion around food-related work, resulting in lost opportunities or duplication.

8.2 Without a strategy, there will be nothing to underpin and drive bolder changes which we may need to make as a Council to tackle challenges around climate change and inequalities in the future.

9. Equality Impacts - Identify the potential positive and negative impacts on specific groups

The Council has a public sector duty under the Equality Act 2010 to have 'due regard' to equality and to advancing equality of opportunity between those persons who share a relevant protected characteristic and persons who do not share it. The Act also seeks to eliminate discrimination, harassment and victimisation and promote cohesion. It is important that you carefully and thoroughly consider the different potential impacts that the decision being taken may have on people who share protected characteristics.

It is not enough to state that a proposal will affect everyone equally. There should be thorough consideration as to whether particular groups or individuals are more likely to be affected than others by the proposals and decision. Please complete the table below. If you consider there to be no positive or negative impacts state 'there is no differential impact'.

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age	18 per cent of Torbay residents are under 18 years old. 55 per cent of Torbay residents are aged between 18 to 64 years old. 27 per cent of Torbay residents are aged 65 and older.	No adverse impacts are anticipated from this decision.	Not applicable	Not applicable
Carers	At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of	No adverse impacts are anticipated from this decision.	Not applicable	Not applicable

	these provided 50 hours or more of care.			
Disability	In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.	No adverse impacts are anticipated from this decision.	Not applicable	Not applicable
Gender reassignment	In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.	No adverse impacts are anticipated from this decision.	Not applicable	Not applicable
Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	No adverse impacts are anticipated from this decision.	Not applicable	Not applicable
Pregnancy and maternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all geographical areas.	No adverse impacts are anticipated from this decision.	Not applicable	Not applicable

Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the South West and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.	No adverse impacts are anticipated from this decision.	Not applicable	Not applicable
Religion and belief	64.8% of Torbay residents who stated that they have a religion in the 2021 census.	No adverse impacts are anticipated from this decision.	Not applicable	Not applicable
Sex	51.3% of Torbay's population are female and 48.7% are male	No adverse impacts are anticipated from this decision.	Not applicable	Not applicable
Sexual orientation	In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation.	No adverse impacts are anticipated from this decision.	Not applicable	Not applicable
Armed Forces Community	In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay, 5.9 per cent of the population have previously served in the UK armed forces.			

Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)		No adverse impacts are anticipated from this decision.	Not applicable	Not applicable
Public Health impacts (Including impacts on the general health of the population of Torbay)		No adverse impacts are anticipated from this decision.	Not applicable	Not applicable
Human Rights impacts		No adverse impacts are anticipated from this decision.	Not applicable	Not applicable
Child Friendly	Torbay Council is a Child Friendly Council and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people.	No adverse impacts are anticipated from this decision.	Not applicable	Not applicable

10. Cumulative Council Impact

10.1 None

11. Cumulative Community Impacts

11.1 None



Torbay Food Strategy 2025 - 2030

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Part One: Purpose and Approach

Introduction

Food is fundamental to our health and wellbeing and our identity. What we eat reflects our culture, heritage, and personal histories. Food plays a key role in our society and the economy and provides countless opportunities to bring people together around shared experiences and rituals. Food can also be a vehicle for positive change and a galvanising force for those who are passionate about a range of issues from healthy eating, to climate change to local food growing and community ownership. In turn, food can be a useful tool in building community wealth, fostering and supporting community ownership and engagement and, economic growth. However, for many of the increasing numbers of people who encounter barriers to accessing the food they need or wish to eat, food can be a source of great stress.

Recognising the wider context surrounding food is key. Mass food production methods which have dominated food production over the past 50 years have become increasingly unsustainable and have contributed heavily to biodiversity loss and climate change. There is also increasing evidence which highlights the loss of nutritional value in our food due to soil depletion and chemical use during these production methods.

There has been increased scrutiny on the UK's reliance on imported food which leaves us vulnerable to global events impacting the local food supply chain. In 2023, the war in Ukraine contributed to increased global wheat prices, while drought in Spain has reduced availability of tomatoes and peppers in our shops. As a result of the covid-19 pandemic and the subsequent cost-of-living crisis, food insecurity has unfortunately increased.

Consequently, the past several years has seen a renewed interest in nutritional fresh food which is produced locally and in a way that is kind to people and, the planet. While there are many benefits to this approach, for many residents in Torbay it is simply not affordable. There is ample evidence which shows that people experiencing financial hardship and those living in disadvantaged areas are less likely to eat fresh healthy food, more likely to eat ultra processed or 'junk food' and in turn, more likely to experience diet related poor health.

We recognise that some of these issues are not within our gift to solve locally. However, we know that there are things we can do to help reduce the impacts of challenges in our food system. There is already good work happening in Torbay. The aim of this strategy is to support this, consolidate and develop existing good practice and seize upon opportunities for change. We want to work together to create the conditions which will enable Torbay residents to make food choices which are good for them and good for the planet.

Background

In 2021, building on a robust response to the challenges of the Covid-19 pandemic within Torbay and in collaboration with others throughout Devon a group of stakeholders from across Torbay Council, Public Health, and the voluntary, community and social enterprise (VCSE) sector came together to talk about what was happening around food; from food insecurity and public health, to sustainable food businesses and community gardening projects.

There was agreement that we could achieve more through a "collective impact" approach which is popular elsewhere in the national Sustainable Food Places movement. This in simple terms means different organisations, including large statutory organisations, community groups, businesses, and others working together in a more joined-up way around shared aims. The group has organically grown and become what is now the Torbay Food Partnership.

Since 2023, the Torbay Food Partnership has been hosted by Local Motion which is facilitated by Torbay Communities. This has been a positive, neutral space for collaboration, connecting different departments and sectors to amplify work already underway and think creatively about the future.

The Torbay Food Partnership aims to enable collaboration and communication across Torbay's food sector. Although it is hosted by Local Motion, the Partnership is an independent body and is supported by variety of stakeholders in Torbay.

In 2024, the Partnership took its next development step and has become a member of the Sustainable Food Places (SFP) network – a national partnership programme led by the Soil Association, Food Matters, and Sustain: the alliance for better food and farming.

Strategic approach

As a partnership, we meet regularly to get ideas from a wide group of stakeholders to identify the key issues around our food system and work together to address them locally. There are key themes and ideas which keep coming up in the conversations we have, and these have been included in this strategy.

We looked to the systems change approach used by Local Motion and the principles of Sustainable Food Places to guide our approach and this strategy. Sustainable Food Places supports a large and growing network of Food Partnerships across the UK, which are driving innovation and best practice on all aspects of healthy and sustainable food.

Key themes of Sustainable Food Places

The key themes of Sustainable Food Places underpin this strategy and have shaped the Vision for Torbay. They are:

- **Food Governance and Strategy** - Taking a strategic and collaborative approach to good food governance and action.
- **Good Food Movement** - Building awareness, active food citizenship and a local good food movement.
- **Healthy Food for All** - Tackling food poverty, diet related ill-health and access to affordable healthy food.
- **Sustainable Food Economy** - Creating a diverse, prosperous and diverse sustainable food economy.
- **Catering and Procurement** - Transforming catering and procurement and revitalising local and sustainable food supply chains.
- **Food for the Planet** - Tackling the climate and nature emergency through sustainable food and farming and an end to food waste.

For each of the six sections of this strategy, there is an overview of the key issues and the strategic priorities that the Torbay Food Partnership has identified as a priority. They are

underpinned by a commitment to inclusion which is shaped by Sustainable Food Places, Race, Equity, Diversity and Inclusion (REDI) initiative.

Governance

Governance of the Partnership has emerged over time and has been influenced by the Local Motion collaborative way of working to which we are committed. We strongly believe that the long-term governance for this work, including progress monitoring, should be centred within the voluntary, community and social enterprise sector with Torbay Council and other key institutions, academics and the business community remaining engaged as partners.

Part Two: About Torbay

Torbay is a unitary local authority area in Devon with a population of 139,300. It sits on the southwest coast of England and comprises the towns of Torquay, Paignton and Brixham. Surrounding these towns are a number of smaller villages with distinct identities and new housing developments. Torbay is known as the English Riviera. Its beautiful natural environment is a draw for tourists and its popularity as a tourist destination means that numbers of people in the area peak in the summer season.

Despite its appeal as a holiday destination, Torbay faces significant economic and social challenges. As with many coastal areas of England, there are high levels of disadvantage and inequality.

Torbay is the most deprived local authority in the South West (and is in the top quarter of most deprived local authorities in England).

- The 2019 Indices of Multiple Deprivation showed that 27.5% of Torbay residents live in the 20% most deprived areas of the country.
- Life expectancy for men living in the most deprived ward (Roundham with Hyde) is 8 years lower than those living in the least deprived ward (Churston with Galmpton).

Deprivation has a significant impact on people's relationship with and access to food. With food retail becoming increasingly concentrated in large supermarkets, which are often out-of-town. This means that accessing affordable healthy food can be challenging for those with limited resources and transport options. In addition, people who are most disadvantaged may not have the skills, confidence, or means to cook nutritious food from scratch, even if they can access the raw ingredients. This compounds diet-related public health concerns.

- Only 34% of adults in Torbay say they eat five portions of fruit and vegetables a day.
- 64% of adults are in the overweight or obese range.
- 21% of 5 year olds have experience of dental decay.

By contrast, there is also significant wealth in the area –the average property in Torquay’s famed “millionaire’s row” sells for over 2 million pounds. Affluence and poverty often exist in close proximity with grand Victorian villas having been converted to houses of multiple occupation and the two ends of the wealth spectrum sometimes coexisting within the same street.

The Torbay Food Partnership is acutely aware of the challenges facing local people and through successful collaboration with partners in Torbay it seeks to address some of these issues. It also enjoys a strong collaborative relationship with the wider Devon Food Partnership which will complement this work. Fortunately, Torbay has a strong track record of asset-based community development and many community-led projects are now seeking to address these and other issues. Community growing projects, social cooking groups, and social enterprises are all emerging; providing a firm foundation on which to build. This sits alongside Torbay’s rich natural environment as a coastal tourist destination and its key associated industries including hospitality and fishing.

Part Three: Vision for Torbay

We created the following poster, which sets out Torbay Food Partnership’s draft vision for the food system in Torbay.

Our Vision

Good for community

- People have opportunities to connect through food; growing, cooking, and eating together
- Space is available for community food growing projects, which promote good health and community connection
- We have a diverse and vibrant sustainable, low-carbon food economy
- Our food businesses operate ethically, and place an importance on social value and environmental responsibility
- We have a positive “good food” culture in our community

Good for people

- Everyone has access to affordable, healthy food, regardless of their income and circumstances



- People have the skills, knowledge, and means they need to grow, cook, eat, and enjoy good food
- A living wage and fair, safe conditions for all food workers

Good for the planet

- Reduced food waste and more recycling or composting of the food we can't use
- We reduce unnecessary food packaging and recycle as much as possible
- People understand where their food comes from and choose ethically and sustainably produced food

What we can all do

Individuals

- Support local producers and independent food businesses
- Grow some of our own food, in the garden or in a community garden or allotment
- Cook more meals from scratch
- Choose produce which is seasonal, organic, free-range, and fair-trade
- Choose food products without unnecessary packaging
- Waste as little food as possible and recycle or compost any that we can't use

Businesses, organisations, and Institutions

- Serve healthy and sustainable food to customers, students, employees or service users
- Buy food that supports jobs and businesses throughout the local food chain
- Provide opportunities for people to grow, cook, and eat good food together
- Make low-carbon and ethical food production a priority when choosing suppliers; keeping food miles and food waste to a minimum.
- Focus on quality, rather than quantity of food; people have enough, and less is wasted.

Part Four: Our approach

Food Governance and Strategy

We know that to work at a system wide level across Torbay we need to be strategic in our approach and foster long term collaboration between individuals and organisations. We know that this is key to continue building our food partnership and maximising our impact.

To support us in taking a strategic approach, our key priorities in this area are:

- Continuing to expand the Torbay Partnership and ensure that membership is representative of the local community and is facilitating a clear vision.
- Refreshing the Partnership's terms of reference ensuring that our approach is clear and transparent.
- Working alongside key institutional stakeholders and ensuring that they are involved in the food partnership and are aware of their influence in this area
- Encouraging key institutional stakeholders to take active steps to support the Partnership's work.
- Establishing thematic working groups to support the development of specific pieces of work.
- Developing the communication and engagement strategy for the Torbay Food Partnership.
- Explore the long-term governance arrangements for the Torbay Food Partnership including the establishment of an independent not-for-profit organisation to provide our infrastructure support.
- Engaging with academics and academic institutions with the appropriate knowledge, skills and capabilities to inform and disseminate our work.

Good Food Movement

To encourage a shift to healthier and more sustainable food within Torbay, we need to raise awareness of food issues through engaging with people and supporting them to participate in food-related activity.

To support us in promoting a good food movement, our key priorities in this area are:

- Increasing access to “seed to plate” activities for children and young people to raise their awareness of the connection between food and the environment in a way which is fun.
- Increasing opportunities for people to cook and eat together in a way which feels supported and sociable.

- Providing opportunities for people of all ages to learn how to grow their own food at home or as part of a community garden.
- Providing opportunities for people to try and share new foods from different cultures.
- Raising awareness of ways to minimise food waste and increasing rates of food waste recycling.

Healthy Food for All

Food is becoming increasingly expensive, however we believe that good healthy food should be accessible to everyone. We know that this promotes better health outcomes.

To support us in facilitating access to good quality health food in Torbay, our key priorities in this area are:

- Continuing to support a dignified pathway approach for food aid, which reduces long-term dependence on free food aid by supporting people to access the help and support they need to improve their financial circumstances.
- Working with local businesses and growers of all scales, to ensure that surplus food can be redistributed to those who would benefit most.
- Building capacity, capability and resilience within our local food system, empowering people to be more self-sufficient, maximise their resources, and create a culture of communal abundance.

Sustainable Food Economy

We want to build community wealth by creating a local food economy which is more diverse, sustainable, and prosperous and which attracts visitors to the Bay as part of a wider lifestyle offering. We want to be kind to the planet by reducing the environmental impact of local food business practices and encouraging people to consider sustainability in their buying decisions.

To support us in facilitating access to good quality health food, our key priorities in this area are:

- Giving a platform and visibility to local small businesses and social enterprises which have a sustainable food focus through food markets, events and pop-ups.
- Providing opportunities for small sustainable food businesses to grow through the use of shared processing/cooking facilities.
- Supporting small businesses to find ways in which they could make their practices more environmentally sustainable whilst being financially viable.

- Implementing a “green” accreditation scheme for businesses with sustainable practices which would help locals and visitors alike to make informed choices about where to spend their money.

Food for the Planet

We want to foster people’s relationship with their local environment while also working to improve access to food growing spaces for people, groups and organisations.

Our key priorities in this area are:

- Mapping green spaces which could be used for growing.
- Creating a local growing scheme which would enable people and organisations to have access to green spaces to grow food and/or pollinator friendly plants.
- Increasing individual and community composting of food waste.
- Encouraging growers to share, exchange or preserve surplus crops.

Catering and Procurement

There is already great work happening locally around sustainable procurement and we are keen to build on this existing work.

To help ensure that our procurement processes support our wider food system work our priorities are to:

- Trialling alternative procurement processes and systems where appropriate.
- Exploring embedding ‘food’ within social value policies and other policies where appropriate.
- Supporting and promoting capacity and capacity building within the local supply chain where appropriate. Engaging positively with key anchor institutions in and around Torbay.

Meeting: Health and Wellbeing Board and Cabinet **Date:** and Health and Wellbeing Board - 12 December 2024 / Cabinet – 23 January 2025

Wards affected: All

Report Title: Torbay and Devon Safeguarding Adult Partnership (TDSAP) Annual Report 2023/2024

When does the decision need to be implemented? Annual Report for Information Only

Cabinet Member Contact Details: Cllr. Hayley Tranter. Cabinet member for Adult Social Services. Hayley.Tranter@torbay.gov.uk

Director/Divisional Director Contact Details: Joanna Williams. Director of Adult Social Services. Joanna.williams@torbay.gov.uk

1. Purpose of Report

- 1.1 S.43 of the Care Act 2014 places a legal duty on local authorities to establish a Safeguarding Adults Board (SAB) in its area. The objective of the SAB is to help and protect adults in its area where there is reasonable cause to believe the adult has care and support needs and is at risk of or experiencing abuse or neglect and unable to protect themselves.
- 1.2 Care Act Statutory Guidance, requires the SAB to publish an annual report detailing what the SAB has done during the year to achieve its main objective and implement its strategic plan, and what each member has done to implement the strategy as well as detailing the findings of any safeguarding adults' reviews and subsequent action
- 1.3 Locally the Torbay and Devon Safeguarding Adult Partnership (TDSAP) was formed in December 2020 and meets the requirements of the Care Act and Statutory Guidance. The Partnership covers the geographical boundaries of Torbay Council and Devon County Council.
- 1.4 The TDSAP Annual Report is presented to Health and Well Being Board and Cabinet for information following formal sign off by the TDSAP.

