

Monday, 11 March 2024

## **CABINET**

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

**Tuesday, 19 March 2024**

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

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**Together Torbay will thrive**

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# CABINET AGENDA

1. **Apologies**  
To receive apologies for absence.
2. **Minutes** (Pages 5 - 32)  
To confirm as a correct record the Minutes of the meeting of the Cabinet held on 2 February and 13 February 2024.
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. **Torbay Integrated Care Organisation S75 Agreement** (Pages 33 - 44)  
To consider a report that seeks approval to sign a new tri-partite Section 75 agreement, enabling the delivery of integrated Adult Social Care services in Torbay from April 2025 to March 2030.
7. **Torbay Interagency Carers' Strategy 2024-27** (Pages 45 - 73)  
To consider a report that proposes the adoption of Torbay Interagency Carer's Strategy 2024-27.
8. **Serious Violence Strategy** (Pages 74 - 102)  
To consider a report that sets out the proposed Serious Violence Strategy.

9. **Human Resources Information System Procurement** (Pages 103 - 107)  
To consider a report that seeks approval to award the Payroll and HR system to a supplier on the G-Cloud framework.
10. **Learning Management System - contract renewal** (Pages 108 - 112)  
To consider a report that seeks approval for the Council's Learning Management System contract (LMS) to be renewed via the G-Cloud framework.
11. **Highways Surveying and Associated Services Contract Approval** (Pages 113 - 118)  
To consider a report on the above.
12. **SWISCo Annual Report 2022/23 - Report of the Overview and Scrutiny Board** (Pages 119 - 145)  
To note the SWISCo Annual Report 2022/23 and formally respond to the recommendations contained within the Report of the Overview and Scrutiny Board on the SWISCo Annual Report 2022/23.
13. **Review of Events, Culture and Tourism - Report of the Overview and Scrutiny Board** (Pages 146 - 170)  
To consider the recommendations and formally respond to the recommendations contained within the Report of the Overview and Scrutiny Board on the Review of Events, Culture and Tourism.
14. **Performance Monitoring 2023/2024 Quarter 3 - Report of the Overview and Scrutiny Board** (Pages 171 - 175)  
To consider the recommendations and formally respond to the recommendations contained within the Report of the Overview and Scrutiny Board on Performance Monitoring 2023/2024 Quarter 3.
15. **Budget Monitoring 2023/24 - Quarter 3 Revenue and Capital Outturn Forecast - Report of the Overview and Scrutiny Board** (Pages 176 - 178)  
To consider the recommendations and formally respond to the recommendations contained within the Report of the Overview and Scrutiny Board on Budget Monitoring 2023/2024 - Quarter 3 Revenue and Capital Outturn Forecast.

### **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.

**Minutes of the Cabinet**

**2 February 2024**

**-: Present :-**

Councillor David Thomas (Chairman)

Councillors Chris Lewis, Tranter and Billings

(Also in attendance: Councillors Steve Darling)

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**73. Apologies**

Apologies for absence were received from Councillors Bye and Tyerman.

**74. Minutes**

The Minutes of the meeting of the Cabinet held on 9 January 2024 were confirmed as a correct record and signed by the Chairman.

**75. Matters for Consideration**

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

**76. Proposed Devon and Torbay Combined County Authority and devolution deal**

**77. Local Enterprise Partnership (LEP) Transition Plan**

Chairman/woman

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## Record of Decisions

### Devolution – Deal for Devon and Torbay

#### Decision Taker

Cabinet on 02 February 2024.

#### Decision

That

- 1) the proposed Devon and Torbay devolution deal be supported; and
- 2) a public consultation be carried out in conjunction with Devon County Council from 12 February 2024 to 24 March 2024 to invite views on the draft proposal to establish the Devon & Torbay Combined County Authority, be agreed.

#### Reason for the Decision

The powers and the transfer of Government funding included in the proposed devolution deal promise to bring greater control to Devon and Torbay to help tackle local priorities, including the need for: new training and retraining opportunities; improved coordination of public transport; more affordable housing and investment to support local business, green jobs to increase productivity and pay.

#### Implementation

This decision will be implemented immediately.

#### Information

Devon, Plymouth and Torbay was one of nine areas invited by Government, as part of the February 2022 Levelling Up White Paper, to agree a devolution deal. Plymouth City Council decided on 17 November 2023 to withdraw from the negotiations towards a proposed devolution deal.

The proposed devolution deal for Devon and Torbay was announced by the Secretary of State for Levelling Up, Homes and Communities and published by the Department for Levelling Up, Housing and Communities (DLUHC) on 25 January 2024. It is available on the DLUHC website and further information about the proposed deal is at [www.devontorbaydeal.org.uk](http://www.devontorbaydeal.org.uk)

The powers and the transfer of Government funding included in the proposed devolution deal promise to bring greater control to Devon and Torbay to help tackle local priorities, including the need for: new training and retraining opportunities; improved coordination of public transport; more affordable housing and investment to support local business, green jobs to increase productivity and pay.

Government would devolve the powers and funding to a new legal body established by Parliament that brings the members of the existing local authorities together: the Devon & Torbay Combined County Authority (DT CCA). The statutory requirements for implementing the proposed deal include public consultation on the draft proposal to establish the DT CCA and the Council's consent to the secondary legislation.

At the meeting Councillor David Thomas proposed and Councillor Chris Lewis seconded a motion that was agreed unanimously, as set out above.

**Alternative Options considered and rejected at the time of the decision**

An alternative option would be not to proceed with a public consultation on the proposed Devon and Torbay devolution deal. If this option were to be adopted, then there would be no guarantee that a devolution deal and the potential associated powers and funding would be available to the area in the same way in the future.

**Is this a Key Decision?**

Yes

**Does the call-in procedure apply?**

No

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

None.

**Published**

6 February 2024

Signed: \_\_\_\_\_ Date: \_\_\_\_\_  
Leader of Torbay Council on behalf of the Cabinet

## Record of Decisions

### Local Enterprise Partnership (LEP) Transition Plan

#### Decision Taker

Cabinet on 02 February 2024.

#### Decision

That:

- a) The proposed Integration Plan and the Heart of the Southwest Local Enterprise Partnership (HOTSWLEP) transfer of functions into the Council by 1 April 2024 be approved;
- b) Delegated authority be given to the Director of Pride in Place in consultation with the Cabinet Member for Place Development and Economic Growth and the Director of Finance to agree transfer arrangements and agreements with Somerset, Plymouth and Devon councils that cover operational implementation of the LEP functions, and the allocations of LEP residual funding, resources, and assets to the four upper tier councils;
- c) Delegated authority be given to the Director of Pride in Place in consultation with the Cabinet Member for Place Development and Economic Growth approval of any minor changes to the Integration Plan; and
- d) The submission of a business case for Torbay, including Plymouth and Devon to bid for transitions funding from Government up to £240,000 be approved.

#### Reason for the Decision

Wherever possible, government expects local authorities to work together to deliver LEP functions across whole county geographies or functional economic areas with a minimum population of 500,000, in line with the geography principles set out in the Levelling Up White Paper. In areas where there is not yet a devolution deal either agreed or under negotiation, government expects LEP functions to be exercised by the respective upper tier local authority or authorities.

#### Implementation

This decision will come into force and may be implemented on 14 February 2024 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

#### Information

In the Spring Budget Statement 2023 Government set out its intentions regarding the future of Local Enterprise Partnerships (LEPs). It expressed a minded to decision to withdraw central funding from LEPs and transfer LEP functions into upper tier local authorities or combined authorities.

Subsequently the Government invited local authorities to develop and submit a draft integration plan in November with the intention that the integration of functions would be completed from 1



April 2024. Wherever possible, Government expects local authorities to work together to deliver LEP functions across whole county geographies or functional economic areas with a minimum population of 500,000, in line with the geography principles set out in the Levelling Up White Paper. In areas where there is not yet a devolution deal either agreed or under negotiation, Government expects LEP functions to be exercised by the respective upper tier local authority or authorities.

An Integration Plan has been agreed with Government and developed by the upper tier authorities with engagement from the Heart of the South West LEP's executive. An opportunity to develop a bid in the form of a business case for up to £240,000 was included in the latest guidance to local authorities and approval to submit a funding case for Torbay in partnership with Devon and Plymouth Councils was proposed.

At the meeting Councillor David Thomas proposed and Councillor Steve Darling 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 following options were considered by the Council and its partners to support the integration of LEP functions as directed by government:

- a) Retain the LEP until devolution arrangements are in place across the area.

This option was not considered viable given that there are different devolution arrangements moving forward at different timescales across the Heart of the South West area. This would create a staggered integration process creating uncertainty for businesses, staff and local authorities. This would also not meet the intentions set out by Government in its guidance. Further the process and timescales for the devolution proposals in Devon and Torbay remain subject to consultation, Council sign off and legal processes. The current timescales could therefore slip leaving uncertainty for staff, contractors and local authority partners.

- b) Transfer the functions to one local authority partner to deliver on behalf of all four partners.

This option was discounted as it would not support the Devon and Torbay devolution arrangement and proposals emerging in Somerset. Meeting the criteria of a functional economic area was also set out by government, and broadly Devon and Somerset can be considered functional areas, with blurred boundaries. The recommended approach recognises local variations across the two broad functional economic areas and provides the opportunities of collaboration and generating economies of scale. It also supports the whole area to move forward with devolution at separate timescales.

### **Is this a Key Decision?**

No

### **Does the call-in procedure apply?**

Yes

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

None.

**Published**

6 February 2024

Signed: \_\_\_\_\_ Date: \_\_\_\_\_  
Leader of Torbay Council on behalf of the Cabinet

## Minutes of the Cabinet

13 February 2024

-: Present :-

Councillor David Thomas (Chairman)

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

(Also in attendance: Councillors Amil, Brook, Carter (virtual), Cowell, Mandy Darling (virtual), Steve Darling, Douglas-Dunbar (virtual), Fox, Johns (virtual), Law (virtual), Barbara Lewis (virtual), Long, Maddison, Spacagna (virtual), Stevens (virtual), Tolchard (virtual), Twelves (virtual) and Virdee)

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### **78. Matters for Consideration**

The Cabinet considered the following matters, full details of which (including the Cabinet's decisions and recommendations to Council) are set out in the Record of Decisions appended to these Minutes.

- 79. Redevelopment of St. Kilda's, Brixham**
- 80. Award of Contract for Subsidised Bus Services**
- 81. Revenue and Capital Budget 2024/2025**
- 82. Developing a Resilient Future for Torquay Pavilion**
- 83. Leonard Stocks Acquisition**
- 84. Request for Delegated Authority to Award Procured Contract - Automatic Number Plate Recognition (ANPR) System for Fleet Walk Car Park**
- 85. Draft Community and Corporate Plan**
- 86. Torbay Council Annual Pay Policy Statement and Review of Pensions Discretions**
- 87. Budget Monitoring 2023/24 - April to December 2023 Revenue and Capital Outturn Forecast**
- 88. Notice of Motion - Vision Rehabilitation Services**

Chairman/woman

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## Record of Decisions

### Business Case for the redevelopment of the site known as St. Kilda's, Brixham

#### Decision Taker

Cabinet on 13 February 2024.

#### Decision

That Council be recommended to:

1. Approve the inclusion of the full St. Kilda's scheme (including the addition of demolition of the former Care Home and the construction of 23 no. new age-restricted flats for social housing) in Torbay Council's Capital Programme.
2. Increase the capital programme for the St Kilda's scheme to a total sum of £5,683,164 to include costs already incurred and the costs of demolition and construction as set out in Exempt Appendix 1.
3. Approve up to £2,667,058 of prudential borrowing funded from rent receipts, net of the costs of maintenance and management of the completed scheme.

That subject to 1 to 3 above the Cabinet:

4. In accordance with Financial Regulations, the Director of Finance be instructed to bid for (and accept) any applicable affordable housing grant from Homes England to support the scheme, subject to securing at least the Minimum Grant Level as set out in Exempt Appendix 1 for the scheme to proceed.
5. Delegate authority to the Director of Pride in Place to award a suitable contract for construction to Bidder A for the Total Contract Sum(s) identified in Exempt Appendix 1 (including any Stage 1 contract for demolition/site clearance and Stage 2 contract for main works, as necessary), along with all necessary external support services required for successful delivery of the scheme following completion of successful procurement exercises (and associated due diligence). Subject to any Stage 2 contract/contract for main Works not to be signed until Homes England have confirmed that the Minimum Grant Level set out in Exempt Appendix 1 has been secured, and a Grant Agreement signed accordingly.
6. Delegate authority to the Director of Pride in Place, in consultation with the Head of Legal Services, to enter a Building License with TorVista Homes, to enable demolition to take place prior to formal transfer of the asset back to the Council (if necessary).
7. Authorise the Director of Pride in Place to enable all management provisions required for successful operation of the scheme, in accordance with the planning consent and requirements of the Regulator or Social Housing.

#### Reason for the Decision

The Council has committed to delivering homes that meet the priority need of specific often-disenfranchised groups within our communities that both struggle to access suitable accommodation and have a disproportionate effect on both Council revenue outlay and capital

expenditure. As such, development of St. Kilda's is a key priority for the Council – it will help older people live independently in our communities for the long-term, in a home that is genuinely suitable to meet their needs.

## **Implementation**

Recommendations one to three of the Cabinet will be considered at the Council meeting on 22 February 2024.

Decisions four to seven will come into force and may be implemented on 26 February 2024 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

## **Information**

The site known as St. Kilda's is a former care home that has been identified for redevelopment for some time. Plans for its regeneration were worked up by Torbay Development Agency (TDA) and Tor Vista Homes (TVH), which proposed the demolition of existing structures and the construction of 23 flats, specifically for clients aged 55+, all for social rent. The scheme includes areas of communal space, lifts, and parking in a landscaped setting, within a wider attractive residential area.

A business case has been developed for St. Kilda's, based on the planning approved scheme. The business case includes a comprehensive appraisal of all key scheme elements, and considers the long-term financial implications for the Authority, in respect of its borrowing and the need for Homes England grant support.

At the meeting Councillor Tyerman 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 following options were considered:

- 1) Do not proceed – cease all work, and either mothball the site or dispose on the open market;
- 2) Adopt Financial Model A, and:
  - a) Award a contract to Bidder A (subject to completion of necessary due diligence); or,
  - b) Re-tender for an alternative form of procurement;
- 3) Adopt the Financial Model B, and:
  - a) Award a contract to Bidder A (subject to completion of necessary due diligence); or,
  - b) Re-tender for an alternative form of procurement.

## **Is this a Key Decision?**

Yes

## **Does the call-in procedure apply?**

Yes

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

None.

**Published**

16 February 2024

Signed: \_\_\_\_\_ Date: \_\_\_\_\_  
Leader of Torbay Council on behalf of the Cabinet

## Record of Decisions

### Award of Contract for Subsidised Bus Services

#### Decision Taker

Cabinet on 13 February 2024.

#### Decision

1. That Cabinet include in their final budget proposals to Council an increase in the budget available by £70,000 per annum;
2. On that basis that (1) above is approved by Full Council, that the preferred supplier for each lot (1 to 9) be awarded a contract for the provision of bus services covered by those lots for a fixed term of 8 years beginning April 2024 (as set out at exempt appendix); and
3. That the grant funding awarded to the Council for the Bus Service Improvement Plan is allocated to these contracts.

#### Reason for the Decision

Running a procurement process for the continued financial support of the bus services allows those in the community who are reliant upon them to avoid becoming isolated, but a competitive procurement exercise with a longer-term contract commitment also supports the opportunity for investment in those services with longer operating times, better vehicles, and addressing other priorities.