2. Reason for Proposal and its benefits

- 2.1 The Annual Report covers the period April 2023 to March 2024. It is separated into 10 sections including a forward by the Independent Chair Paul Northcott and the arrangements and key activities of the TDSAP during the report period.
- 2.2 This includes the purpose, structure, scope of membership and key data summaries. The report also summarises the current strategic priorities.
- 2.3 The continued value of a joint Safeguarding Adult Partnership is reflected within the report, with a clear focus on consistency of approach across Devon and Torbay local authorities and effective time and use of local resources.

3. Recommendation(s) / Proposed Decision

- 3.1 That the contents of the Torbay and Devon Safeguarding Adult Partnership Annual Report 2023/2024 (as set out in appendix 1 to the submitted report) and the requirement for the Torbay and Devon Safeguarding Adult Partnership to publish the Annual report be noted.

Appendices

Torbay and Devon Safeguarding Adult Partnership Annual Report 2023/2024

Background Documents

The Cabinet and Health and Well Being Board may wish to note the TDSAP public website:

<https://www.devonsafeguardingadultpartnership.org.uk/about/>

4. Legal Implications

- 4.1 Chapter 14.136 of Care Act Statutory Guidance requires the TDSAP to publish an annual report detailing the activity to achieve its main objective and its strategic plan. This includes membership information, findings of safeguarding adult reviews and subsequent action.

5. Engagement and Consultation

- 5.1 Throughout the timeline of this report, The TDSAP Community Reference Group included people recruited from local voluntary, community and social enterprises and people with lived experience of the safeguarding process across the TDSAP area. The Community Reference Group had an influential role in the development of strategic priorities and scrutiny of Partnership activity.

The Community Reference Group role is currently under review to ensure that co-production and engagement remains central to the TDSAP functions.

6. Purchasing or Hiring of Goods and/or Services

6.1 None

7. Tackling Climate Change

7.1 The Partnership will focus publication as far as possible using on line and social media platforms.

8. Associated Risks

None

9. Equality Impacts - Identify the potential positive and negative impacts on specific groups

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age	<p>18 per cent of Torbay residents are under 18 years old.</p> <p>55 per cent of Torbay residents are aged between 18 to 64 years old.</p> <p>27 per cent of Torbay residents are aged 65 and older.</p>	There is no differential impact.		
Carers	At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care.	There is no differential impact.		
Disability	In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by	There is no differential impact.		

	a physical or mental health condition or illness.			
Gender reassignment	In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.	There is no differential impact.		
Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	There is no differential impact.		
Pregnancy and maternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all geographical areas.	There is no differential impact.		

Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the South West and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.	There is no differential impact.		
Religion and belief	64.8% of Torbay residents who stated that they have a religion in the 2021 census.	There is no differential impact.		
Sex	51.3% of Torbay's population are female and 48.7% are male	There is no differential impact.		
Sexual orientation	In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation.	There is no differential impact.		
Armed Forces Community	In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay,	There is no differential impact.		

	5.9 per cent of the population have previously served in the UK armed forces.			
Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)		There is no differential impact.		
Public Health impacts (Including impacts on the general health of the population of Torbay)		There is no differential impact.		
Human Rights impacts		There is no differential impact.		
Child Friendly	Torbay Council is a Child Friendly Council, and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people.	There is no differential impact.		

10. Cumulative Council Impact

None

11. Cumulative Community Impacts

None



Torbay and Devon Safeguarding Adults Partnership

Annual Report 2023/24



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Section 1: Chair's Foreword

1.1 Paul Northcott – Independent Chair



The TDSAP continues to thrive due to the dedication and commitment of its membership and the contributions made by those organisations that work in and across the two local authority areas. The Partnership and the members on its subgroups have continued to monitor the progress that has been made against the priorities that were agreed for 2023/24. This has been achieved through audit processes, and we have also undertaken an internal review to identify how we as a Partnership can learn from our past experiences and improve our own structure and delivery.

I have been actively engaged at a regional level and I have attended the National Chairs meeting to ensure that the Partnership remains outward facing and is agile in addressing new and emerging issues within adult safeguarding. Outside of the Partnership meetings I have also met on a regular basis with the two Directors of Adult Social Services and the senior leaders of all the organisations that are represented on the Board which has provided the additional opportunity for me to challenge and seek assurance that services are being delivered to meet the needs of those in our communities. To reduce duplication and to improve the co-ordination across the Partnership I have also attended other strategic meetings which has provided me with confidence that our work is cross cutting and is being jointly delivered.

In the past twelve months the Partnership has made some significant changes to the way that it works. Many of these changes have been highlighted throughout this report and these demonstrate the hard work that has been completed by all of those involved in the Partnership. The Partnership however continues to seek improvements across all areas of our business and we will need to ensure that the learning and improvements that have been identified in the past twelve months have been truly embedded into frontline practice. We will continue to monitor these areas as we move forward.

I am particularly proud of the changes that have been made to quality assure and deliver our Safeguarding Adults Review processes. This has been achieved through the dedication of subgroup members and the commitment that has been shown by all the organisations that have been involved. This work has not been without its challenges, particularly in managing the outcomes and delivery of the recommendations and action plans which has continued to impact on the resources within each agency. To the credit of all concerned and from the evidence from a recent audit we know that systems are now in place or being developed to implement and monitor progress within each agency.

There has also been a clear desire from those in the Partnership to ensure that we increase the involvement of those within our communities who use services. We have looked at national best practice and in the past twelve months have actively moved towards a more sustainable and inclusive model of co-production.

I would like to take this opportunity to thank all the agencies for their contribution to the Partnership.

Section 2: Our Purpose

The Torbay and Devon Safeguarding Adults Partnership (TDSAP) is the collective name for the partners that work with the Board to safeguard adults across Torbay and Devon.

The TDSAP provides strategic leadership for adult safeguarding across Torbay and Devon and is independent, with an independent chair.

The core objective of the Safeguarding Adults Partnership, set out in section 43(2) of the Care Act 2014, is to help and protect adults in its area in cases where an adult has care and support needs and;

- They are experiencing, or at risk of experiencing, abuse or neglect; and
- As a result of those care and support needs, they are unable to protect themselves from either the risk of or the experience of abuse or neglect

The TDSAP acts as the key mechanism for agreeing how agencies work together to safeguard and promote the safety and wellbeing of adults at risk and/or in vulnerable situations. It does this by co-ordinating what each of the TDSAP members does and ensures that they do it effectively.

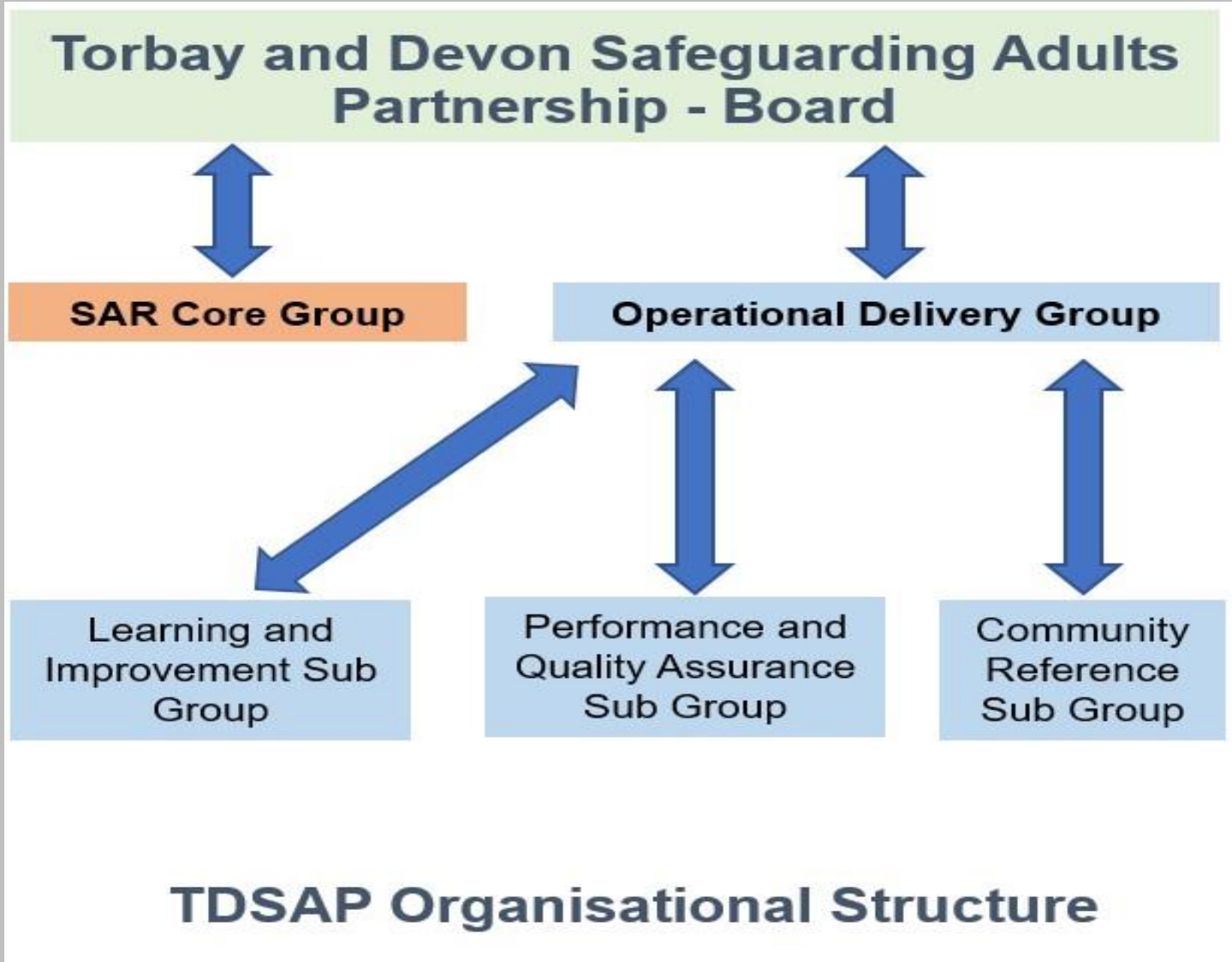
Section 3: Our Structure

The TDSAP has established a meeting structure to undertake work on behalf of the Partnership.

The TDSAP has two groups reporting into the Board namely the Safeguarding Adults Review Core Group and the Operational Delivery Group.

Reporting into the Operational Delivery Group are three sub-groups namely the Learning and Improvement sub-group, the Performance and Quality Assurance sub-group and the Community Reference Group (CRG). These meetings will continue to be supported by the Partnership Practice Lead, Partnership Business Manager and Partnership Co-Ordinators.

The CRG is currently under review to ensure a better focus on co-production, by working in Partnership with people, service users and third sector representatives to raise awareness, improve understanding and shape effectiveness of specific elements relating to the safeguarding of adults.



Section 4: Our Partnership Members

4.1 Statutory Partners

The Statutory Partners of the TDSAP are Devon County Council, Torbay Council, NHS Devon and Devon and Cornwall Police.



4.2 Partners

Other partner members of the TDSAP are:

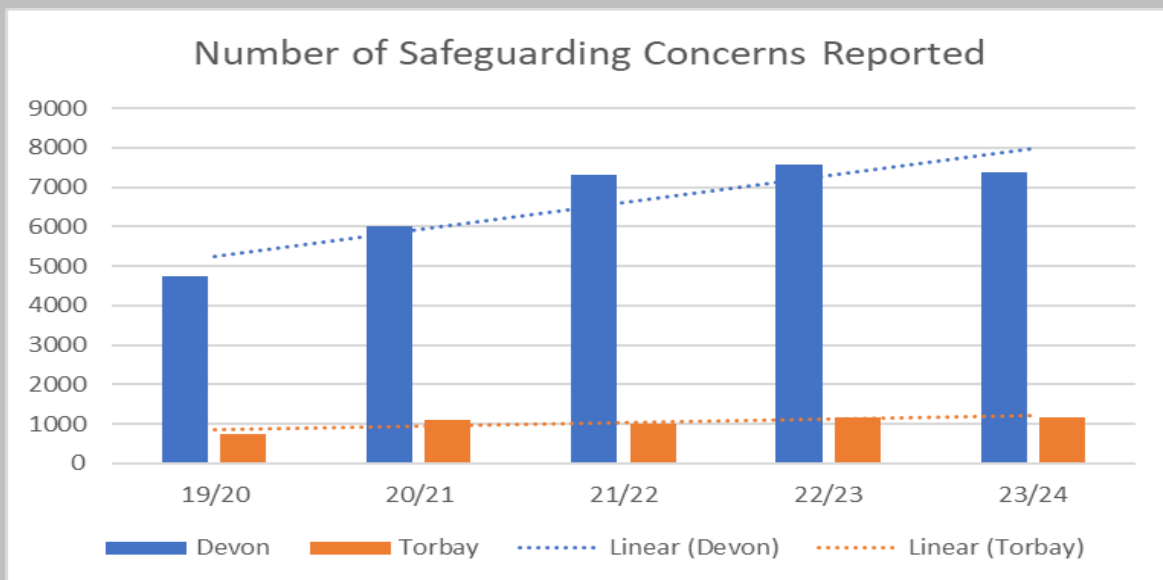
- Torbay and South Devon NHS Foundation Trust (TSDFT)
- Devon Partnership Trust (DPT)

- Royal Devon University Healthcare NHS Foundation Trust (RDUH)
- NHS England (NHSE)
- University Hospitals Plymouth NHS Trust (UHP)
- Livewell Southwest
- Devon and Somerset Fire and Rescue Service (DSFRS)
- South Western Ambulance Service NHS Foundation Trust (SWASFT)
- Care Quality Commission (CQC)
- Healthwatch
- Department for Work and Pensions (DWP)
- Voluntary and Community Services Representatives (VCS)
- His Majesty’s Prison Service (HMS)
- Housing Representatives
- The Probation Service – Devon and Torbay
- The Heart of the South West Trading Standards
- District Council Representative

Section 5: Safeguarding Activity

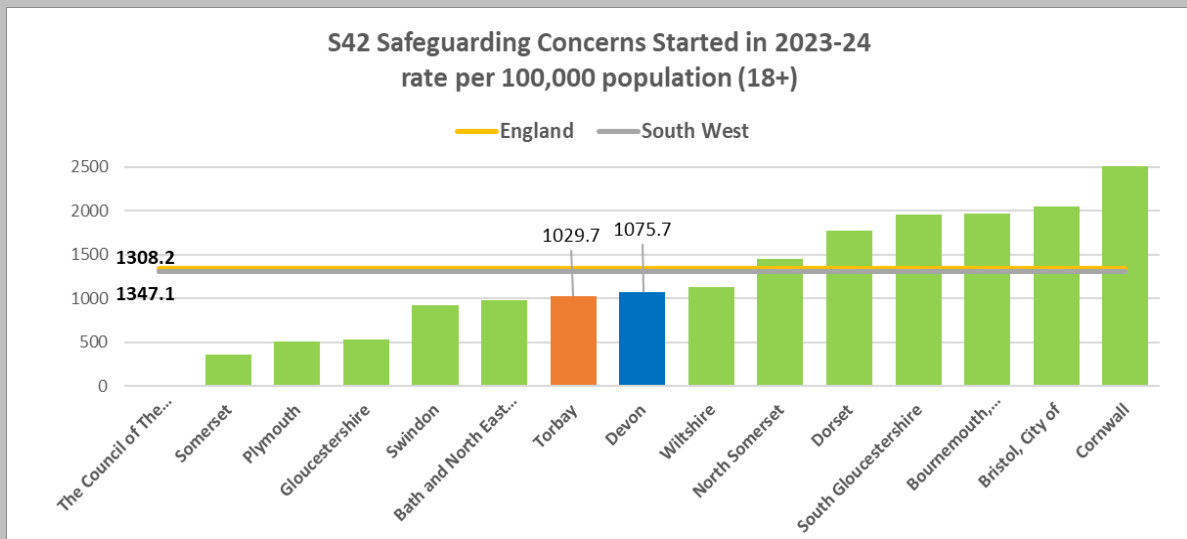
The data below is routinely monitored through the Performance and Quality Assurance (PQA) Sub Group and by Board Members to identify trends and areas for additional scrutiny. This includes variances against national and comparative area data. The data has been included in this report to demonstrate the safeguarding activity over the 2023-2024 period.