#### Implementation

This decision will come into force and may be implemented on 26 February 2024 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

#### Information

The current, temporary, contract for subsidised bus services across Torbay expires on 31<sup>st</sup> March 2024. A procurement exercise had been undertaken for each of the currently supported bus services.

The outcome will be to provide a secure and stable bus network for residents and businesses of Torbay, as well as visitors to the area, that is accessible to all and increases the opportunities to travel, and choice of mode for how to travel.

At the meeting Councillor Billings proposed and Councillor Jackie Thomas 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

There was a choice whether to support none, some, or all the existing supported services, and whether to seek to include a replacement to any lost service provision either with a like for like or new, alternative services.

However, the need had been highlighted for all the existing supported services and where parts of a route were altered or the frequency of the service was reduced, would also need further review.

**Is this a Key Decision?**

No

**Does the call-in procedure apply?**

Yes

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

None

**Published**

16 February 2024

Signed: \_\_\_\_\_ Date: \_\_\_\_\_  
Leader of Torbay Council on behalf of the Cabinet



## Record of Decisions

### Revenue and Capital Budget 2024/2025

#### Decision Taker

Cabinet on 13 February 2024.

#### Decision

1. That for 2024/25 net revenue expenditure of £139.2m resulting in a Council Tax requirement of £88.4m for 2024/25 (a 4.75% increase in Council Tax, of which 2% is for Adult Social Care) be approved.
2. That the proposed Fees and Charges for 2024/25, Capital Strategy 2024/25, Capital Investment Plan 2024/25 and Treasury Management Strategy (including the Prudential Indicators 2024/25; and Annual Minimum Revenue Provision Policy Statement for 2024/25 be approved.
3. That, in accordance with the requirement of the Local Government Act 2003, the advice given by the Chief Finance Officer with respect to the robustness of the budget estimates and the adequacy of the Council's reserves (as set out in the report) be noted.
4. That it be noted that the Brixham Town Council precept for 2024/25 of £473,471 will be included as part of the Torbay Council budget for Council Tax setting purposes.

#### Reason for the Decision

The Council has a statutory obligation to set a budget each financial year and must take account of all factors when setting the budget. The Cabinet's response to the recommendations of the Overview and Scrutiny Board were set out in the submitted report.

#### Implementation

The recommendations of the Cabinet will be considered at the meeting of Council being held on 22 February 2024.

#### Information

The Cabinet considered a report that outlined the draft revenue and capital budgets and implications of the draft proposals for service change, income generation and efficiencies.

The Cabinet were also in receipt of a Notice of Motion, which sought the allocation of £100,000 to £150,000 towards 20 MPH Neighbourhoods. Councillor Fox and Councillor Virdee, the promoter and supporter of the motion advised that following the meeting of the Transport and Parking Working Party and the Cabinet's response to the Overview and Scrutiny Board's recommendation, they had in accordance with Council Standing Order A15.9 withdrawn the motion.

The proposals had been subject to detailed public consultation and examination by the Overview and Scrutiny Board (through its Priorities and Resources Review Panel). The Cabinet thanked the Overview and Scrutiny Board for their comprehensive review of the Cabinet's proposals for the Council's Revenue Budget for 2024/2025. The report had been compiled in

light of the findings and conclusions reached by the Overview and Scrutiny Board. The Board had taken into account the views expressed by members of the public and stakeholder representatives.

The Cabinet also gave consideration to the reports on the Revenue Reserves Policy and Capital Strategy. At the meeting, Councillor Tyerman proposed and Councillor David Thomas seconded a motion which was agreed by the Cabinet, as set out above.

**Alternative Options considered and rejected at the time of the decision**

None

**Is this a Key Decision?**

Yes

**Does the call-in procedure apply?**

No

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

None

**Published**

16 February 2024

Signed: \_\_\_\_\_ Date: \_\_\_\_\_  
Leader of Torbay Council on behalf of the Cabinet

## Record of Decisions

### Developing a resilient future for Torquay Pavilion

#### Decision Taker

Cabinet on 13 February 2024.

#### Decision

1. To delegate to the Director of Pride in Place, in consultation with the Cabinet Member for Place Development and Economic Growth and the Director of Finance, agreement of the final heads of terms for the surrender of the lease in respect of the Pavilion. (the draft heads of terms are set out at exempt Appendix 1);
2. That the Director of Pride Place seek expressions of interest from investors and occupiers, to work with the Council for uses aligned to the Torquay Town Investment Plan 2020 with this process to begin before the end of February 2024; and
3. That the Director of Pride in Place prepares a funding strategy for the restoration of the Pavilion.

#### Reason for the Decision

Torquay Pavilion had been allocated £2 million towards its restoration, from the Torquay Town Deal. This funding was intended to support a restoration of the Pavilion to allow the building to be returned to an active life contributing to the vibrancy of the Torquay harbour area in line with the objectives of the Torquay Town Deal.

#### Implementation

This decision will come into force and may be implemented on 22 February 2024 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

#### Information

Torquay Pavilion has been empty and unused since 2013. The property was leased to Marina Developments Ltd (MDL) on a 99-year lease from January 1985. The Council has been working with MDL to find a solution which would see the restoration of the Pavilion and ultimately bring this important landmark building back into use.

The Pavilion has extensive repair and maintenance needs with the cost of repairs a significant obligation. Under the Lease, neither the landlord nor the tenant has responsibility for inherent defects. Therefore, over many years, there has been a stalemate on this matter.

In the summer of 2021, MDL and Torbay Council entered a Memorandum of Understanding (MOU), whilst not legally binding, essentially meant the initial costs to fully re-evaluate the condition of the Pavilion were split 50/50, up to a cap of £250,000 for each party. The MOU set out various actions and milestones, that meant proposals would come forward in a timely manner. This was predicated on an assumed repair cost of circa £3,500,000 which was a figure used to inform the inclusion of the Pavilion in the Town Investment Plan submitted to Government in 2020 and resulted in the Council securing £2 million of Town Deal funding.

Since 2020, there has been some initial progress. This has included works to ascertain the condition including various surveys, scaffold design work, internal soft strip etc. However more intrusive surveys have not yet commenced on site.

Running in parallel, have been discussions with MDL regarding the potential for a surrender of the Pavilion Lease. It has been considered that having direct control over the asset is a preferable position for the Council. Potential surrender premium values for the Pavilion lease, alongside some Heads of Terms, have been subject to ongoing discussions throughout 2023.

At the meeting Councillor Chris Lewis proposed and Councillor Bye 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**

Alternative options were set out in the submitted report and included:

- Do nothing
- Surrender Premium – Heads of Terms
- Enforcement Action
- New lease/tenant post restoration
- Cease all restoration-based activity

### **Is this a Key Decision?**

No

### **Does the call-in procedure apply?**

Yes

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

None.

### **Published**

16 February 2024

Signed: \_\_\_\_\_  
Leader of Torbay Council on behalf of the Cabinet

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

## Record of Decisions

### Leonard Stocks Acquisition

#### Decision Taker

Cabinet on 13 February 2024.

#### Decision

1. That, subject to completion of all necessary due diligence, the Director of Pride in Place be authorised to proceed with the acquisition of the Leonard Stocks homeless hostel, with the Chief Executive to be given delegated authority to implement all necessary actions to achieve the same.
2. The Director of Adult and Community Services prepare options for discussion with the Cabinet Member for Adult and Community Services and all Group Leaders, as to how any residual income resulting from this acquisition can be best used to support the work of the hostel.

#### Reason for the Decision

The expected benefits of acquiring the site are:

- The Council maintains and enhances its only Homeless provision and remains compliant against legislative duties.
- The Council would be able to utilise some of the income from Housing benefit to offset the operational staffing costs, in line with regulations (subject to agreement).
- There would be potential to use some of the additional income to support the service offer which was identified by a commissioned report in 2022.
- The Council would own the site in its entirety which would afford the Council regeneration and development options in the future should the Council move to a different model of delivery for its homeless provision.
- The Council would be able to influence the positive regeneration of the wider regeneration of Union Square and Temperance Street.
- There could be an opportunity (in the future) around adding solar PV and air source heat pumps. This would help to offset the Council's operational costs of running the building and demonstrate a continuous level of investment. This would also support the council's ambitions towards carbon neutrality.