5.1 Section 42 – Safeguarding Concerns

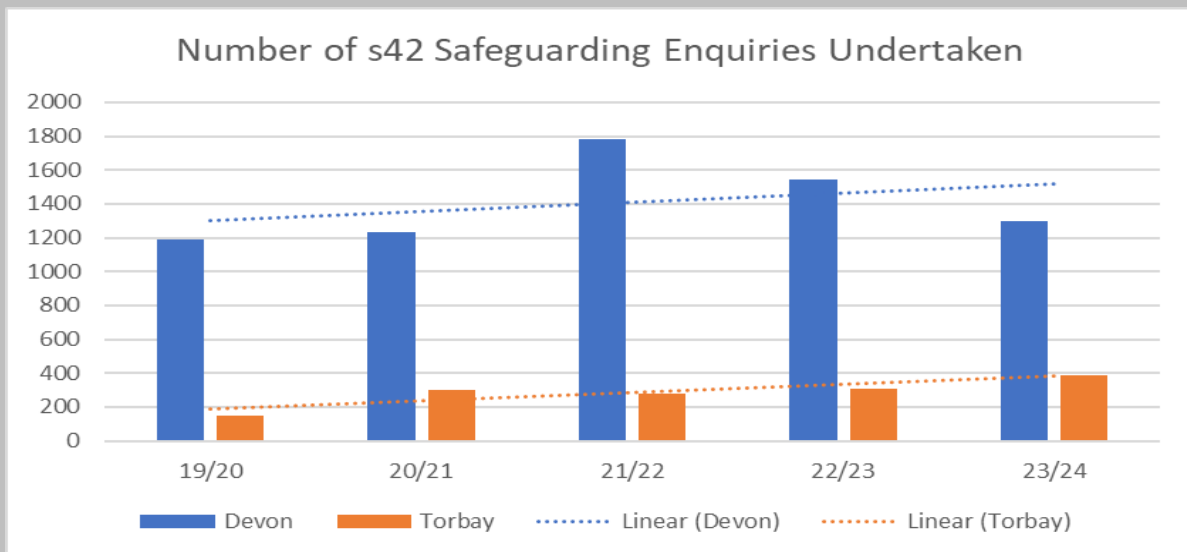


The general trend in the number of safeguarding adults’ concerns in Devon has been upwards but there was a fall between 2022-23 and 2023-24. This drop may be due to changes in the front door procedure to Adult Social Care and centralisation of the safeguarding teams.

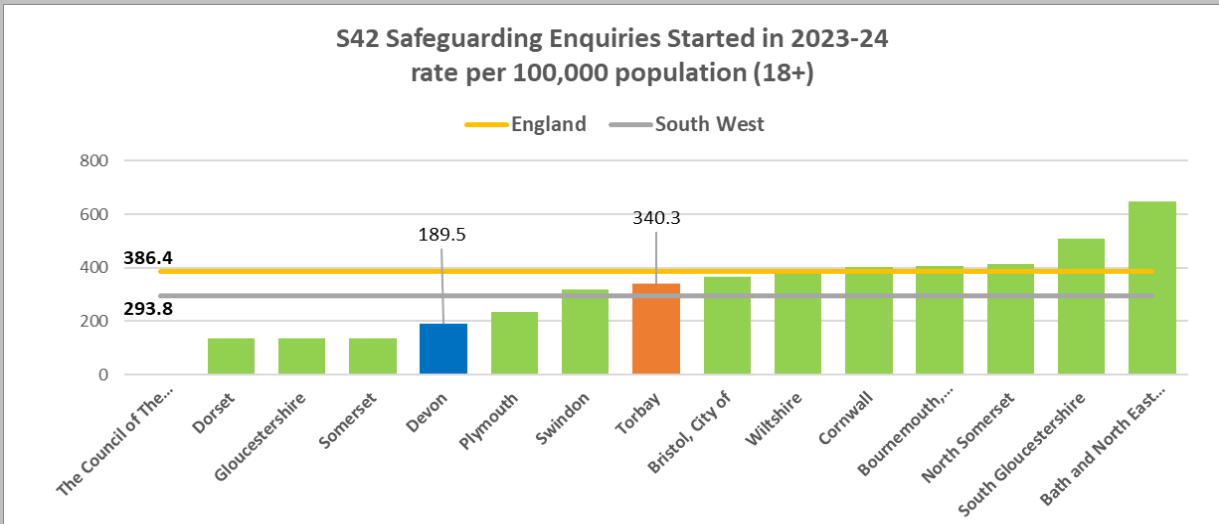
In Torbay, the linear trend continues to be upwards but by only 2% between 2022-23 and 2023-24.



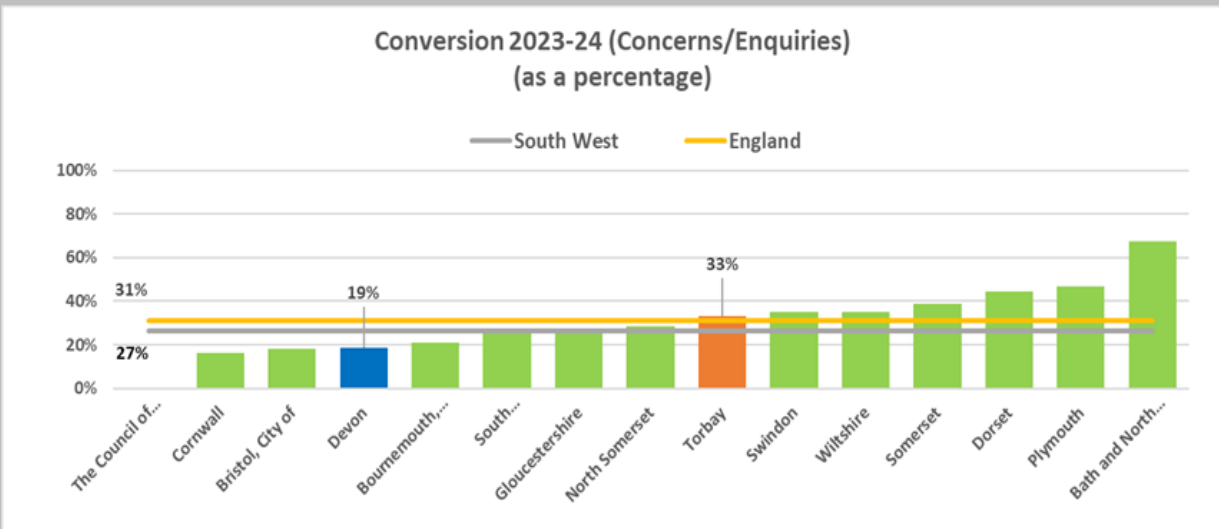
Expressing safeguarding concerns as a rate per 100,000 population (18 and over) allows for comparability. This shows that both Devon (1029.7) and Torbay (1075.7) have safeguarding concern activity levels below the national (1347.1) and regional (1308.2) averages and are at the lower end of the regional comparator authorities.



The number of s42 safeguarding enquiries (concerns that meet the threshold for further investigation) undertaken by Devon are now following a downward trend and have fallen by 16% on the last financial year. Safeguarding enquiry activity levels in Torbay continue to be on an upward trend and have risen by 26% from 2022-23.

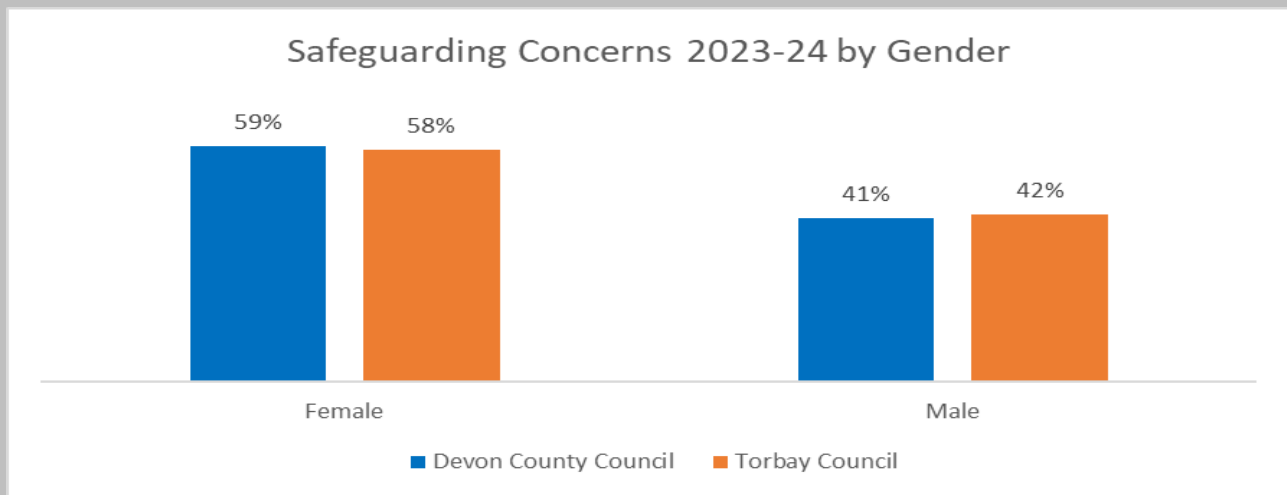


For s42 safeguarding enquiries started during 2023-24, the Devon rate has fallen again to 189.5 from 214.5 in 2022-23. The rate is now substantially below the rate for England (386.4). The rate for Torbay has increased from 271.8 in 2022-23 to 340.3 for 2023-24 and is now above the average for the South West (293.8) but remains below the rate for England.

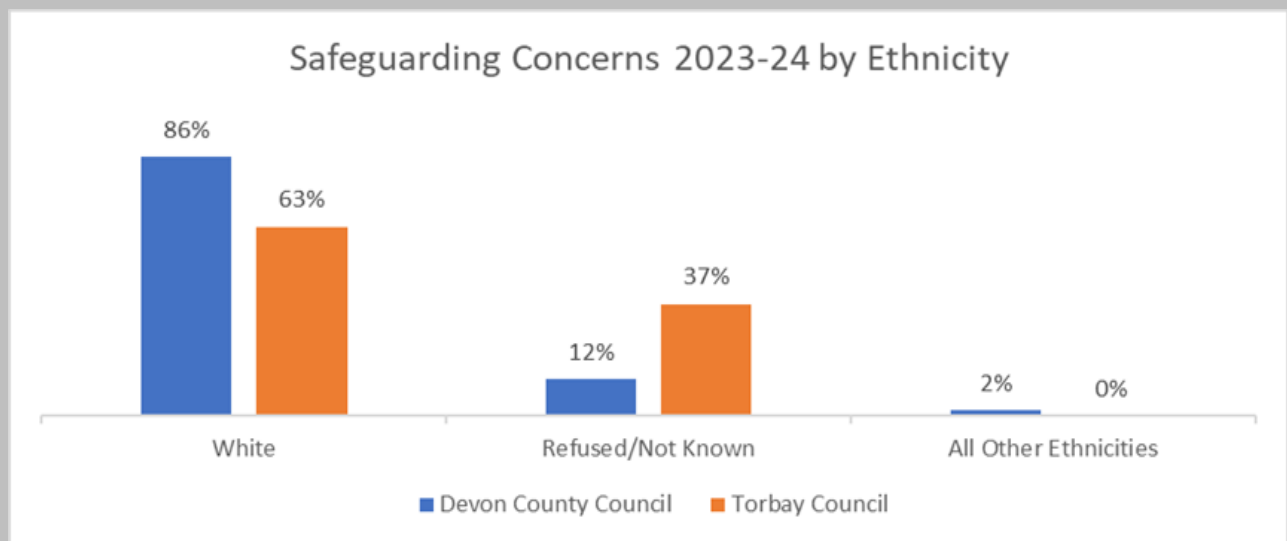


The conversion rate for concern to enquiry for Devon has fallen again this year to 19%, well below the England rate of 31% and South West comparators of 27%. The rate for Torbay is 33%, above both comparators.

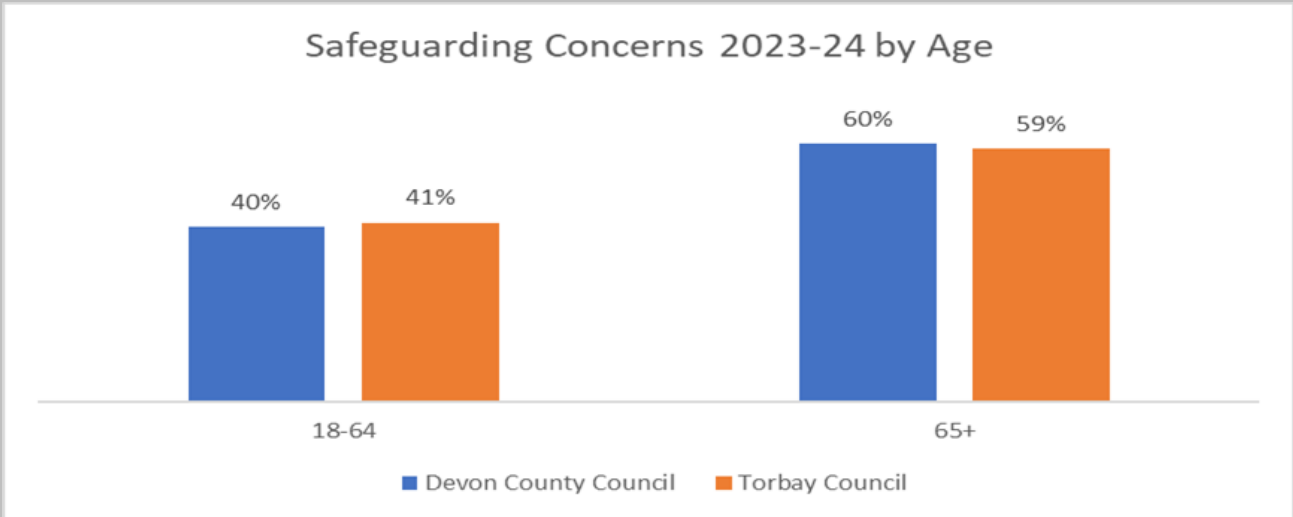
2. Demographics



59% of individuals in Devon and 58% in Torbay involved in safeguarding concerns for 2023-24 were female. This is consistent with the national percentage of 57% and with the percentage of females supported by Adult Social Care in Devon and Torbay.

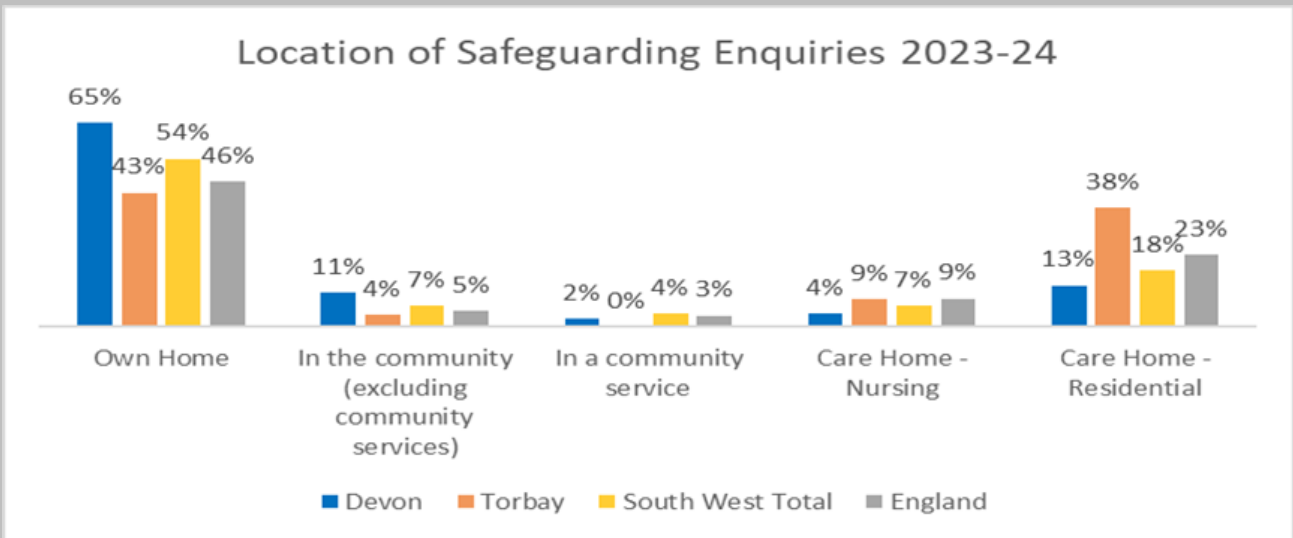


86% of individuals in Devon and 63% in Torbay involved in safeguarding concerns in 2023-24 recorded their ethnicity as white. 82% of the population recorded their Ethnicity as white in the 2021 census. For both authorities, a number of concerns do not have ethnicity recorded (12% in Devon, 37% in Torbay) and this is likely to result in an under representation of other ethnic groups.



60% of concerns in Devon and 59% in Torbay relate to individuals aged 65 and over, although 69% of adults supported by Devon and 65% in Torbay are over 65.

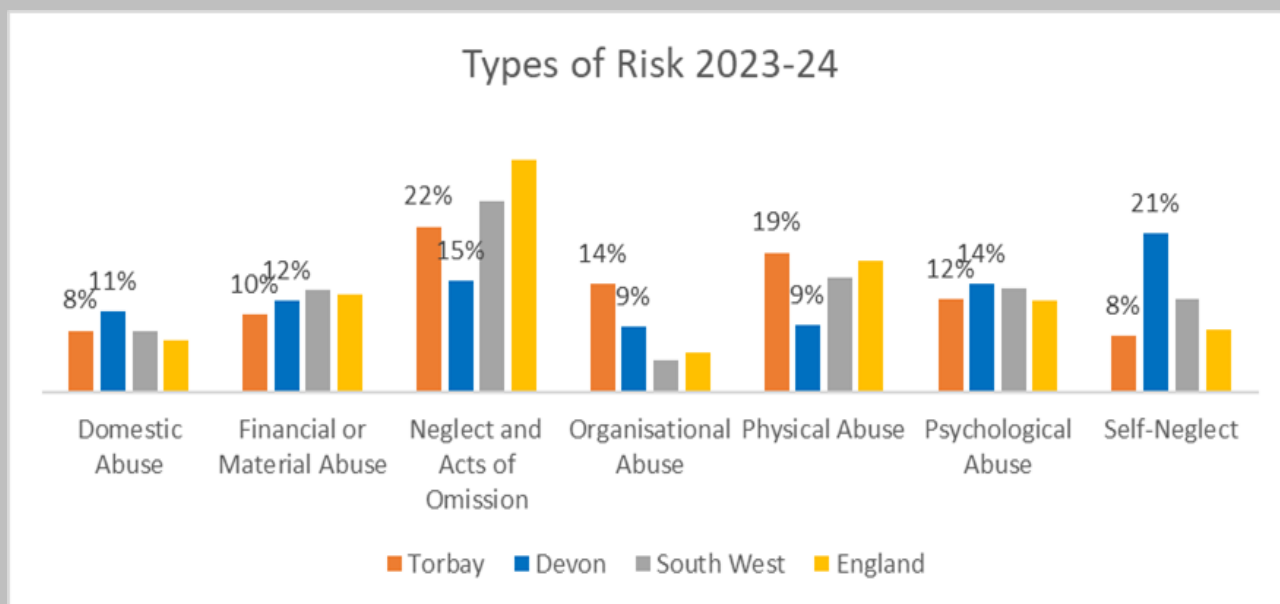
3. Location of risk



In Devon, 65% of 542 enquiries and 43% in Torbay took place within the individual’s own home. This is similar to last year for both authorities but still higher than the national picture of 46% for Devon.

The national comparator for enquiries recorded in care homes is 32% for 2023-24. Devon has a rate of 17% which has fallen from 20% in 2022-23. In Torbay the proportion is 46%, similar to last year but continuing to be ahead of the national comparator, probably reflective of the higher proportion of care home beds in the authority.

4. Types of Risk



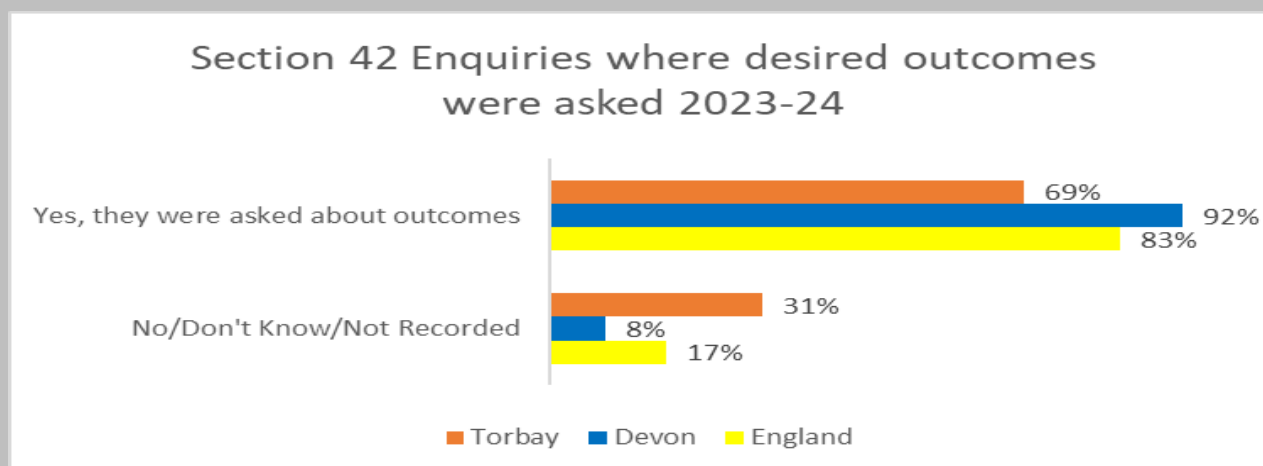
In Devon, the most common sources of risk in 2023-24 were Self Neglect (21%), Neglect and Acts of Omission (15%) and Psychological Abuse (14%).

In Torbay they were Neglect and Acts of Omission (22%), Physical Abuse (19%) and Organisational Abuse (14%).

This is a similar picture for both authorities to 2022-23. For England, the most common sources of risk are Neglect and Acts of Omission (32%), Physical Abuse (18%) and Financial or Material Abuse (13%).

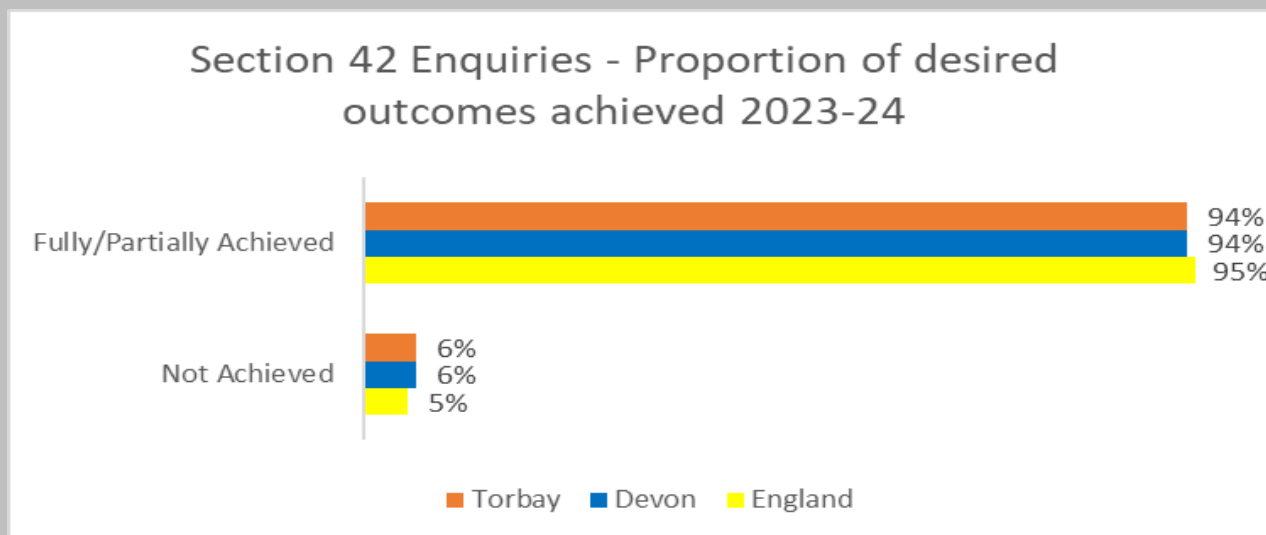
5. Making Safeguarding Personal (MSP)

Approaches to safeguarding should be person-led and outcome-focused.



In Devon 92% of people or their representatives were asked about their desired outcomes in safeguarding enquiries in 2022-23.

In Torbay this was 69%. Not all desired outcome data was able to be captured in Torbay but changes have been made so that this information is now recorded for all s42(1) and (2) cases.



Of those asked about their desired outcomes, 94% in both Devon and Torbay had their outcomes either fully or partially met. The percentage for both England and the regional comparators is 95%.

Section 6: Safeguarding Adults Reviews (SARs) and our SAR Core Group

6.1 Summary

Safeguarding Adults Reviews (SARs) are a statutory duty under the 2014 Care Act for Safeguarding Adults Boards to undertake. A SAR is completed when:

- an adult dies as a result of abuse or neglect, whether known or suspected, and there is concern that partner agencies could have worked more effectively to protect the adult
- an adult is still alive but has experienced serious neglect or abuse and there is concern that partner agencies could have worked more effectively to protect the adult
- Boards may also arrange for a SAR in any other situation involving an adult in its area with needs for care and support.

SARs are a way for all agencies of the Partnership to identify the lessons that can be learned from particularly complex or high risk safeguarding adults cases and to implement changes to improve services.

The TDSAP has a dedicated SAR Core Group. The SAR Core Group is responsible for decision making on new SAR referrals and for managing all SARs through to completion. The SAR Core Group maintains effective oversight in relation to the progress of each SAR and reports quarterly to each TDSAP Board meeting.

The SAR Core Group membership consists of multi-agency partners who meet regularly. The SAR Core Group members include representatives from NHS Devon ICB, Torbay County Council, Devon County Council, Devon Partnership Trust (DPT), Devon and Cornwall Police and partner representatives from other organisations as required.

More specific supporting information on SARs can be found on the Torbay and Devon Safeguarding Adults Partnership (TDSAP) website here: [TDSAP Safeguarding Adults Review Multi-Agency Policy](#)

6.2 SAR activity during 2023/24

The TDSAP received eight SAR Referrals in 2023/24 from six different partner organisations.

Following thorough consideration of these SAR referrals, the SAR Core Group decided that two of them met the criteria for a SAR review to take place, as defined within Section 44 of the 2014 Care Act.

The themes from these referrals include:

- **Mental health** (any support that people receive to protect or promote their mental health and psychosocial wellbeing).
- **Self-neglect** (a person being unable, or unwilling, to care for their own essential needs)
- **Substance misuse** (Substance misuse develops when you continue to take substances which change the way you feel and think)
- **Neglect/Acts of omission** (the failure to meet individuals basic and essential needs, either deliberately or by failing to understand these).

In 2023/24 the Torbay and Devon Safeguarding Adults Partnership completed six SARs, all of which were published on the TDSAP website.

With all SAR reviews, the identified learning and SAR recommendations are progressed and embedded into operational practice. The purpose of a SAR is not to reinvestigate or to apportion blame. It is an opportunity to uncover learning for all partner agencies involved and to make changes to practices in the future.

More information is available on our website about SAR Thresholds, how to complete a SAR [Referral](#) and our [previously published SARs](#)

6.3 Published SARs (including date of publication)

6.3.1 SAR Erik (April 2023)

Erik was a 48-year-old man described by long standing family friends as having had very poor social skills with mild/moderate learning disabilities.

Erik's mother was the one stable feature in his life. Over the last few years, she had become increasingly ill, resulting in 24 hour residential care. This stability that Erik had from his mother for much of his life faded away leaving Erik isolated and vulnerable.

He was highly motivated and worked for a landscape gardener. Erik greatly enjoyed this and is said to have excelled in this role. However, this came to an end which further diminished Erik's network and exacerbated his isolation. Although he was subsequently employed with a cleaning company, this ended abruptly and is said to have been due to inappropriate behaviour.

Erik was found hanging from scaffolding in Exeter on the 1st April 2021.

The death followed a number of concerns that identified Erik as a victim of cuckooing and being taken advantage of by others. There were also concerns about Erik experiencing anxiety, low mood and social isolation. Erik was described as vulnerable due to alcohol dependency and learning difficulties. The review identified that Erik also had vulnerabilities from past trauma and losses.

Learning identified include:

Although Erik was known to a number of partner agencies, and there is evidence of pockets of good practice, not all partner agencies recognised Erik as a victim of cuckooing.

The TDSAP Escalation protocol was not used as a means to address professional disagreements regarding the risks and escalating concerns identified by some partner agencies.

Professional curiosity should have been applied to understand Erik's inconsistency in his wish for support by partner agencies. Partner agencies to increase awareness and understanding that people such as Erik, who had known criminal offences himself, are targeted intentionally by those who exploit knowing that he would have been reticent to involve the Police and may have been seen as an unreliable witness.

Taking a trauma informed approach will support engagement and a focus on how communication can be tailored to people with complex needs, such as Erik, to ensure understanding when there is non-engagement from the person.

The lack of specific legal framework and 'cuckooing' as an offence has resulted in TDSAP sharing the full SAR Erik report with the Drugs Supply and County Lines Unit at the Home Office and with the National Crime Agency, so that it can form part of the evidence gathering for potential future legislative developments specifically around cuckooing.

The full SAR report is available [here](#)

6.3.2 SAR Hermione (June 2023)

The Torbay and Devon Safeguarding Adults Partnership commissioned this SAR in respect of Hermione who experienced serious harm in circumstances where agencies could have worked together more effectively to prevent this.

Hermione, a white female, has diagnoses of Autism Spectrum Disorder, Tourette's Syndrome, Post Traumatic Stress Disorder and ADHD.

After expressing her intention to attempt suicide, Hermione was detained in children's psychiatric units under section 3 of the Mental Health Act in Devon, then a paediatric intensive care unit in Berkshire prior to her 18th birthday, when she was discharged home to Devon.

After a period at home, Hermione was placed in a residential college for young people with autism in Somerset which broke down due to Hermione's self-harming behaviour and suicide attempts. Hermione moved to a second specialist autism college with onsite mental health support in Dorset in early 2020, where her self-harm continued to escalate.

The college gave notice because Hermione was making plans to take her life and because a specialist placement could not be identified. A multi-disciplinary professionals meeting agreed a care plan to temporarily support Hermione in a hotel in Devon with a package of 3:1 support. However, Hermione absconded out a window and drank several bottles of Calpol, sending a note by email to her college that indicated her intention to take her life.

She took a train, intending to travel to Beachy Head, but had to disembark after becoming ill and was found by Police in Wiltshire. Hermione was taken to an acute hospital in Wiltshire where she was placed in an induced coma after an urgent decision was taken by clinicians to deprive her of her liberty and a best interest decision made to give life-sustaining treatment, before being made subject to a DoLS authorisation in the emergency department.

After being brought out of the coma, Hermione was assessed as not being detainable under either the MHA or DoLS. She was subsequently transferred to a psychiatric ward in a Dorset hospital, first as an informal patient and then detained under the MHA, before being moved to a high dependency rehabilitation unit where she was diagnosed with Emotionally Unstable Personality Traits and her mental health stabilised after a lengthy period of time.

Learning identified include:

All partners to consider reasonable adjustments to ensure services are provided in a way that works equally well for people with neurodiversity.