#### Implementation

This decision will come into force and may be implemented on 26 February 2024 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

#### Information

The Leonard Stocks building and much of the land it sits on is currently owned by Langley House Trust, with one parcel of land owned by Torbay Council and leased to Langley House Trust in return for full nomination rights enforced via a Nomination Agreement.

In 2021, Langley House Trust approached Torbay Council with an offer to sell the building and their land holdings to Torbay Council. The Leonard Stocks Hostel was Torbay's only purpose-built short term homeless hostel and was equipped to tackle rough sleeping and rehabilitation for multiple complex needs. It was a crucial part of Torbay's rough sleeping and homelessness strategy (2020-2025), and demand was always high for the services it provides.

Torbay Council was required to take reasonable steps to help homeless clients secure suitable accommodation for at least 6 months. Without this provision the Local Authority would be required to look at alternative solutions such as other temporary accommodation or Hotel and Bed & Breakfast accommodation. The Council had secured an advantageous position in so far as the building's purchase helped to safeguard vital homeless accommodation in the Town Centre, whilst offering an opportunity to unlock a high-profile regeneration opportunity in the long-term.

At the meeting Councillor Chris Lewis proposed and Councillor Tranter seconded a motion was agreed unanimously by the Cabinet, as set out above.

### **Alternative Options considered and rejected at the time of the decision**

An alternative option would have been to do nothing, however this option was discounted as Langley House Trust had stated that they would seek to change the operational model of the service or cease operation entirely if Torbay Council were unable to purchase the land and building from them.

### **Is this a Key Decision?**

No

### **Does the call-in procedure apply?**

Yes

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

None

### **Published**

16 February 2024

Signed: \_\_\_\_\_  
Leader of Torbay Council on behalf of the Cabinet

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

## Record of Decisions

### **Request for Delegated Authority to Award Procured Contract - Automatic Number Plate Recognition (ANPR) System for Fleet Walk Car Park**

#### **Decision Taker**

Cabinet on 13 February 2024.

#### **Decision**

That the Director of Price in Place be authorised to award the successful contract to facilitate delivery of the new automatic number plate recognition (ANPR) system within the procurement timetable.

#### **Reason for the Decision**

To deliver an efficient and effective parking experience at Fleet Walk Car Park by streamlining access and egress from the car park whilst also optimising income through efficiencies and “smart” technologies.

#### **Implementation**

This decision will come into force and may be implemented on 26 February 2024 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

#### **Information**

Fleet Walk’s car park revenue system, which was over 23 years old, requires replacement. An obsolescence notice had been received from the manufacturer stating that manufacturing of a dated component had ceased resulting in withdrawal of maintenance support on 31<sup>st</sup> May 2024. Procurement for a new parking system had been published and was with contractors for tendering.

Approval from Cabinet was sought to delegate authority to the Director of Price in Place to award the contract in order to deliver the procurement timetable to facilitate completion of the new car park system by the maintenance support withdrawal date.

At the meeting Councillor Billings 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 Council was served an obsolescence notice by the manufacturer in May 2023 stating that parts for Fleet Walk Car Parks current system will no longer be manufactured by July 2023. Withdrawal of maintenance support had been presented to the Council as a fait accompli with no option or possibility to extend the existing support contract. Therefore there were no alternatives but to proceed with the procurement of a new car park management system.

#### **Is this a Key Decision?**

No

**Does the call-in procedure apply?**

Yes

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

None.

**Published**

16 February 2024

Signed: \_\_\_\_\_ Date: \_\_\_\_\_  
Leader of Torbay Council on behalf of the Cabinet



## Record of Decisions

### Community and Corporate Plan

#### Decision Taker

Cabinet on 13 February 2024.

#### Decision

That the Council be recommended to approve the Community and Corporate Plan 2023-2043.

#### Reason for the Decision

The Community and Corporate Plan is the overarching document within the Council's Policy Framework setting out the Council's vision and priorities for the next twenty years. Having considered the feedback received during the consultation and further feedback from the Council's political groups the Cabinet is recommending that the Council approves the Community and Corporate Plan.

#### Implementation

The recommendations of the Cabinet will be considered at the meeting of Council being held on 22 February 2024.

#### Information

The Community and Corporate Plan sets out the vision of a healthy, happy and prosperous Torbay. The Plan outlines the priorities of the Council for the next twenty years and the approach the Council will take in delivering against the vision.

The draft Community and Corporate Plan was subject to consultation between 21 September and 29 October 2023. The Plan had been updated to take account of that feedback. The Plan also incorporates cross party feedback received from Group Leaders following the Council's non-determination of the Plan when presented to the Council meeting on 7 December 2023.

At the meeting 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 draft Plan which was presented for consideration has been developed based on the evidence in the Torbay Profile, the results of the Residents Satisfaction Survey and the feedback received both during the consultation period and from Group Leaders.

#### Is this a Key Decision?

Yes

#### Does the call-in procedure apply?

No

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

None

**Published**

16 February 2024

Signed: \_\_\_\_\_ Date: \_\_\_\_\_  
Leader of Torbay Council on behalf of the Cabinet

## Record of Decisions

### Torbay Council Annual Pay Policy Statement and Review of Pensions Discretions

#### Decision Taker

Cabinet on 13 February 2024.

#### Decision

That Council be recommended:

- 1) the Torbay Council Annual Pay Policy Statement 2024/25 as set out in Appendix 1 to the submitted report be approved for publication.
- 2) the Employers Pensions Discretions set out in Appendix 2 to the submitted report be approved for publication.

#### Reason for the Decision

To meet the statutory requirements to review these reports and policies.

#### Implementation

The recommendations of the Cabinet will be considered at the Council meeting on 22 February 2024.

#### Information

The submitted report set out the Council's Annual Pay Policy Statement, as required under Section 38 (1) of the Localism Act 2011. It was noted that the pay policy statement drew together the Council's overarching policies on pay and conditions and would be published on the Council's Website. The report also set out the annual review of pensions discretions as required by the Local Government Pension Scheme Regulations.

At the meeting Councillor Jackie Thomas proposed and Councillor Tranter 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

None.

#### Is this a Key Decision?

Yes

#### Does the call-in procedure apply?

No

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

None.

**Published**

16 February 2024

Signed: \_\_\_\_\_ Date: \_\_\_\_\_  
Leader of Torbay Council on behalf of the Cabinet

## Record of Decisions

### Budget Monitoring 2023/24 - April to December 2023 Revenue and Capital Outturn Forecast

#### Decision Taker

Cabinet on 13 February 2024.

#### Decision

That the Cabinet notes the forecasted revenue outturn position and recommends that Council approves:

The revised Capital Investment Plan (as detailed in Appendix 2).

#### Reason for the Decision

To ensure the Council operates in a prudent manner and works to maintain a balanced budget.

#### Implementation

The recommendation of the Cabinet will be considered at the Council meeting on 22 February 2024.

#### Information

The Budget Monitoring 2023/24 report set out a high-level budget summary of the Council's revenue and capital position for the financial year 2023/24, comparing budgets with year-end forecasts. The forecasts were based on the levels of spend and financial information at the end of quarter 3 (up to 31 December 2023).

At the meeting, Councillor Tyerman proposed and Councillor David Thomas 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

There were no alternative options considered.

#### 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**

16 February 2024

Signed: \_\_\_\_\_ Date: \_\_\_\_\_  
Leader of Torbay Council on behalf of the Cabinet

## Record of Decisions

### Notice of Motion - Vision Rehabilitation Services

#### Decision Taker

Cabinet on 13 February 2024.

#### Decision

1. That the Director of Adult and Community Services be requested to ask the Torbay and South Devon NHS Foundation Trust to undertake an evidence-based review of social care rehabilitation, including undertaking engagement with people with visual impairments, together with input from the Directors of Public Health and Children's Services; and
2. The review to cover sight loss specific support such as visual impairment rehabilitation and the provision of community equipment and minor adaptations, with completion of the Review expected by October 2024.

#### Reason for the Decision

To respond to the Motion in respect of vision rehabilitation services.

#### Implementation

This decision will come into force and may be implemented on 26 February 2024 unless the call-in procedure is triggered (as set out in Standing Orders in relation to Overview and Scrutiny).

#### Information

The Cabinet considered the following motion in relation to vision rehabilitation services notice of which was given in accordance with Standing Order A14:

Vision Rehabilitation services should fully meet the needs of blind and partially sighted people.

Effective vision rehabilitation services are important, as advocated for by the Royal National Institute of Blind People (RNIB).

Vision rehabilitation is provided as part of local authority tertiary prevention services, aimed at minimising the impact of an impairment, and supporting people to regain skills and manage or reduce need where possible. Good vision rehabilitation sessions provide crucial daily living and mobility skills, training blind or partially sighted people how to live in their homes safely and how to get out and about with confidence, offering lifesaving support at what can be a traumatic time in someone's life. We must ensure not only that support is being routinely offered to people in a timely manner, but that the offer is fit for purpose.

Every person with sight loss should receive timely, fully effective vision rehabilitation whenever they need it.

The Cabinet are requested to instruct the Director of Adult and Community Services to review the vision rehabilitation services in Torbay, should the review highlight financial investment is required the Director of Adult and Community Services be requested to make

recommendations to the Cabinet for consideration during the 2025/2026 budget process.

At the meeting Councillor Tranter proposed and Councillor Jackie Thomas 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**

None

**Is this a Key Decision?**

No

**Does the call-in procedure apply?**

Yes

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

None

**Published**

16 February 2024

Signed: \_\_\_\_\_ Date: \_\_\_\_\_  
Leader of Torbay Council on behalf of the Cabinet



**Meeting:** Cabinet/Extraordinary Council Date: 19 and 20 March 2024

**Wards affected:** All wards

**Report Title:** Torbay Integrated Care Organisation S75 Agreement

**When does the decision need to be implemented?** 31 March 2024

**Cabinet Member Contact Details:**

Hayley Tranter, Cabinet Member for Adult and Community Services, Public Health and Inequalities, [Hayley.Tranter@Torbay.gov.uk](mailto:Hayley.Tranter@Torbay.gov.uk)

Cllr Alan Tyerman, Cabinet Member for Housing and Finance, [alan.tyerman@torbay.gov.uk](mailto:alan.tyerman@torbay.gov.uk)

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## 1. Purpose of report

This paper aims to provide the information required to support the approval by the Council to sign a new tri-partite Section 75 agreement, enabling the delivery of integrated Adult Social Care services in Torbay from April 2025 to March 2030.

The paper sets out:

- An overview of the joint commitment between Torbay and South Devon NHS Foundation Trust, NHS Devon ICB, and Torbay Council,
- An overview of the financial challenge,
- High level description of the transformation plans to support financial sustainability, whilst improving outcomes for our residents,
- Principles of how the partnership will work together to achieve these aims.
- Funding commitment to support the plans from Torbay Council

The Section 75 agreement that would underpin the approval has been updated and reviewed by the legal teams of Torbay and South Devon NHS Foundation Trust, NHS Devon ICB, and Torbay Council, and has been appended to this supporting paper.

## Reason for proposal and its benefits

The Integrated Care Organisation is governed by a Section 75 agreement, which expires in March 2025. A notice period of 12 months is a standard term within the contract and as such a new agreement needs to be in place 12 months in advance to provide the necessary legal protection to all parties. This requires a new agreement to be signed by the end of March 2024.

To demonstrate commitment to our joint endeavour, and to enable us to respond to the demand, outcomes, and financial challenges the ICO is facing, there is a strong belief between all parties within the tri-partite arrangement that this is to be delivered through a partnership approach. As a result, we are seeking approval to make a new five-year commitment through a new Section 75 agreement, from 1<sup>st</sup> April 2025 to 31<sup>st</sup> March 2030.

Financially, a new agreement would see Torbay Council committing to a £1.7m increase in all years of the contract, and an additional £0.85m increase in the first two years of the contract to recognise the transformation activity that is required to take place. This results in an overall increase of £10.2m over the duration of the five year contract.

## Recommendations / Proposed Decision

That Cabinet recommends to Council:

- 1) That Torbay Council and Torbay and South Devon Foundation NHS Trust, and NHS Devon ICB enter into a Section 75 for a new 5-year agreement for the integration of Health and Social Care on the basis of a year-on-year increased cost to the Council of;
  - a. £2.55m additional base budget in 2025/26
  - b. £2.55 additional base budget in 2026/27
  - c. £1.7m additional base budget in 2027/28
  - d. £1.7m additional base budget in 2028/29
  - e. £1.7m additional base budget in 2029/30
- 2) The Chief Executive be given delegated authority to sign the Section 75 agreement that will be supported by an updated Memorandum of Understanding (MoU), which includes the key principles and ways of working for all organisations that are part of this tripartite agreement. The development of this MoU will be during April 2024.

## Supporting Information

### Overview

The Torbay and South Devon NHS Foundation Trust, NHS Devon ICB, and Torbay Council are marking nineteen successful years of pioneering collaboration, starting with the Torbay Care Trust, improving the lives of our residents.

Building on this strong partnership, in October 2015, the integrated care organisation (ICO) was born between Torbay and South Devon Health and Care Trust and Torbay Council to ensure adult residents receive seamless health and social care.

This innovative relationship was driven by a shared vision, values, and long-term commitment to improving the delivery of health and social care in Torbay. The integration encompasses preventative care, reducing hospital admissions, managing acute care, and facilitating independent living.

Adult social care stands out as a key focus area for the ICO, with ongoing positive impacts evident. Looking ahead, we are seeking to make a new five-year commitment to our joint working arrangements through a new Section 75 agreement<sup>1</sup>. This demonstrates our ongoing dedication to our joint endeavour and the integrated delivery of adult social care and the benefits it brings.

Whilst the wide-ranging benefits of integration are accepted, the health and care system in Torbay and nationally finds itself operating in challenging financial circumstances. The ICO are forecasting a £12m deficit attributed to adult social care spend for this financial year, which could rise to as much as to £36m in five years.

As a joint senior leadership team, we are actively engaged in addressing these challenges and as part of our new agreement are taking forward an extensive transformation programme that aims to improve financial sustainability whilst maintaining, and improving, the quality of care delivered in Torbay. As a system, we recognise the scale of change required to ensure sustainable and high-quality services goes beyond what we have delivered before. There will be decisions required to achieve this future and all system partners will need to come together and play their part in delivering this.

This programme will focus on three key areas:

1. **Service transformation:** Delivery of a comprehensive programme of transformation activity focused on improving outcomes, promoting independence, securing value for money and financial sustainability. This will be aligned to wider system and organisational priorities.
2. **Financial grip and control:** Implementing more robust spend controls. Completing detailed spend mapping to identify areas of opportunity to improve efficiencies.

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<sup>1</sup> The section 75 agreement is a tri-partite legal agreement between Torbay and South Devon NHS Foundation Trust, NHS Devon ICB, and Torbay Council. This agreement is for the delegation of responsibility for the delivery of the statutory functions of adult social care and the pooled resources to support this to South Devon NHS Foundation Trust.

3. **High performing ICO:** Design and implement operating model and governance structure recommendations from the Well Led review. Focussed on driving a culture shift across the ICO and with our partners.

Successful delivery relies on us engaging with our staff, residents who draw on our care and support, and the wider community. Our commitment is underlined by providing dedicated resource to help deliver the transformational change.