When people with autism and/or learning disabilities are challenging behaviours, partners need to ensure that detailed behavioural support plans travel with the person during any transfers.

Skilled health assessments to be included in all EHCP when planning for adulthood.

Partners should ensure transitions pathways and interagency escalation policies are well publicised and leadership support where robust and timely transition plans are not devised and implemented,

Where a person has frequent mental health admissions, clinical staff on key wards should attend multi-agency professional meetings to strengthen an integrated approach between hospital mental health teams and the wider professional network.

Partners should ensure that clear contingency planning is taking place for all residential placements and that proactive and timely arrangements are made for alternative provision when a provider has given notice due to escalating risks that they feel unable to manage.

Partners to ensure that a rigorous Mental Capacity Act (2005) training programme is in place for staff that include the concepts of executive and fluctuating mental capacity.

The profile of advocacy services to be raised to ensure provision of advocates to support individuals' involvement in decision making process and enable timely challenge where appropriate.

Partners to ensure that restraint processes in all Health and Social Care settings comply with the Restraint Network Training Standards and those applying restraint have been trained in BildACT accredited training.

The full SAR report is available [here](#)

6.3.3 Devon Multi Agency Systems Review (July 2023)

The Devon Multi Agency Systems Review identifies the learning following five homicides in Devon, between 2018-2019. This report has a focus on mental health care and management in custody. Primary focus of this review is on the learning from three homicides that occurred in 2019 by the same individual, referred to as Mr A.

Although Mr A met the criteria for a Safeguarding Adults Review (SAR), it was decided that a multi-agency systems review, led by NHS England and Improvement (NHSE), would be the most appropriate methodology to uncover the systems learning.

The full report is available on the NHS England publications page [here](#)

6.3.4 SAR Alec (October 2023)

Alec, a white male, was in the Royal Engineers and served his full time with them. He rose to the rank of Staff Sergeant and was awarded the British Empire Medal. Over the years, he did tours of duty in Germany, the Falkland Islands, several places in Great Britain and, notably, twice in Northern Island during the troubles when he was in charge of a small group who had the task of clearing booby traps from buildings. That experience had a profound effect on him.

It is highly likely that he suffered from undiagnosed PTSD, which he self-medicated, as the years went by, with increasing amounts of alcohol and drugs. His trade in the army was as a pipeline engineer which expertise could have led to very profitable work when he left the forces. However, this would also have led to further periods of working away from the family which he did not want.

Like many ex-servicemen and women, he found adjusting to civilian life difficult. He set up a business involving furniture restoration and buying and selling second hand goods. This lasted for some years but once that failed his marriage broke down and over time, he lost touch with his family. As early as the year two thousand he was showing early signs of mental health problems.

He left Plymouth and began moving from place to place, without letting members of the family know where he was.

Alec was admitted to hospital following a 999 call and attendance at his home by the ambulance on 1st April 2022. Safeguarding concerns were raised by a nurse on the hospital ward and the ambulance crew on the basis of self-neglect. The crew documented that in their view he had been living in squalor and that the house was not fit for human habitation. He was described as emaciated.

During the 12 months prior to his death Alec had been treated as an outpatient at Tiverton District Hospital and seen on a number of occasions by staff at the Mid Devon Medical Practice. A doctor had visited him at home on the 30th March, two days prior to his admission to hospital.

Alec passed away in hospital on 5th April 2022 at the age of 70. The cause of death was pneumonia following a stroke.

Learning identified includes:

Two of the recommendations from the Thematic SAR Self-Neglect is also pertinent to Alec, the need for multi-agency meetings to be facilitated in cases of self-neglect with escalation where partners do not support this; and to ensure that the current training offer of all partner agencies include self-neglect, and legal literacy with respect to safeguarding, mental capacity Act (2005) practice, consent and information sharing.

Self-neglect guidance to be updated and promoted to improve staff understanding and confidence in assessing when this becomes a safeguarding matter.

The importance of risk assessments to be undertaken in circumstances of significant self-neglect and to promote the role played by the Fire Service Home Safety team in attending to individuals who hoard.

Mental Capacity Act (2005) training to increase practitioner awareness of the concept of 'executive' mental capacity and its significance when assessing individuals who self-neglect.

The full SAR report is available [here](#)

6.3.5 SAR Tony (November 2023)

Tony, a white British male, had a successful and varied career. From 1993 until his return to the UK in 2008, he spent his life in France. Tony has been described as a very patient man, one who was practical, supportive, independent and easy going.

Tony was diagnosed with several serious health issues over a number of years. These included bladder cancer, chronic obstructive pulmonary disease and rheumatoid arthritis which contributed to a sharp decline in Tony's health in the last few years of his life. His mobility worsened, he experienced visual disturbances, a decline in his memory and he became noticeably frailer. Tony became more vulnerable to falls exacerbated by further diagnoses of osteoarthritis and postural hypotension.

In November 2020 Tony was admitted to an acute hospital emergency department with concerns of reduced mobility, reduced appetite and a urinary tract infection. Following treatment he was

transferred to a Community Hospital setting for ongoing rehabilitation. Tony fell during this time sustaining a fractured hip resulting in a transfer back to acute care for surgery. Two weeks later Tony was transferred back to the Community Hospital setting for rehabilitation and a further three weeks later to a residential care home for ongoing rehabilitation. Less than two weeks later he was admitted back into acute hospital care with a suspected dislocation of his new prosthetic hip joint and emergency surgery was completed.

Tony died in February 2021 at the age of 89. At this time the UK was in its 3rd lockdown period of the Covid-19 pandemic.

Tony leaves a wife, Anne, who has very much been involved in allowing the review to build a picture of not only Tony as a person but how the health & social care system has responded to Tony as a patient/client and herself as a carer.

Learning identified includes:

Considerations whether service provision for those deemed to be severely frail is effective and commensurate with demand, specifically vulnerability to falling and the local and national impact on health and social care organisations and people such as Tony.

Improvements in transference of care between two GP practices as Tony was temporarily registered with a new surgery when he transferred into a residential care home short term. Clinical care was impacted by the 'incoming' practice only having limited access to electronic records.

Improvements in medication prescribing and ensuring medication is available as early as possible.

The review acknowledged the TDSAP Guidance on Safeguarding and Falls; and Safeguarding and Medicines Management that had been developed and published, and recommended recirculating and promoting this guidance.

It further identified the need for improvement of unpaid carers' experience in terms of accessing support, the quality of advice, timeliness and ensuring the offer of a carers assessment.

The full SAR report is available [here](#)

6.3.6 SAR Stephen (November 2023)

Stephen was a 60-year-old man of white UK heritage who lived alone in a property left to him in Trust after his father died in June 2017. He is described as having a 'mild to moderate' learning disability. In court reports he is also referred to as a person with autism, although he had never been diagnosed.

Stephen is reported to have been proud of owning his own home and of his possessions. Stephen had experienced significant bereavements. He lost his mother, followed by his father going into a nursing home and dying in June 2017. The family dog died around two years before the time considered in this SAR. Stephen kept the possessions of those he loved in the bungalow, he could not bear to let them go. Stephen would not let support workers clean or interfere with his possessions, he did not want items in the house touched or repairs made to the house. Stephen's toilet was broken, he had numerous electrical items plugged into a chain of

leads which created fire risk. Stephen did not want to move away from the bungalow and its memories.

Stephen was supported by Lifeways Community Care for ten years prior to his death. He was well-known to everyone in the local area who worked at Lifeways, he was chatty and would frequently telephone office staff as well as the helpline. He had the same support workers for many years and viewed some of them as family.

Stephen is described as a friendly and gentle person who wanted desperately to be liked. Stephen was heterosexual and saw himself as wanting a girlfriend.

Stephen could be overfriendly with people. He wanted to please people, to be liked. He invited people he had not met before back to his bungalow, giving his address and personal details to strangers. He was extremely lonely and either because of his feelings of isolation, and/or his struggle to use and weigh the information given to him by his support workers about risks, he placed himself in risky situations.

Stephen appears to have had a long history of alcohol use which impacted on his daily life. Stephen had not had support to reduce his drinking or to deal with the experiences or emotions that might be leading to increased use. Stephen did not have a great deal of money to spare. If Stephen was very intoxicated with alcohol this was usually because others had supplied it.

Concerns were raised regarding Stephen's increased self-neglect, daily use of alcohol and increased levels of confusion. There was a view that he was deteriorating physically and mentally. There were delays in addressing these concerns. Stephen was murdered on the 14th December 2020. His body was not found until the 17th December as he had cancelled his support on the 15th December prior to this and no-one attended to Stephen on the 16th December.

Learning identified includes:

Safeguarding services to ensure practice includes vital conversations with referrers as part of information gathering regarding concerns. Expectations of the 'four stages' of safeguarding should be communicated to referrers, as this can inform them as to whether an agreed escalation pathway should be accessed to maintain their duty of care towards the individual for whom they have raised a safeguarding concern.

Policy, procedure, and guidance, including website materials, can be difficult for referrers to navigate and need to be aligned to promote consistent awareness of possible forms of abuse for a variety of users.

Consistent use of risk indicator and assessment tools will ensure a focus on potential safeguarding concerns. These tools to be updated frequently to reflect new knowledge and trends.

Safeguarding practitioners should receive specific support and supervision regarding decision-making in practice.

It is essential to continue to build working Partnerships that respect and listen to the skills, knowledge and experiences of partners who work in provider settings.

It is important to recognise the type of Enquiry needed (under Sect 42 of the Care Act (2014) and to be confident in leading and coordinating a multi-agency approach. Multi-agency approaches bring resourcefulness in creating protective options in complex situations.

Person centred safeguarding is not just about supporting a person to express their views and wishes, but about creating a relationship in which the person is facilitated to explore all the objectives of an enquiry, not only about risk and protection options, but also redress, recovery and resolution.

Partner agencies have a duty of care toward their employees. A published offer explaining the supports available, together with attention to the needs of those involved in tragic events, will not only fulfil the organisation's duty but also contribute to a learning and resilient workforce.

The full SAR report is available [here](#)

Section 7: TDSAP Priorities 2021/24

Under the Care Act 2014, the TDSAP must develop and publish a strategic plan that clearly sets out how it plans to achieve all its statutory objectives.

In developing this strategic plan, the Partnership has worked closely with partner organisations and sought input from community groups, to develop a set of priorities that best reflect the needs of Torbay and Devon.

The work of Partnership is not exclusive to these priorities: flexibility is a key characteristic of the TDSAP and priority will also be afforded to urgent themes and risks that present themselves throughout the plan period.

The TDSAP Board agreed these four strategic priorities for the period from 2021 to 2024.

- 1. To embed the learning from Safeguarding Adults Reviews (SARs) into organisational practice**
- 2. To improve outcomes for people with needs for care and support by finding the right solution for them**
- 3. To work with partners to better understand and reduce the risk of 'Hidden Harm'**
- 4. Improving Involvement and Engagement with people in receipt of safeguarding services**

The TDSAP sub groups are assigned responsibility for completion of specific activities that support the 4 strategic priorities.

The Operational Delivery Group (ODG) holds the overall responsibility for completion of the business activities delivered by the sub groups and reports on progress to each TDSAP Board meeting.

The purpose and key achievements of the sub groups, to support delivery of the strategic priorities, is detailed in section 8 below.

Section 8: TDSAP Sub-Groups

8.1 Community Reference Group

The purpose of the Community Reference Group (CRG) is to support the TDSAP by enabling the voice of people with a lived experience of safeguarding and relevant public perspectives across Torbay and Devon to inform future practice.

To achieve this purpose, the group have engaged with voluntary and community sector groups to find out what is understood by the term 'safeguarding' and provide insight into how awareness and reporting of safeguarding concerns might be increased. The CRG has also been able to give a view on the development of safeguarding policies and strategies, including the development of the TDSAP business priorities and the TDSAP annual report.

In early 2024, the TDSAP commissioned a review of the CRG. This review identified the need to better engage in **co-production** by working in Partnership with people, service users and third sector representatives to raise awareness, improve understanding and shape effectiveness of specific elements relating to the safeguarding of adults.

The review recognised that an approach of co-production allows those best placed to help design, shape and deliver specific aspects relating to safeguarding adults.

Co-production is a collaborative approach. It means involving those who receive support, along with their family, friends and carers with planning and delivery.

8.2 Learning and Improvement Sub-Group

The Learning and Improvement sub group has had a busy year reviewing its Terms of Reference and continuing to focus on driving learning and practice improvements across partner agencies resulting from the recommendations from Safeguarding Adults Reviews, and other identified focus areas for learning and development.

Due to the large number of Safeguarding Adults Reviews published by TDSAP there are currently ten SAR action plans being worked on by members of the Learning and Improvement sub group on behalf of the partner agencies they represent.

Areas of development include:

- *Learning from SAR recommendations – Improved communication and sharing of information when there are safeguarding concerns.* This sub group steered the adoption of a Safeguarding Information Sharing Protocol by partner agencies. It has continued to successfully work with partners to increase sign up to this protocol as published on the TDSAP website.
- *Learning from SAR recommendations – Highlighting the risks of financial abuse which could be posed by anyone and the need for robust recruitment processes.* The TDSAP financial abuse page has been refreshed and updated with improved information and links to further support. A provider briefing was co-produced with the Devon Care Home Collaborative highlighting the risks of financial abuse and the identified learning; with links to essential

recruitment tools. This briefing was circulated to the provider networks across Torbay and Devon.

- *Learning from SAR recommendations – Responding to situations when people in crisis are presenting risks to themselves or others.* The development of a crisis advice flowchart, led by one partner, supported by the group, to ensure appropriate steps are taken by a partner agency when they become concerned that an individual may be experiencing a mental health crisis.
- *Learning from SAR recommendations – Accessing support with safety and contingency planning when working with older couples where there is domestic abuse present in the relationship.* A practitioner briefing was developed and circulated to partners which highlights the prevalence of domestic abuse in relationships of older people. It brings together a range of resources and access points for specialist advice and support. Domestic abuse charities across Torbay and Devon are currently working with the group to refresh current guidance around domestic abuse and unhealthy relationships.
- *Learning from SAR recommendations – Lessons learned regarding exploitation in the form of cuckooing and the need for partner agencies to work together better to protect individuals more effectively in such circumstances.* Practice guidance were adopted under the Partnership to support practitioners in such circumstances. A practitioner briefing was developed to highlight the learning and to promote the TDSAP Escalation protocol where there are concerns about how partners work together in such complex circumstances to protect people.

Other areas of learning also remain a focus of this sub group where it is identified action is required to raise awareness and promote the protection of adults at risk. Following the development locally of a vodcast on Predatory Marriage, further work has taken place with the Forced Marriage Unit in London, registrar services across Torbay and Devon and with other partners, to ensure further preventative work remain a priority.

The Learning and Improvement sub group continues to monitor closely the Partnership training offer and uptake from partners, including the private, voluntary and independent sectors. Demand continues to be high for all course presentations. All courses are running well, with good attendance and positive feedback from attendees. All course presentations remain virtual at this time and is reviewed on a regular basis.

8.3 Performance and Quality Assurance Sub Group

The Performance and Quality Assurance (PQA) sub group supports the Torbay and Devon Safeguarding Adults Partnership to take a strategic overview of the performance and quality of safeguarding activity across Torbay and Devon.

The Quality Assurance Framework is underpinned by the Care Act 2014 safeguarding principles. This includes the expectation that learning from quality assurance will be shared with partners to bring about positive change to practice and to improve outcomes for adults with care and support needs and their carer's. The group meets quarterly, has clear terms of reference and a robust quality assurance framework and guidance which has been recently reviewed to support a renewed focus for the next 12 months.

The PQA supports the safeguarding Partnership to look at what we do, how well it is done and what difference we can make to improve and enhance operational systems and processes. Over the last year a partner audit with a specific focus on hidden harm has been completed which demonstrated that partner agencies are committed to taking the learning from SARs to improve practice culture whereby staff are being supported to identify hidden harm signs at earlier opportunities. This work is far reaching and continues in line with the Partnership's strategic priority regarding the reduction of hidden harm.

During 23/24 the group undertook the TDSAP Annual Safeguarding Assurance audit. All partners contributed to the audit and have provided assurance and evidence to the TDSAP Partnership Board of continued multiagency engagement by all partners and continuously working to improve involvement and engagement with people who are experiencing safeguarding processes.

The sub group regularly reviews safeguarding adult performance audit data which supports the identification of areas where further assurance focus work is required. An example of that would be the current focus (2024/25) of the group regarding self neglect practice improvements which link closely with the Partnership's strategic priorities regarding embedding the learning from SARs and improving the outcomes for people with needs for care and support by finding the right solution for them.

The PQA has further plans for a self-assessment audit of partners' safeguarding processes, a multiagency audit regarding embedding learning from SARs and plan to complete a comparison review of prior and current Torbay and Devon SAR's in order to identify recurring themes and understanding what further work needs to be undertaken to ensure that this learning is in fact embedded within safeguarding practice across the safeguarding footprint.

8.4 Operational Delivery Group

The TDSAP Operational Delivery Group (ODG) meets quarterly and is responsible for delivering the activities to support the TDSAP strategic priorities.

The group also considers safeguarding adults multi-agency practice, process and systems across Torbay and Devon to ensure that there is effective communication and quality working practice in place. The ODG does this to ensure that members of the public and services users are protected from potential abuse and harm.

A key purpose of the ODG is to ensure that the Learning and Improvement sub-group, Performance and Quality Assurance sub-group and the Community Reference sub-group (currently under review) report directly to the ODG on progress of priority activities from their respective sub groups.

To further address the strategic priority in relation to Hidden Harm, the ODG convened a multi-agency task and finish group to consider the progress of Hidden Harm activities across the system, with a specific focus on work currently taking place, future plans and identified gaps from partners.

The T&F Group provided the ODG with three specific multi-agency areas to focus on.

- 1) Raise the awareness of Hidden Harm across partner organisations to assist and develop operational staff.
- 2) Develop coercion and control practice guidance for operational use across partner organisations
- 3) Update existing multi-agency training offer to include specific focus on hidden harm, especially in the context of self-neglect.

The approach taken has provided a good level of assurance, with specific examples to report back to the full TDSAP Board. All partners will continue to develop and progress their own activity with future assurances to be provided to the ODG.

During the past 12 months the ODG has had excellent representation from across the Partnership and demonstrated a strong commitment to shared ownership of the Partnership agenda. Tasks are also followed through, outside of the ODG meetings, to ensure priorities are completed in a timely manner.

Section 9: Summary of Partner Achievements During 2023/24

Below is a selection of the key partner achievements, in relation to safeguarding adults, during the year:

9.1 Devon County Council (DCC)



DCC have centralised the 3 locality based safeguarding hubs to enable a single point of contact for all Safeguarding Adult Concern referrals made to Devon County Council. The intention is to deliver an equitable and timely response to Safeguarding Adult Concerns referrals and timely decision making and communications in relation to Section 42 of the Care Act (2014). The service will consist of a single management and leadership structure operating across the County.

DCC have developed a range of practice support guidance and tools around working with people who self-neglect and associated SharePoint page to support better practice. This was in response to the learning identified through the TDSAP thematic SAR self-neglect.

DCC have introduced Integrated Adult Social Care practice standards which includes safeguarding practice. Alongside this, a new Practice Quality Review tool and report examining the quality of safeguarding adult enquiries has been produced. This enables DCC to demonstrate quality assurance of completed safeguarding adult enquiries.

Within the Public Health and Communities Directorate, the team have continued to develop and strengthen the partnership that supports the Real time Surveillance System for suspected suicides.

Information from the police is received weekly and protocols are currently being revised to identify suicide clusters in order to prevent future deaths.

Public Health supported the Themed Adult Safeguarding Review into Mental Health. The commissioned Drug and Alcohol Treatment Services (Together) were a key part of the SAR panel.

Public Health continue to work in partnership with members of the Board and wider community to reduce preventable deaths relating to suicide and substance use including, issuing drug alerts and developing an incident response plan linked to preventing drug related deaths in Devon. Public Health have championed the need to review deaths of the homeless population, often as a result of deaths of despair

The Public Health team are currently reviewing the Suicide Awareness section on the TDASP website and working with Colleagues across Torbay and Plymouth to host a conference exploring the links between suicide and Domestic Violence and Abuse.

9.2 Torbay and South Devon NHS Foundation Trust (TSDFT) / Torbay Council



Services include a delegated responsibility from Torbay Council for local authority safeguarding duties. We often see the benefit of our integrated services in our local safeguarding system, by providing timely health and social care responses to the safeguarding concerns we receive.

Torbay continue to receive qualitative feedback from people who experienced a safeguarding response through independent quality checkers. Feedback continues to be very positive. People tell us that they feel included and listened to, that the process is fully explained to them and that they value the safeguarding response. In the past 12 months we have introduced a qualitative feedback system for people's representatives and people living in care settings.

Within our health regulated services, the Friends and Family Test (FFT) is an important feedback tool that supports the principle that people who use NHS health services should have the opportunity to provide feedback on their experience. It asks people if they would recommend the services they have used and offers a range of responses. When combined with follow-up questions, the FFT provides a method to highlight both positive and negative patient experience.

Our safeguarding team in our health regulated services continue to expand their expertise, providing guidance, support, advice, and safeguarding supervision to a wide range of services and teams across community health and acute settings. In the past 12 months, we have continued to focus on further embedding the Mental Capacity Act into practice and improving responses which establish safety plans based on robust risk management in cases of domestic abuse.

Within our adult social care services, we have developed new resources to support Mental Capacity best practice, including three new Mental Capacity Act short films for care home managers on making best interest decisions, preparing for and understanding Mental Capacity Act assessments. We have also responded to peer review recommendations by improving live safeguarding data to support our oversight and performance in response to safeguarding concerns.

All our services demonstrate a continuous commitment to promoting learning from safeguarding reviews and other learning reviews. Other than Mental Capacity Act recommendations we have, for example, seen increases in safeguarding duties being used to support people with care and support needs who self-neglect and those who experience domestic abuse.

As an organisation that covers Torbay and Devon local authority geographical boundaries we continue to recognise and support the value of the Torbay and Devon Safeguarding Adults Partnership (TDSAP) and its capacity to create a consistency of approach in local safeguarding arrangements. We very much welcome being part of the TDSAP and will continue to support its arrangements as needed.

9.3 Devon and Cornwall Police



Following several SARs that highlighted the need for early identification of risk we now have introduced a process within our Central Safeguarding Team whereby repeat low grade Public Protection Notices (PPN) are flagged for a review. Now, if an individual has 3 or more low grade PPNs submitted within a 3 month period, it is flagged for review so that officers can assess whether risk is escalating or whether, by looking at the incidents in a wider context, rather than as isolated incidents, the risk level should be raised and more proactive safeguarding measures taken with partners.

Fraud is the most commonly experienced crime in the UK, affecting UK society economically and socially and disproportionately impacting upon vulnerable adults. Devon and Cornwall Police has introduced a Fraud and Triage Support Team within that sits within the Serious and Organised Crime Branch. The purpose of the team is to improve our response to fraud and will focus on 4 areas:

1. Crime Data Integrity - the correct recording and initial response to fraud,
2. Pursue - improving investigations via the provision of specialist advice and support,
3. Safeguarding the vulnerable - improving the safeguarding response to victims vulnerable to fraud,
4. Protect - increase the provision of protect messaging to reduce the number of victims of fraud.

Devon & Cornwall Police is committed to working with our partners and other forces in the region, to stop the flow of drugs into our counties and to disrupt the associated criminal activity, during intensified operations like Operation Scorpion and all year round. The aim of Op Scorpion is a collaboration between police forces in Devon and Cornwall, Dorset, Avon and Somerset, Gloucestershire and Wiltshire, their respective Police and Crime Commissioners, British Transport Police and the South West Regional Organised Crime Unit (SW ROCU) to bring relief to communities blighted by the antisocial behaviour, crime and fear which accompanies the misuse of drugs, and to safeguard vulnerable people.

Right Care Right Person (RCRP) is a national approach, across police, health, and social services with the objective of ensuring people in need receive the right care from the right person.

In September 2023 the National Partnership Agreement supporting RCRP was signed by ministers from the Department of Health and Social Care and Home Office, and the Chief Executives of NHS(E) and the College of Policing, and the Chief Constable holding the mental health portfolio for the National Police Chiefs Council.

Devon and Cornwall Police (DCP) convened the first jointly chaired RCRP Strategic Partnership Board in September 2023. A comprehensive RCRP governance structure was established. Adult and children's social care representatives from unitary and county local authorities across Devon, Cornwall and Isles of Scilly were invited. South Devon and Torbay representatives from adult social care and Children and Family Health Devon continue to be members of the RCRP governance meetings. Southwest Ambulance Service Foundation Trust (SWAST), both fire and rescue services, both Integrated Care Partnerships (ICPs) and all local healthcare trusts are also included in the strategic and supporting meetings.

The principle of RCRP is that when no crime is apparent or suspected, the needs of a person should be met by the most appropriate agency. When no crime is involved or suspected, and the person's need stems from a health, mental health or non-crime related vulnerability, Police should only respond to that person when a threshold is met. This can be framed that police should deploy when there is a real and immediate need to exercise police protection powers.

There have been 5 Scrutiny Panels, one of which was dedicated to children and young people, where police decision making, and records were shared with partners across social care and health to enable a transparent assessment of the decision making. No flaws in the principles have been identified. The service seeing the greatest impact was SWAST. Learning from partners at the scrutiny panels is that the threshold is being applied appropriately for children and young people by police contact officers.

Police have reinvested any time previously dedicated to non-crime concerns for welfare and patients leaving healthcare into reducing call handling times and improving patrol response time to urgent incidents.”

9.4 Devon Partnership Trust



The Devon Partnership Trust (DPT) continues to be a proactive member of the Board and its various subcommittees.

In 2023-2024, clinicians within the Trust raised a total of 339 safeguarding concerns on behalf of our patients and completed a combined total of 257 safeguarding adults enquiries (under s42(2), Care Act) which had been caused out to the Trust by Local Authorities (Devon and Torbay) to lead. For 30% of these enquiries, the primary domain of abuse or neglect identified was self-neglect. We continue to ensure all registered clinicians and practitioners complete level 3 safeguarding training in both safeguarding children and adults.

Key initiatives in the last year have included:

- collaboration with partners regarding the implementation of Right Care, Right Person
- development of our Sexual Safety Committee which has resulted in leaflets and posters for the information of our patients, training and films on sexual safety for the information of our staff and an audit programme. 77% of all sexual safety incidents reported in 2023-2024 involved staff experiencing harm from patients, whilst 23% involved patients experiencing harm from other patients. 4% of all reported incidents resulted in moderate (or more serious) harm.
- increasing our offer of safeguarding supervision to our staff - doubling the number of safeguarding sessions delivered to staff (4486 staff sessions of engagement in safeguarding supervision occurred during the year). Safeguarding Supervision is delivered solely by members of the Central Safeguarding Team who have all completed training in restorative safeguarding supervision.
- Our Executive Board continues to be updated and provided with assurance on safeguarding through a:
 - weekly safeguarding report,
 - Integrated Safeguarding Committee and the work of its associated subcommittees
 - the internal Trust Safeguarding and Legal Bulletins delivered to staff bi-monthly - these provide staff with access to learning from Safeguarding Adults Reviews and complex safeguarding enquiries
 - Learning and reports from our Executive Complex Case Forum
 - Learning and reports from our Ethics Committee.

9.5 NHS Devon



The work of the team has been recognised locally in 2023 with a West Country Women's Award for the Head of Safeguarding's work to combat violence against women and girls in recognition of the work NHS Devon has done to improve how GPs and hospitals respond to people who have experienced domestic abuse or sexual violence.

In February 2024, an NHS England Safeguarding Visit took place. The meeting highlighted the significant system leadership changes during the year including the new ICB Chief Executive, Interim Chief Nurse and Interim Deputy Chief Nurse arrangements. Some of these changes have been mitigated by a stable NHS Devon safeguarding team who have been able to provide consistency to the safeguarding Partnerships and continue to keep safeguarding a priority though there are continued extreme pressures on health systems. Following NHS Devon taking on delegated responsibility for dental, ophthalmic and pharmaceutical services (POD) in April 2023, the safeguarding team have worked closely with the Collaborative Commissioning Hub to support the design and delivery of POD services.

Since the Liberty Protection Safeguards replacement to Deprivation of Liberty Safeguards were stood down by the current Government in 2023, the Mental Capacity Act (MCA) Lead has continued to work closely with the Continuing Healthcare Team (CHC) to ensure that individuals deprived of their liberty within their own homes, known as community deprivation of liberty, are safeguarded. To support this and other aspects of the Mental Capacity Act, the NHS Devon MCA lead organises and chairs a Devon wide network that supports MCA leads in Trusts to share practice and resources.

9.6 Royal Devon University Healthcare NHS Foundation Trust



**Royal Devon
University Healthcare**
NHS Foundation Trust

We continue to put people at the centre of our safeguarding practice and encourage all our staff to see Safeguarding as 'core business'. We provide education and training on all areas of safeguarding and a particular focus on self-neglect, seen through a lens of trauma informed practice. Our staff continue to recognise safeguarding issues and the numbers of 'concerns raised' with Devon County Council's Safeguarding team continue to increase month on month.

The Mental Capacity Act (MCA) team are fully integrated across the Trust and we have developed our education, patient records and internal processes to identify and support patients and staff when an individual may lack capacity and is deprived of their liberty. We are prepared for the introduction of Liberty Protection Safeguards (LPS).

In addition, we are a pilot site for a 'Trauma Informed Shame Sensitive Project' which identifies good practice and ideas for use in clinical areas in order to develop our approach and response to people when accessing our care. It also supports staff with their own experiences of trauma.

9.7 Probation Service



We have linked adult safeguarding training to pay progression for staff so we can ensure that this important learning is prioritised.

We have held quarterly safeguarding briefings for all staff to ensure learning from Safeguarding Adults boards is disseminated.

Staff have an increased awareness of exploitation/mate crime and are aware of referral pathways and actions required to protect vulnerable adults.

9.8 Heart of the South West Trading Standards

Heart of the South West
Trading Standards Service



There is an agreement in place for all staff to undertake online scams training as part of their continued professional development (CPD), this is also the case for all new starters.

We were an active partner and panel member in relation to the SAR for Ella. We were able to help shape the learning resulting from this SAR review, which included an improved re-write to the financial abuse section of the TDSAP website.

We have strong links in place with partners and we are in regular contact with agencies, to assist in the safeguarding process, where individuals have been potential victims of scams.

9.9 South Western Ambulance Service



- SWAST have established safeguarding into the Trust governance structures. This means that Safeguarding activity is reported and discussed at our Safeguarding committee and the Quality Committee and Trust Board receive regular updates. The Safeguarding Service have also presented a safeguarding patient story to the Trust Board.
- SWAST safeguarding service were supported to increase our safeguarding team. We now have a safeguarding specialist in each of our counties, 7 in total. This means that SWAST can attend more multi-agency meetings, join in more multi-agency work and better support our own staff in each area. We also have a Safeguarding Education Specialist and Learning Disabilities and Vulnerabilities Specialist in our team.
- Within SWAST we have been able to increase the amount of safeguarding training our staff get. All staff complete online safeguarding training but from April 2024 all frontline staff have also had an extra 4.5hrs face-to-face training. This training was developed by a safeguarding education specialist and was bespoke to SWAST. This will help us to meet national guidance on safeguarding training for our staff.

9.10 Devon and Somerset Fire and Rescue Service



We have developed and cascaded out to the Devon and Somerset Fire and Rescue Service a Tier 1 Safeguarding Training package for all staff across the organisation to complete to increase knowledge around safeguarding and ensuring clear and robust safeguarding processes are embedded throughout the organisation.

This is the first time all staff have been required to complete safeguarding training and we are now building on this and developing a comprehensive training strategy in addition to a competency framework.

We continue to work with numerous partners across Devon and Somerset and we continue to carry out Home Safety Visits for adults at risk. We deliver a comprehensive “Trigger Point Awareness Package” to partners to ensure they are aware of the signs to look out for that might mean someone is at risk of having a fire. This ensures we receive referrals at the earliest opportunity and can signpost individuals to support or raise safeguarding referrals where necessary if someone is at risk of having a fire.

Safeguarding Team and Home Safety Technicians have regular supervision and reflective practice which provides the opportunity to reflect on cases or visits and provides a safe environment for critical reflection, challenge and professional support which ensures safe practice, wellbeing being maintained and consequently improved outcomes for those at risk adults that we engage with.