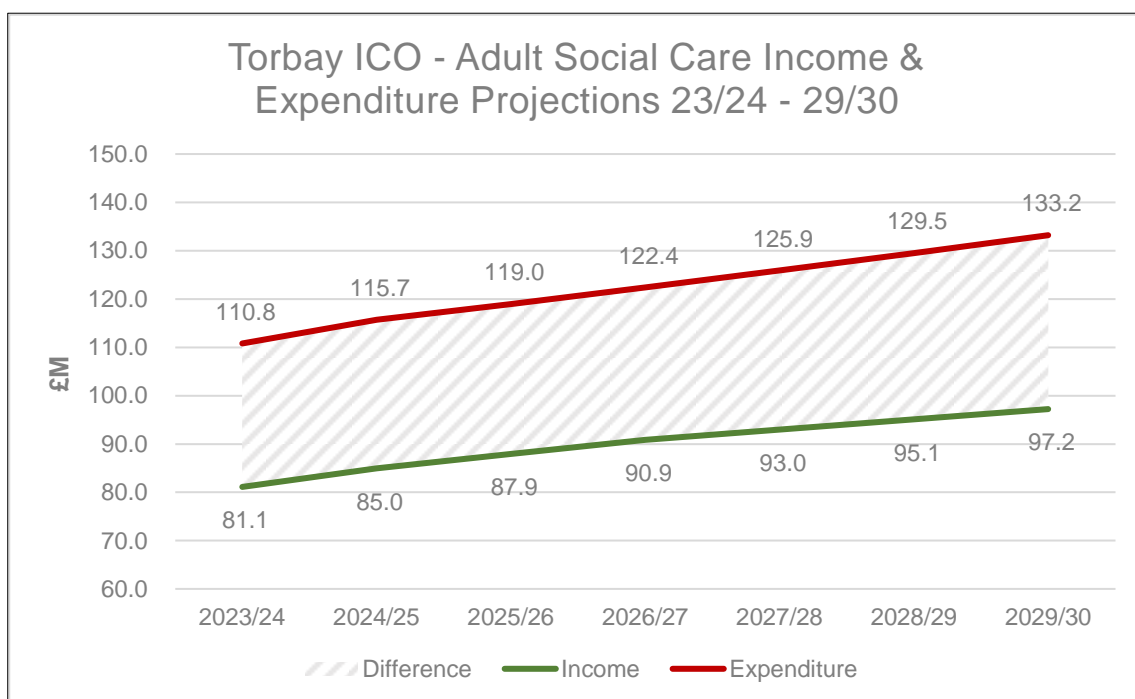
Torbay Council remain focussed on delivering a sustainable integrated model for Adult Social Care and are supporting this through a material increase to the base funding for the delivery of adult social care, and contributing funding for a transformation delivery partner, new ASC IT System and continuing to support capital developments to enable more cost-effective care.

We are clear that this work cannot happen in isolation, and we are already actively engaged with system stakeholders across Devon. A collective system approach will be adopted. As we deliver change, learning will be shared with all stakeholders.

We will come back to this governance group at an agreed cadence to feed in progress against the plans and ensure ongoing strategic alignment on the ICOs direction of travel.

### The Financial Challenge

The medium-term financial plan (version 9) as at 19<sup>th</sup> February 2024 forecasts a baseline recurrent budget deficit of £29.7m in-year, rising to £36m by 2027/28. The driver of the significant in-year deficit is through an increased volume of clients receiving care and associated costs of long term commissioned care packages alongside a reduction in non-recurrent grants.



Income projections are driven primarily by increases to the base funding provided by Torbay Council through a 3% Council Tax increase for 2025/26 and 2026/27, reducing to 2% Council Tax increases per annum from 2027/28 onwards. The additional funding in the early years of the new agreement demonstrates the Council's support of the financial challenges within the ICO (see final section for further details), pending the transformation work being implemented.

The key expenditure assumptions include 1% growth in long term commissioned costs for each year alongside 4% inflation growth in 2024/25, with subsequent 2% inflation growth in future years. There is an assumed 2.1% increase per year in staffing pay costs, (from 2025/26), with these costs accounting for 10% of the overall cost base.

The financial position demonstrates that the significant costs challenge is driven by long term care commissioned costs at 88% of expenditure. Controlling spend on these costs through operational and commercial grip, alongside enabling people to live independently within our communities is fundamental to addressing the financial challenge. The transformation programme is focused on this as a key objective.

### Transformation Activity

Between November 2023 and February 2024 work has been undertaken with Torbay ICO Executives, transformation leads, and senior operational managers. There is a collective understanding of the challenges facing the ICO and the areas of transformation that are required to address these challenges. The transformation plans discussed and agreed with the Executives included **service transformation; financial grip and control; and developing a high-performing ICO**. Below provide more detail and sets out the delivery plan in each area, the rationale for this focus, and evidence to support the approach. The ICO have been supported by Channel 3 consulting in developing these plans.

### Service Transformation

Channel 3 have worked with the service and transformation managers in the last 2 months to evaluate existing transformation plans and explore opportunities to expand those plans. These are all at different stages of development, so further work is required to validate, define, and develop detailed plans to ensure there is a deliverable and prioritised plan that will deliver savings that are sustainable. The timeline for delivering the transformation will be 2-3 years and further work is required on prioritising the work and profiling the savings. This will reduce the financial gap as presented in the previous section, but there will continue to be a gap during the period of transformation that will require funding support.

The key areas for improvement and transformation are:

- CIPs - savings opportunities of £3m-£4m.
- Transformation opportunities - £12m-£16m

*CIPs* - savings opportunities of £3m-£4m.

The ICO have been successful in delivering savings on an annual basis of c. £3m through the Review and Insights team undertaking reviews of packages of care and reducing these packages. These will continue for the next 1-2 years whilst the transformation is delivered, where it is expected the reviewing approach becomes less effective as strengths-based practice, performance framework and data analytics becomes embedded into daily decision making in right sizing packages.

*Transformation opportunities* - £12m-£16m

The ICO have already identified key areas of transformation and identified the opportunity to deliver savings and to embed an independence led culture. These areas of change require more detailed planning including problem definition and current state mapping, future state ambition, gap analysis and a prioritised delivery plan.

Channel 3, using their experience of delivering transformational change in adult social care, have reviewed these areas of opportunity, and identified further opportunities to take forward. These require further validation in addition to detailed planning activities outlined above. Once these tasks have been completed, a prioritised delivery plan, focused on a detailed 6–12-month plan, with a high level 2–3-year plan will be created. It is anticipated that there being six key workstreams that the transformation activity will be focused on (subject to validation with the transformation team):

- **Maximising independence:** focused on embedding strengths-based practice in decision making (linked to ‘outcomes from decision making’ in existing programme).
- **Front door, community offer, reablement:** focused on early intervention and prevention by enabling citizens to be able to self-serve, maximise use of community assets, and where short-term support is needed, getting this support in a timely manner.
- **Hospital discharge/avoidance:** streamlining hospital discharge, embedding strengths-based approaches to manage demand and optimise outcomes, use of digital / data to support independence.
- **Working age adults:** developing an independence led, relationship-based approach to supporting people living with a learning disability or mental health need – will include culture, operating model, and commissioning changes.
- **Digital, data and technology:** delivering a digitally enabled future for social care focused on using digital tools, data, and TEC at scale to support prevention and reduce crises, to improve efficiency and reduce administration for staff, to use digital tools to change the operating model within social care.
- **Commissioning:** to deliver a future model of provision that supports independence, builds in innovation, and delivers value for money.

For each area of opportunity, we have identified the rationale, anticipated benefits, evidence from Channel 3’s experience, and delivery approach below. This requires further co-production as part of the initial planning phase to scope in more detail.

### Workstream 1: Maximising Independence

#### Rationale, evidence, and benefits

- Consistent approach to practice within frontline teams.
- Focus on prevent, reduce, delay as per Care Act
- Independence led decisions reducing packages of care, & more restrictive care (1:1, residential care, etc.).
- Delivering practice at scale in Manchester City Council enabled £8m savings over 2 years.

Anticipated benefits in Torbay ICO between £2.0m - £2.5m.