9.11 Livewell Southwest



- The Livewell Southwest Adult Safeguarding team is hosting an Independent Domestic Violence Advocate (IDVA) in Partnership with the Plymouth Domestic Abuse service. Victims or survivors of domestic abuse can be frequent users of hospitals and other community health provision. The IDVA role focuses on increasing the numbers of Patients/Persons and Staff being identified as victims or survivors of domestic abuse, who can be offered timely support to prevent readmission and reduce the need for onward health services such as hospital or community services.
- Livewell Southwest is working in Partnership with Plymouth City Council to develop an integrated Adult Safeguarding pathway. The project development focusing upon Plymouth City Council and Livewell Southwest merging individual Adult Safeguarding functions to produce a single pathway for referral, triage, and enquiry completion. This will involve staff from both organisations joining together to form a single Adult Safeguarding pathway and to remove handover points from the current process, therefore improving outcomes where a person has needs for care and support and is experiencing or may be at risk of abuse or neglect.
- Livewell Southwest is currently facilitating Level 3 Adult Safeguarding training on a face-to-face basis as part of its mandatory workforce training commitment. The training has been developed in Partnership with the Adult Safeguarding operational team, where social workers have been delivering sessions to provide experiential knowledge as part of workforce development surrounding Adult Safeguarding.

Section 10: Looking Ahead

10.1 Strategic Priorities

The TDSAP Board will review the Strategic Priorities from 2021-2024 and consider the most appropriate strategic focus from 2025 onwards.

Once agreed, these new priorities will be cascaded across the system by the Partnership via a new 2025-2027 Strategic Business Plan.

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Meeting: Cabinet/Council **Date:** 23 January 2025/6 February 2025

Wards affected: All wards in Torbay

Report Title: Torbay Council Annual Pay Policy Statement and Review of Pensions Discretions

When does the decision need to be implemented? February 2025

Cabinet Member Contact Details: Cllr Jackie Thomas, Cabinet Member for Tourism, Culture and Events and Corporate Services. Jackie.Thomas@torbay.gov.uk.

Director/Divisional Director Contact Details: Matthew Fairclough-Kay, Director of Corporate Services, (01803) 207449, matthew.fairclough-kay@torbay.gov.uk

1. Purpose of Report

- 1.1 Section 38 (1) of the Localism Act 2011 requires English and Welsh Authorities to produce a pay policy statement for each financial year. This is a statutory requirement, and the pay policy statement must be approved formally by Council. The pay policy statement draws together the Council's overarching policies on pay and conditions and will be published on the Council's Website.
- 1.3 Under the current Pensions Regulations, Torbay Council is able to exercise a range of discretions in regard to how the Local Government Pension Scheme (LGPS) is applied to its employees who are members of the Scheme.

2. Reason for Proposal and its benefits

- 2.1 The Annual Pay Policy Statement 2024/25 must be approved by the Council in order for the Council to be compliant with Section 38 (1) of the Localism Act 2011.
- 2.3 The Employers Pensions Discretions must be reviewed and approved by Council annually in line with the LGPS regulations.

3. Recommendation(s) / Proposed Decision

That Council be recommended that:

1. the Torbay Council Annual Pay Policy Statement 2025/26 as set out in Appendix 1 to the submitted report be approved for publication, subject to the release and inclusion of the LGPS employee contribution rates and bandings.
2. the Employers Pensions Discretions as set out in Appendix 2 to the submitted report be

approved for publication.

Appendices

Appendix 1: Torbay Council Annual Pay Policy Statement 2025/26

Appendix 2: Torbay Council Pension Discretions

Background Documents

Copies of Torbay Councils associated Pay Policies will be made available upon request. All current policies are held on the Council's MyView system:-

<https://myview.torbay.gov.uk/dashboard/dashboard-ui/index.html#/landing>

The following documents/files were used to compile this report:-

Localism Act Pay Policy Guidance from the Local Government Association

<https://www.local.gov.uk/introduction-localism-act>

Supporting Information

1. Introduction

- 1.1 The publication of the Annual Salary Statement is a statutory requirement under Section 38 (1) of the Localism Act 2011. If Council does not approve the Salary Statement then the Council will be in breach of the legislation.

See Annual Pay Policy Statement, Appendix 1 for full details.

- 1.3 Under the current Pensions Regulations, Torbay Council is able to exercise a range of discretions in regard to how the Local Government Pension Scheme (LGPS) is applied to its employees who are members of the Scheme. The Employers Pensions Discretions must be reviewed and approved by Council annually in line with the LGPS regulations.

See Pensions Discretions, Appendix 2, for full details of the existing and recommended discretions.

2. Options under consideration

- 2.2 There are no options to be considered in regard to the publication of the Pay Policy Statement as it is a statutory requirement of Section 38 (1) of the Localism Act 2011.

- 2.3 The Employers Pensions Discretions were last approved by Council in February 2024. Although there are no changes proposed, Council are required to approve these discretions on an annual basis.

3. Financial Opportunities and Implications

- 3.1 There are no financial opportunities. The implications are in relation to financial penalties that the Council could face for non-compliance, for example, under equal pay legislation.

4. Legal Implications

- 4.1 The Council would be in breach of its statutory obligation if it does not publish its Annual Pay Policy Statement in accordance with the Localism Act 2011.

- 4.2 The Pay Policy Statement and associated pay policies set out the processes and procedures by which the Council pays its staff. These practices are in accordance with the Equality Act 2010 and associated employment law and so must be complied with.

5. Engagement and Consultation

5.1 Trade Unions representing staff within Torbay Council will be consulted at Joint Consultative meetings.

6. Purchasing or Hiring of Goods and/or Services

6.1 There are no associated services or goods that need to be purchased or hired under these proposals.

7. Tackling Climate Change

7.1 There are no climate change implications associated with these proposals.

8. Associated Risks

8.1 Non-Compliance with Section 38 (1) of Localism Act 2011, please see above. It is currently not determined as to whether there would be a financial penalty for non-compliance with the Localism Act however, under employment law non-compliance could result in heavy penalties for the Council (e.g. Equal pay and discrimination claims).

8.3 In addition to the risk of enforcement action by the EHRC, the Council should also consider the potential damage to their reputation of non-compliance with equal pay legislation if pay and grading processes are not followed.

9. Equality Impacts - Identify the potential positive and negative impacts on specific groups

	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people			In regard to the Employers Pensions Discretions, these will only affect employees who are 55 years and above. A neutral impact as the proposal is that the discretions will not change since they were last reviewed in 2024.
People with caring Responsibilities			
People with a disability			

Women or men	An Equality Impact Assessment was undertaken for the Council's Pay and Grading structure in 2019 – this indicated that men and women are both positively impacted by the new pay and grading structure.		
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)			
Religion or belief (including lack of belief)			
People who are lesbian, gay or bisexual			
People who are transgendered			
People who are in a marriage or civil partnership			
Women who are pregnant / on maternity leave			
Socio-economic impacts (Including impact on child poverty issues and deprivation)			
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)			Neutral, no public health impact identified as a result of proposals.

10. Cumulative Council Impact

10.1 None.

11. Cumulative Community Impacts

11.1 None.

Annual Pay Policy Statement 2025 - 2026

Date December 2024

This document can be made available in other languages and formats.
For more information, please contact hrpolicy@torbay.gov.uk

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1 Purpose and Scope

1. Section 38 (1) of the Localism Act 2011 requires the Council to prepare an Annual Pay Policy Statement.
- 1.2 Supplementary guidance was published in February 2013 and May 2022 – “Openness and Accountability in Local Pay: Supplementary Guidance” and “Statutory Guidance on the making and disclosure of special severance payments by local authorities in England”. Due regard has been given to that guidance in preparation of this policy.
- 1.3 In dealing with staff pay it is the Council’s strategy to ensure that our Pay Policy facilitates the recruitment and retention of staff with the skills and capabilities the Council needs.
- 1.4 Arrangements for staff pay must comply with Equal Pay legislation.
- 1.5 Senior Officers – these are posts with specific responsibility such as Section 151 Officer and/or where the salary is above £50,000
- 1.6 This Pay Policy Statement is a supplement to Torbay Council’s overarching Pay and associated policies which form part of the terms and conditions of employees. These include but are not limited to:-
 - Torbay Council Pay Policy (includes details of market supplements, market forces, acting up and additional duties payments and also guidance on job evaluation processes)
 - Job Evaluation Scheme Policies (Greater London Provincial Councils Job Evaluation Scheme).
 - NJC Terms and Conditions of Employment (Green Book)
 - JNC Terms and Conditions for Chief Executives
 - JNC Terms and Conditions for Chief Officers (Directors within Torbay Council are appointed to these Terms and Conditions).
 - NHS Terms and Conditions
 - Torbay Council Local Government Pension Scheme Policy Discretions
 - Employment of Apprentices Policy
 - Expenses Policy
 - Staff Travel Plan
 - Key Skills Retention Policy
 - Key Skills Golden Hello Scheme
 - Key Skills Student Loans Allowance Scheme
 - Key Skills Referral Scheme
 - Key Skills Accommodation Allowance
 - Flexible Retirement
 - Retirement and Long Service Award
 - Re-organisation and Redundancy Policy
- 1.7 Guidance from the Secretary of State makes reference to the Hutton Review of Fair Pay. This indicated that the most appropriate metric for pay dispersion is the multiple of Chief Executive pay to median salary. Tracking this multiple will allow the Council to ensure that public services are accountable for the relationship between top pay and that paid to the wider

workforce. This annual pay policy statement will publish this multiple along with the following information:

The level of salary for each of the Officers as defined in 1.5 above.

The salary of the lowest paid employee - this information can be found in Appendix 1 of this policy.

2. Arrangements for officer pay

2.1 The general terms and conditions of employment are governed by the following national agreements:

- Chief Executive/Head of Paid Service - JNC for Chief Executives of Local Authorities
- Directors - JNC for Chief Officers of Local Authorities
- Divisional Directors/Senior Officers - NJC for Local Government Services
- Educational Advisors and Inspectors/ Educational Psychologists – Soulbury Pay and Conditions
- All other Employee Groups – NJC for Local Government Services
- Public Health – NHS Terms and Conditions of Service (for employees who have transferred under TUPE)

2.2 The Council uses two forms of Job Evaluation to identify officer pay. This is either through the Council's GLPC Job Evaluation Scheme or the Hay Evaluation Scheme. The Hay Evaluation scheme produces both a Know How Score and a total points score for each post evaluated. Torbay Council pays salary (with a pay band of 4 spinal points) on the basis of the Know How Score only (not the final points score). Know-How is the sum of every kind of knowledge, skill and experience required for standard acceptable job performance.

2.3 The Hay Job Evaluation scheme is used to evaluate the following roles within the Council:-

- Chief Executive/Head of Paid Service
- Directors and Divisional Directors
- Senior Officers

All Grade N and O roles are evaluated under GLPC and Hay (this is due to the cross over point of the two schemes).

Public Health posts are evaluated on the Council's GLPC Job Evaluation Scheme. Public Health posts can also be evaluated using the "Agenda for Change" evaluation scheme in order to ensure pay parity for similar clinical roles in the NHS.

All other posts within the Council are evaluated under the Torbay Council GLPC evaluation scheme in accordance with the agreed policies.

2.4 A review of Hay salary data was purchased in 2018, and salaries were reviewed in line with this and with South-West public and private sector data. Since 2018 there has been annual benchmarking of salary rates. This salary information, together with corresponding job descriptions, is available from the Council's internet page, link as follows: -

<http://www.torbay.gov.uk/council/finance/salary-levels/>

- 2.5 In determining the salary for the Chief Executive/Head of Paid Service within the Council, and in the absence of appropriate data from Hay, the Council will take advice from the Head of Human Resources. In such a scenario independent advice may be taken from South West Councils (HR and Employment Services) and other professional organisations to advise the Council as to the appropriate level of remuneration to be awarded.
- 2.6 The Chief Executive under the general scheme of delegation within the Council will determine the terms and conditions of employment of all officers. Advice will be sought from the Head of Human Resources as required.
- 2.7 Following significant changes in duties, any post can be re-evaluated. The evaluation will be based on a Job Evaluation Questionnaire which will be assessed by an independent panel of Job Evaluation trained assessors. External advice and benchmarking will also be undertaken if necessary to ensure that market conditions are considered for pay and grading.
- 2.8 Salary increases in relation to cost of living will be applied to all posts according to the awards made by the appropriate National Joint Council as described in paragraph 2.1.
- The Council's pay and grading structure is available from the Council's website:-
www.torbay.gov.uk/council/jobs/what-we-offer/salary-and-grades/
- 2.9 No additional payments are made to in respect of:
- Bonus payments or Performance payments to the Senior Officers defined in 1.5, unless where given as a result of protections under TUPE, i.e. a transfer from another employer.
 - Additional enhancements are paid to NJC Employees who are employed on SCP 23 or below of the Torbay Council Salary Scale. These enhancements were varied in accordance with a Collective Agreement with our Trades Unions, dated 13th December 2016.
- 2.10 Additional payments are made to any Council Officers who act as Returning Officers, Deputy Returning Officers and those who carry out specific duties at elections. These payments are calculated according to the approved scale or set by a government department depending on the nature of the election. This is treated as a separate employment as and when required.
- 2.11 In comparing the Chief Executive/Head of Paid Service pay with the wider workforce the Council will use the following definitions:
- The lowest-paid employee: the employee or group of employees with the lowest salary (full-time equivalent) employed by the Council at the date of assessment.
 - The median: the mid-point salary when full-time equivalent salaries are arranged in order of size (highest to lowest). Based on salary levels of staff on the date of assessment.

This excludes those employed on casual contracts of employment but includes part time employees where their salaries are normalised to the full-time equivalent. It also excludes Apprentices who are employed on the Torbay Council apprentice pay grade.

3. Pensions contributions and other terms and conditions

3.1 All staff who are members of the Local Government Pension Scheme make employee contributions to the scheme in accordance with the following LGPS contributions table. However, these figures represent the 2024/25 contribution rates and bandings which could be subject to change and have not yet been confirmed for 2025/2026.

Band	Salary Range	Contribution Rate Employee	50/50 Section Contribution Rate
1	£0 To £17,600	5.50%	2.75%
2	£17,601 To £27,600	5.80%	2.90%
3	£27,601 To £44,900	6.50%	3.25%
4	£44,901 To £56,800	6.80%	3.40%
5	£56,801 To £79,700	8.50%	4.25%
6	£79,701 To £112,900	9.90%	4.95%
7	£112,901 To £133,100	10.5%	5.25%
8	£133,101 To £199,700	11.4%	5.70%
9	£199,701 or more	12.5%	6.25%

3.2 The Torbay Council employer pension contribution rate is 18.4% from 1 April 2025.

3.3 All employees are currently able to apply for a Car Parking permit, which enables employees to park on Council property for a reduced daily rate.

4. Termination payments - Chief Officers

4.1 The Council's approach to statutory and discretionary payments on termination of employment of Chief Officers, at retirement age or prior to this, is set out within its Redundancy policy and is in accordance with Regulation 5 of the Local Government (Early termination of Employment) (Discretionary Compensation) Regulations 2006 and Regulations 8 and 10 of the Local Government Pension Scheme (Benefits, Membership and Contribution) Regulations 2007. Final payment details are submitted to Full Council for approval.

5. Salary packages upon appointment

5.1 Any salary package offered in respect of a new appointment for a Chief Executive /Head of Paid Service will be approved by Full Council. This will include any new salary package equating to £100,000 or more.

5.2 In the case of salary packages for Directors and Divisional Directors, this will need to be approved by the Council's Employment Committee, acting on behalf of Full Council. This will include any salary package equating to £100,000 or more

6. Settlement agreements

6.1 Settlement agreements fall under the Special severance payments arrangements as a payment exceeding an employee's statutory and contractual entitlements on termination of employment.

6.2 Torbay Council will only enter into Settlement Agreements in exceptional circumstances where it is in the Council's overall commercial and financial interests to do so and in line with the Statutory Guidance on the making and disclosure of special severance payments by local authorities in England.

6.3 These agreements and associated pay are determined on a case-by-case basis.

6.4 Payments of £100,000 and above are subject to a formal decision made by Full Council, unless there is a good reason for departing from the Statutory Guidance.

6.5 Payments below £100,000 are subject to a formal decision of either:

- relevant elected members with delegated authority to approve such payments; or
- a suitable authorised senior officer with authority to approve such payments.

7. Gender pay gap reporting

7.1 The Equality Act 2010 (Specific Duties and Public Authorities) Regulations 2017 requires Torbay Council to calculate and publish the pay gap between male and female employees every year. Pay data must be based on a 'snap-shot' of the pay situation as at 31st March the preceding year and must be published by 30th March annually to the Government and also on Torbay Council's website.

7.2 The Council's Gender Pay Gap Report will be reported separately on 30th March 2025 for the snapshot date of 31st March 2024: <https://www.torbay.gov.uk/council/information-and-data/transparency-and-data/annual-pay-policy-statement/#c7>

7.3 The Government publishes the results on their Gender Pay Gap Viewing Service: - [Find and compare gender pay gap data - GOV.UK](#)

8. Publication

8.1 Once approved by Full Council, this Policy and any subsequent amendment will be published on the Council's website. Human Resources Policy will be responsible for the annual review to ensure an accurate pay policy is published ahead of each financial year.

8.2 In accordance with the Code of Practice on Local Authority Accounting, the annual Statement of Accounts includes pay details of Senior Officers reporting directly to the Chief

Executive/Head of Paid Service and statutory posts where the salary is above £50,000 per annum.

8.3 Full Council decisions in relation to staff pay matters are available from the Council's internet page, link as follows: www.torbay.gov.uk/DemocraticServices/ieDocHome.aspx

9. Current Salary Levels for Chief Executive/Head of Paid Service, Directors, and other Senior Officers

Torbay Council publishes a Salary Levels list with post details, salary bands and full-time equivalent salaries, available from Torbay Council's website:-

www.torbay.gov.uk/council/finance/salary-levels/

10. Equality Statement

This policy applies equally to all Council employees regardless of their age, disability, sex, race, religion or belief, sexual orientation, gender reassignment, pregnancy and maternity, marriage and civil partnership. Care will be taken to ensure that no traditionally excluded groups are adversely impacted in implementing this policy. Monitoring will take place to ensure compliance and fairness.

Appendix 1 - Multipliers

The idea of publishing the ratio of the pay of an organisation's top salary to that of its median salary has been recommended in order to support the principles of Fair Pay and transparency. These multipliers will be monitored each year within the Pay Policy Statement.

In comparing the highest paid salary with the wider workforce, the Council will use the following definitions: -

- The lowest-paid employee: the employee or group of employees with the lowest rate of pay (full-time equivalent) employed by the Council at the date of assessment. This includes all types of employment within the Council.
- The median: the mid-point salary when full-time equivalent salaries of all core council staff are arranged in order of size (highest to lowest). Based on the salary levels of staff on the date of assessment. This includes all types of employment within the Council.

The Council's current ratio in this respect is 4.25:1 i.e. the highest salary earns (to be confirmed) times more than the Council's median salary. The lowest full-time salary is £23,656 which is Grade A, scale point 1. When measured against the lowest salary the ratio between highest and lowest is 6.66:1.

Date of assessment: December 2024.

	Annual Salary	Ratio to Highest
Highest Salary	Within the banding £155,000 - £159,999	
Median (Mid-point) value	£37,035	4.25:1
Lowest full-time salary	£23,656	6.66:1

The difference in ratio between the median and lowest points in this year’s pay policy statement is smaller than the 2024/25 Annual Pay Policy Statement. In 2024/25 it was 4.54:1 for the median point and 6.90:1 between the highest and lowest point values. This shows a smaller difference in the ratio between the highest and lowest salaries. This can be attributed to the 2024 NJC Pay Award that took effect in November 2024 which uplifted the lowest spinal column points considerably therefore narrowing the difference between the highest and lowest paid employees.

Sources of Information:-

GOV.UK – Openness and accountability in local pay: guidance

www.gov.uk/government/publications/openness-and-accountability-in-local-pay-guidance

LGA – Pay Policy and Practice in Local Authorities

www.local.gov.uk/sites/default/files/documents/guide-pay-and-rewards-mem-4b6.pdf

Policy Feedback

Should you have any comments regarding this policy, please address them to the HR Policy mailbox –

HRpolicy@torbay.gov.uk

History of Policy Changes

This policy was first agreed by members of the Torbay Joint Consultative Committee in March 2012

Date	Page	Details of Change	Agreed by:
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January 2020	Various	Update to Appendix 1 – multiplier information. Update of Appendix 2 – Gender Pay Gap Report. ONS Annual Earnings Survey Results included for private and public sectors.	Full Council Approval 27th February 2020.
January 2021	Various	Update to Appendix 1 – multiplier information. Update of Appendix 2 – Gender Pay Gap Report ONS Annual Earnings Survey Results figures updated for private and public sectors. Inclusion of Restriction of Public Sector Exit Payment Regulations 2020.	Full Council Approval 24th February 2021.
December 2021	Various	Update to Appendix 1 – multiplier information. Update of Appendix 2 – Gender Pay Gap Report ONS Annual Earnings Survey Results figures updated for the public sector and all employers. Addition of Key Skills Accommodation Scheme and Key Skills Employee Referral Scheme. Removal of Restriction of Public Sector Exit Payment Regulations 2020. Update to LGPS contribution rates and bandings.	Full Council Approval 3rd March 2022.
December 2022	Various	Update to Appendix 1 – multiplier information. Update to LGPS contribution rates and bandings. Removal of Gender Pay Gap Report, to be reported separately.	Full Council Approval 23rd February 2023.
December 2023	Various	Update to Appendix 1 – multiplier information. Update to LGPS contribution information.	Full Council Approval 22nd February 2024.
February 2025	various	Update to Appendix 1 – multiplier information. Update to LGPS contribution information. Updated policy history. Updated list of associated policies page 2	Pending - Full Council Approval February 2025.

Policy to be reviewed December 2025.

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Looking forward to your retirement

Employer Pensions Discretions Policy

The LGPS Regulations 2013

and

The LGPS Regulations 2014

(Transitional Provisions and Savings)

and

The LGPS Regulations 2008

(Benefits, Membership and Contributions)

(as at 14th May 2018)

Employer name: TORBAY COUNCIL

Policy effective from: 01/04/2025

These policies may be subject to review from time to time. Affected employees will be notified of any subsequent change to this Policy Statement.

Print name of authorised officer: Anne-Marie Bond

Job title: Chief Executive

Date:

Signature of authorised officer:

Mandatory LGPS 2013 & 2014 discretions

Power of employing authority to grant additional pension Regulation R31

An employer can choose to grant extra annual pension* (at full cost to themselves) to:

- a) an active member; or
- b) to a member, within 6 months of leaving, whose employment was terminated on the grounds of redundancy or business efficiency

**(Current maximum additional pension allowed is £6,822 (figure at 1 April 2018))*

Please state your decision below:

Torbay Council will not normally exercise the discretion to grant additional pension except in exceptional circumstances.

Shared Cost Additional Pension Scheme Regulation R16 (2) (e) and R16 (4) (d)

Where an active member wishes to purchase extra annual pension by making additional pension contributions (APCs)*, an employer can choose to voluntarily contribute towards the cost of purchasing that extra pension via a shared cost additional pension contribution (SCAPC)

**(Current maximum additional pension allowed is £6,822 (figure at 1 April 2018))*

NOTE: this discretion does not relate to cases where a member has a period of authorised unpaid leave of absence and elects within 30 days of return to work (or such a longer period as the Scheme employer may allow) to pay a SCAPC to cover the amount of pension 'lost' during that period of absence. That is because, in those cases, the Scheme employer must contribute 2/3rds of the cost to a SCAPC; there is no discretion [regulation 15(5) of the LGPS Regulations 2013].

Please state your decision below:

Torbay Council will not normally enter into a Shared Cost Additional Pension Contribution contract to count towards a member's APC purchase except in exceptional circumstances.



Flexible Retirement

Regulation R30 (6) and TP11 (2)

Under the regulations, once an employee reaches age 55, they may remain in employment and draw their retirement benefits.

However, there are certain conditions that must be met:

- a) The employer must agree to the release of the pension.
- b) The employee must reduce either their hours, and/or their grade. *(The specific reduction required is not set out in the regulations, but instead must be determined by the employer, whom must specify the requirements within their flexible retirement policy).*

In such cases, pension benefits will be reduced in accordance with actuarial tables unless the employer waives reduction on compassionate grounds or a member has protected rights).

If flexible retirement is permitted, employers will need to publish a Flexible Retirement Policy and send Peninsula Pensions a copy. This can be done on the final section of this template.

Please state your decision below:

Torbay Council will take all reasonable steps to accommodate an employee's request for Flexible Retirement.

The Council will consider waiving a reduction to pension benefits where flexibility will enable the Council to retain key skills within critical service areas.

The Council will also consider requests where an employee is aged between 55 and 60, satisfies the 85 year rule and in which case the decision incurs a pension strain cost. Such requests will be considered by the Head of Paid Service and/or the Council, dependent on the seniority of the role and the associated cost, in line with the Local Government Transparency Code 2015.

Waiving of actuarial reduction

Regulation R30 (8) , TP3 (1), TPSch2, Para 2(1), B30 (5) and B30 (A) (5)

Employers have the power to waive, on compassionate grounds, the actuarial reduction (in whole or part) applied to members' benefits paid on the grounds of flexible retirement.

Employers may also waive, on compassionate grounds, the actuarial reduction (in whole or part) applied to members' benefits for deferred members and suspended tier 3 ill health pensioners who elect to draw benefits on or after age 60 and before normal pension age.

Please state your decision below:

Torbay Council will consider waiving a reduction to pension benefits in the event of Flexible Retirement where flexibility will enable the Council to retain key skills within critical service areas.

The Council will not waive the actuarial reduction applied to deferred member's benefit requests, suspended tier 3 ill health pensioners

Employers also have the power to waive, in whole or in part, the actuarial reduction applied to active members' benefits when a member chooses to voluntarily draw benefits on or after age 55 before age 60 and on or after age 60 and before Normal Pension Age (NPA).

or active members who retire voluntarily and draw benefits from age 55 to Normal Pension Age.

Power of employing authority to 'switch on' the 85 year rule (excludes flexible retirement) upon the voluntary early payment of benefits.

TP1(1)(c) Sch2

The 85-year rule does not (other than on flexible retirement) automatically fully apply to members who would otherwise be subject to it and who choose to voluntarily draw their benefits on or after age 55 and before age 60.

An employer can therefore choose whether to switch on the 85-year rule for members:

- 1) who voluntarily draw their benefits on or after age 55 and before age 60 and,
- 2) former members who ceased active membership between 1st April 2008 and 31st March 2014 and choose to voluntarily draw their suspended tier 3 ill health pension (on or after 14 May 2018) on or after age 55 and before age 60.
- 3) former members who ceased active membership between 1st April 1998 and 31st March 2014) and elect for voluntary early payment of any deferred benefits

Please state your decision below:

Torbay Council will not 'switch on' the 85 year rule for current or former members who voluntarily draw their pension benefits early, except in exceptional circumstances.

Non-Mandatory/Recommended LGPS 2013 & 2014 discretions

Regulation R17 (1) and TP15 (1) (d) and A25 (3) and definition of SCAVC in RSch 1

Shared Cost Additional Voluntary Contribution Arrangement

An employer can choose to pay for or contribute towards a member's Additional Voluntary Contribution via a shared cost arrangement (SCAVC). An employer will also need to decide how much, and in what circumstances to contribute to a SCAVC arrangement.

Please state your decision below:

Torbay Council will not currently contribute to a member's Shared Cost Additional Voluntary Contribution arrangement.

Non-mandatory policies but recommended by Peninsula Pensions:

Reg 16(16) - An employer can extend the 30-day deadline for a member to elect for a SCAPC upon return from a period of absence from work with permission with no pensionable pay (otherwise than because of illness or injury, relevant child-related leave or reserve forces service leave).

Reg 22(7) and (8) - Whether to extend the 12-month time limit for a member to elect not to aggregate post 31st March 2014 (or combinations of pre-April 2014 and post March 2014) deferred benefits.

Reg 27 of the LGPS (Amendment) Regs 2018 - Whether to extend the 12-month option period for a member to elect to aggregate pre-1st April 2014 deferred benefits.

R100 (6) - Extend normal time limit for acceptance of a transfer value beyond 12 months from joining the LGPS

R9(1) & R9(3) - Determine rate of employees' contributions and when the contribution rate will be assessed

Please state your decision below:

Reg 16(16) – Torbay Council will not extend the 30-day deadline upon return from a period of absence allowing for a member to elect for a SCAPC unless the Council have not provided sufficient time to enable the member to make the election.

Reg 22(7) and (8) – Torbay Council will not extend the 12-month time limit except in exceptional circumstances.

Reg 27 of the LGPS (Amendment) Regs 2018 - Torbay Council will not extend the 12-month option period except in exceptional circumstances.

R100 (6) – Torbay Council will consider member requests for the acceptance of transfer values on an individual basis.

R9(1) & R9(3) – Torbay Council will assess and determine an employee's contribution rate on a monthly basis.



Pre LGPS 2014 discretions

To cover scheme members who ceased active membership on or after 1 April 2008 and before 1 April 2014 (no need to complete if not applicable).

Reg 30(5) , TP2(1) Sch2, Reg 30A(5) TP2(1) Sch 2

Early payment of benefits

Whether, on compassionate grounds, to waive any actuarial reduction that would normally be applied to deferred benefits which are paid before age 65

Whether, on compassionate grounds, to waive any actuarial reduction that would normally be applied to any suspended tier 3 ill health pension benefits which are brought back into payment before age 65

Policy decision

Torbay Council will not waive the actuarial reduction to the early payment of a deferred benefit except in exceptional circumstances.

Torbay Council will not waive the actuarial reduction to any suspended tier 3 ill health pension benefits which are brought back into payment before age 65.

To cover scheme members who ceased active membership between 1 April 1998 and 31 March 2008 (no need to complete if not applicable).

Regulation 31(2), 31(5), 31(7A) of the LGPS Regulations 1997 and paragraph 2(1) of Schedule 2 to the LGPS (TP) Regs2014

Early payment of benefits

Employers can allow the early payment of deferred benefits to former members of the LGPS between the ages of 50 and 55.

Employers can also choose, on compassionate grounds, to waive any actuarial reduction that would normally be applied to benefits which are paid before age 65

Regulation D11(2)(c) of the LGPS Regulations 1995

In relation to members who ceased active membership before 1 April 1998:

Policy decision

Torbay Council will consider requests for the early payment of deferred benefits to former members between age 55 and 55 where there is no cost to the Authority.

Torbay Council will not waive any actuarial reduction that would apply to benefits paid before age 65 where there is a cost to the Council.

Reg D11(2)(c) of the LGPS Regs 1995 – Torbay Council will only grant applications for early release of deferred pension benefits on

Whether to grant applications for the early payment of deferred pension benefits on or after age 50 and before NRD on compassionate grounds.

compassionate grounds to former members between age 50 and NRD where there is no cost to the Council.



Flexible Retirement Additional Policy

Flexible Retirement (Regulation R30 (6) and TP11 (2))

This must be completed if you allow flexible retirement

You will need to consider; -

1. The minimum reduction in hours or grade required.
2. Whether the employee should commit to a reduction in hours or grade for a minimum period.
3. Whether the employee should commit to remaining in employment with the employer for a minimum period

You should also state; -

1. Whether, in addition to the benefits the member has accrued prior to 1st April 2008(which the member must draw) to permit the member to choose to draw;
 - All, part, or none of the benefits they accrued after 31st March 2008 and before 1st April 2014 and/or,
 - All, part, or none of the benefits accrued after 31st March 2014, and,
 - Whether to waive, in whole, or in part, any actuarial reduction which would normally be applied to the benefits for Flexible retirement taken before normal retirement age.

Please state your decision below:

1. The minimum recommended reduction in hours is 40%, however, reductions of 20% will also be considered. The minimum reduction in grade is one full grade.
2. The employee must commit to a permanent reduction in hours or grade.
3. The employee must commit to remaining in employment for a minimum period of 1 year, however, the Council can terminate that employment prior to the 1 year deadline.
 - Torbay Council will permit Flexible Retiree's to draw all of their benefits accrued after 31st March 2008 and before 1st April 2014.
 - The Council will permit members to draw all of their benefits accrued after 31st March 2014.
 - The Council will not waive, in whole, or in part, any actuarial reduction which would normally be applied to benefits taken before NRA except in exceptional circumstances.