#### Delivery approach

- Working with frontline teams
- Training on theory and application of strengths-based practice, using behavioural change techniques, tailored to their teams.
- Embedding through reflective learning infrastructure – huddles, communities of practice
- Impact analysis / reporting to support change at team level.

### Workstream 2: Front door, community offer, reablement

#### Rationale, evidence, and benefits

- Increased use of CVSE in Torbay to reduce demand in front door.
- Strengths-based, digital front door to reduce demand into ASC, increased time to work with people with complex needs.
- Increased use of effective reablement service to increase independence / reduce packages.
- Increased to 85% diversion at the front door in Bradford Council
- Reduction in care packages of c.£1.5m through increased use and re-designed model of reablement in East Riding of Yorkshire Council

Anticipated benefits in Torbay ICO between £2.0m - £2.5m.

#### Delivery approach

CVSE / Front door:

- Co-production with frontline teams, CVSE, and lived experience.
- Demand and performance – baseline and future state
- Prioritised plan for investment in CVSE, benefits analysis and approach to market engagement.
- Operating model and embedding SBP and digital in front door.

Reablement:

- Review current state and identify opportunities to increase capacity / service re-design.
  - Develop investment case.
  - Work with frontline teams in designing and implementing.
  - Recruit capacity
- Track benefits through performance framework.

### Workstream 3: Hospital admission / avoidance

#### Rationale, evidence, and benefits

- Significant driver of demand into social care.
- Opportunity to embed social care practice into health.

Anticipated benefits in Torbay ICO between £1.0m - £2.0m.

#### Delivery approach

- Working with frontline teams – current state, future state design and implement
- Embedding strengths-based practice and use of digital tools and data in decision making
- Streamline hospital discharge processes.
- Implement TEC to support crisis prevention.
- Front door diversion and increased use of beds for hospital avoidance
- Investment case for capacity.

### Workstream 4: Working age adults

#### Rationale, evidence, and benefits

- Life course costs of people with learning disability or mental health needs are significant.
- National benchmarking suggests higher spend on LD than neighbours (14<sup>th</sup> of 16)
- Significant cost increases within Torbay and a national challenge.
- Opportunity identification from work completed in summer 2023.

Anticipated benefits in Torbay ICO between £3.0m - £3.5m.

#### Delivery approach

- Significant cultural challenges - longer term and requires cross departmental approach to independence working with Childrens, Education, DPT.
- Focus on quick win opportunities to embed principles in a managed way e.g. reviews, panels, TEC for sleeping nights.
- Working with frontline teams, families / carers, and providers – current state, future state design, implementation.
- Key areas of focus – strengths-based practice application, op model re-design to be person-centred response to multiple needs, use of digital / data / TEC to support independence, commissioning of market.



### Workstream 5: Digital, data and technology

#### Rationale, evidence, and benefits

- Significant opportunity to transform an unsustainable model of health and care.
- Digitally enabled lives to support self-care, healthy living, independence and reduce crises, reducing hospital admissions and social care demand / costs.
- Use of digital tools to improve staff efficiency e.g. virtual care, assessment tools.

Anticipated benefits in Torbay ICO between £2.0m - £2.5m.

#### Delivery approach

- High level digital discovery to identify areas of opportunity.
- Potential priorities - TEC-led crisis prevention and demand management, digital front door, LD / MH independent living, carers offer.
- Delivery focus on people, process, and technology.
- Significant cultural challenge with understanding and adoption for staff and families / carers similar to embedding strengths-based approaches.
- Enabler to other workstreams – front door, reablement, hospital discharge, WAA.

### Workstream 6: Commissioning

#### Rationale, evidence, and benefits

- Innovative provider market that supports independence is key.
- Current market in Torbay traditional with high provision of more restrictive support e.g. residential care
- Challenges between strategic and operational commissioning in Torbay – operating model requires review.

Anticipated benefits in Torbay ICO between £2.0m - £3.0m.

#### Delivery approach

- Key enabler to delivery of independence-led demand management and service re-design is an aligned market management plan, aligned to strategic ambition of the service split by 65+, working age adults.
  - Current plan identified supported living offer as a priority.
  - Approach to reflect commissioning cycle – needs analysis, current provision, future state, gap in provision, market development approach, procurement, implementation.
- Operational commissioning:
- Review and plan for alignment between strategic and operational commissioning.
  - Identify opportunities to digitally enable commissioning e.g. contract management, e-brokerage, market engagement.

## Financial grip and control

The key to this workstream is to embed commercial grip and financial control within the ICO to evidence and improve decision making at all levels. We will embed financial governance approaches as part of the programme. This will include:

- **Control long term commissioned care:** The biggest area of costs in Torbay ICO is long term care commissioned costs. Controlling spend and cash releasing savings can come from daily sign-off of care packages, review panels, and targeted reviewing teams. Some of this is already in place but not as effective as it could be from feedback received.
- **Commissioning:** embed joined-up, commercially focused approach to commissioning the provider sector that balances limited resources with maintaining market stability.
- **Staffing costs:** recruitment panels and vacancy control approaches are key to managing staffing costs. However, there should be caution with this approach as restricting staffing can impact on time to deliver practice, which will increase long term care costs. Explore opportunity for review of broader workforce strategy within the ICO given the high costs of NHS terms and conditions.
- **Budget setting:** robust approach to budget setting including embedding structure around costs pressures, savings delivery, and inflation. Specific need to review inflation increases to providers as an opportunity, given a stable market.
- **Spend mapping:** undertake spend mapping exercise to categorise costs by service area, statutory and non-statutory services. This will enable the development of single source of the truth for the performance framework and support identification of cost improvement reviews with budget managers.

Our approach to implementing these will be to map current approaches, develop long-list, work with key stakeholders in developing a plan to implement, then prioritising the plan for delivery.

## Developing a high-performing ICO

The key focus of this workstream is embedding a governance and performance framework that enables the ICO to be intelligence led in sustainably managing the ICO.

This will take account of the findings and recommendations from the recent Well Led review. The approach focuses on:

- Embedding a governance framework that enables each level of the organisation to be empowered to identify and manage issues relevant to that level, using information to support decision making.
- Information used to inform discussion and decisions is succinct and evidenced, with time spent on interpretation and identifying actions.
- A routine cadence to meeting and agreeing priorities and actions, where preparation and follow-up delivery of those actions becomes 80% of the work.

- There are clear terms of reference, with roles and responsibilities, and a culture that supports action and decision making. Preparation is vital.
- There is an equity of input from members that draws on the different experiences, to support informed and independence led decision-making.
- Communication both up and down the hierarchy to support action is important and routine.
- Reporting at each level will be proportionate and relevant for the services being delivered. Time is spent on understanding the business before developing the metrics at each level.
- Supporting the staff and teams to be comfortable in understanding, interpreting, and acting on the data will be key.
- There will need to be a pragmatic approach to use of data, particularly where there are gaps. There will be a continual strive to improve data quality.

To help deliver this significant transformation the Council have committed to use non-recurrent funding to procure the services of a delivery partner and expect the delivery partner to be in place from 14<sup>th</sup> March 2023.

## Principles

Below are the key strategic principles that Torbay Council, Torbay and South Devon NHS Foundation Trust and Devon ICS are committed to. These were developed within a workshop that included the Chief Executives, Directors of Finance and Director of Adult Social Care of the three organisations above.

These are essential for developing a cohesive and effective working relationship essential to delivering transformation as both organisations commit to a new section 75 agreement.

- **Shared endeavour:** Both organisations are committed to delivering the required transformation to deliver a sustainable model for Adult Social Care
- **Delivering equity and independence:** The priorities and culture is equitable to reflect the needs of the population in Torbay. Supporting people to be independent is critical to the values, behaviours and decision making of the ICO.
- **Courageous at scale of change:** Embracing bold initiatives necessary for substantial transformation across the ICO.
- **Being innovative:** Recognising that transformation requires us to be innovative. Investing in digital, data and technology is critical to empowering people to live healthy, independent lives, and help prevent crises that drives significant demand into the system and poorer outcomes for the people of Torbay.
- **One voice and a consistent message:** Ensuring alignment in communication efforts, presenting a unified front to stakeholders and the public.

- **Shared view and clarity on financial envelope:** Establishing transparency and mutual understanding regarding financial resources, budgets, and expenditures.
- **Joint decision making / accountability:** Collaboratively assessing and determining key actions, with input and agreement from both the Council and Trust through a revised governance structure. Holding each other to account for delivery.
- **Strategic Alignment:** Ensuring that the partnership's activities and objectives remain closely aligned with the overarching strategic goals of the Council, Trust, and wider system partners e.g., Devon ICS

#### Additional financial contributions (from Torbay Council)

To support the ongoing delivery of Adult Social Care as part of an integrated system the Council proposed an increase equivalent of a 2% Council Tax increase, year on year. An additional increase equivalent of a 1% Council Tax rise for first 2 years is also proposed to provide additional support whilst transformation activity is undertaken.

In addition, as a part of the overall package the Council is committing to provide the following financial support that will enable the transformation activity described earlier in this document.

- Funding new ASC IT system (£1.5m).
- Funding delivery partner - £1m initially.
- Use of revenue reserve to resource and fund transformation within the ICO – (£1m).
- Use of capital reserves to develop x 2 extra care/supported housing sites – (£2.5m minimum).
- Any grant funding received for ASC totally protected for ASC.

**Meeting:** Overview and Scrutiny Board/Cabinet

**Date:** 13 and 19 March 2024

**Wards affected:** All wards

**Report Title:** Torbay Interagency Carers' Strategy 2024-27

**When does the decision need to be implemented?** 1 April 2024

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## 1. Purpose of Report.

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- 1.1 This report proposes the adoption of Torbay Interagency Carer's Strategy 2024-27. Carers are people who support family, friends and neighbours who cannot manage alone due to their health and care needs. (More detail in Appendix 1)
- 1.2 Carers can be any age, so the Strategy (set out at Appendix 3) has relevance for both Adults and Children's Services. The strategy will run for three years and be monitored quarterly by Strategy Steering Groups which involve Carers and various statutory and voluntary sector partners.
- 1.3 This proposed Strategy brings together the work that Health and Care organisations in Torbay plan to undertake with Carers during 2024-2027. This ensures that organisations meet their legal obligations to Carers, work towards best practice / quality standards and that their work is joined up. It ensures that Carers are at the heart of their work, that Carers are aware of services and that these services meet Carers' needs.
- 1.4 The proposed Strategy at Appendix 3 includes partner organisations' service standards. Over the coming months, a detailed action plan will be developed with Carers and partners. The Strategy with action plan will be presented to the Health and Wellbeing Board and Cabinet for approval in June 2024.
- 1.5 The Strategy articulates how Torbay Council will deliver the Devon Wide Commitment to Carers, which is:

- embedding the principles set out here in all our ways of working and inviting all our partners to join us in doing so;
- adopting good employment principles and practices for those Carers who work or want to work for us, as promoted by Employers for Carers and invite all employers to do the same;
- using all the ways we have available to us to encourage awareness and support for Carers in communities and businesses.
- developing detailed action plans for our Devon Sustainability and Transformation Partnership and for our member organisations to ensure these commitments become a reality.

## 2. Reason for Proposal and its benefits

2.1 Carers provide huge benefit to the person that they care for but also to health and care services. Carers UK estimates that the value of the unpaid care that Carers provide is £162 billion - greater than the budget for NHS health service spending<sup>1</sup>.

2.2 Although it is generally accepted that the 2021 Census under-identified Carers, Torbay clearly has a much higher than average number of Carers providing over 20 hours of care. We are 6<sup>th</sup> highest in England for Carers undertaking 50+ hours of care.

Provision of unpaid care, Torbay 2021	Number	%	England 2021
Provides no unpaid care	118,359	88.8%	91.2%
Provides 19 hours or less unpaid care a week	6,514	4.9%	4.3%
Provides 20 to 49 hours unpaid care a week	3,207	2.4%	1.8%
Provides 50 or more hours unpaid care a week	5,185	3.9%	2.6%
Total: All usual residents aged 5 and over	133,265		

2.2 This comes at a cost to the Carer. The National Carers' Survey shows that Carers' quality of life is deteriorating year on year, and this is mirrored in Torbay<sup>2</sup>.

2.3 Caring is a social determinant of health<sup>3</sup> with impact on Carers' health and wellbeing.

2.4 Carers UK State of Caring Report 2023<sup>4</sup> highlighted Carers' concerns which make stark reading. A summary is at Appendix 2, but with a few highlighted here.

<sup>1</sup> Unpaid carers are providing care worth a staggering £162 billion a year- the budget for NHS health service spending in England in the 2020/21 financial year was £156 billion. Carers UK. Valuing Carers 2021.

<sup>2</sup> [Personal Social Services Survey of Adult Carers in England - NHS Digital](#)

<sup>3</sup> [Caring as a social determinant of health \(publishing.service.gov.uk\)](#)

<sup>4</sup> [State of Caring survey | Carers UK](#)

- More than three quarters of all Carers (79%) feel stressed or anxious, half (49%) feel depressed, and half (50%) feel lonely.
- 72% of those on Carers' Allowance worry about the impact of caring responsibilities (e.g. petrol for hospital visits, heating, specific dietary requirements) on their finances and 46% are cutting back on essentials, including food and heating.
- 27% of unpaid Carers have bad or very bad mental health, Despite feeling they are at breaking point, nearly three quarters (73%) of Carers with bad or very bad mental health are continuing to provide care.
- 40% had given up work due to caring responsibilities.

2.5 This Carers' Strategy promotes the importance of early identification and support of Carers in order to mitigate the negative impacts of caring and help them to thrive. The Strategy Steering Group agrees targets with organisations and holds them to account.

2.6 With young Carers especially, early identification and support is essential. Otherwise the impact of caring can affect school attendance, attainment and future prospects.

2.7 It is essential that support for Carers is easy to access, and preventative in nature. Supporting Carers not only benefits the Carer, but also the person / people for whom they care, thus improving both parties' health and wellbeing whilst reducing inequalities.

2.8 Given the evident impact of caring on health, wellbeing, finances and employment, support in this Strategy will be developed / directed at improving this wherever possible.

### 3. Recommendation(s) / Proposed Decision

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1. That the Torbay's Interagency Carers' Strategy 2023-27 (as set out at Appendix 3) be approved.

### Appendices

1. Who is a Carer?
2. Appendix 2: Summary of Carers UK State of Caring Survey
3. Draft Torbay Carers' Strategy 2024 – 2027

# Supporting Information

## 1. Introduction

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- 1.1 The 2024-27 Strategy builds on evidence and learning from Torbay's 2021-24 Carers' Strategy and national good practice. Services work very closely with partners across Devon Integrated Care System.

## 2. Options under consideration

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- 2.1 There are no other options under consideration. This Strategy is a means of coordinating and prioritising partnership working to the benefit of Carers.

## 3. Financial Opportunities and Implications

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- 3.1 There is no additional financial implication within this Strategy. The actions to achieve the priorities within this Strategy will be within current budgets.

## 4. Legal Implications

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- 4.1 This Strategy meets the legal obligations of Health and Social Care organisations under:
- Care Act 2014
  - Children and Families Act 2014
  - Health and Care Act 2022

## 5. Engagement and Consultation

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- 5.1 There has been extensive consultation with the Carers of Torbay. This has been managed by Engaging Communities South West in order to maintain independence.
- 5.2 Carers have also been involved in shaping the strategy and producing 'I statements' about their priorities. We continue to work with them in the design, delivery and evaluation of Carers' Services.
- 5.3 Carers' Representatives sit on the Strategy Steering Group and all working parties.

## 6. Purchasing or Hiring of Goods and/or Services

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- 6.1 Any services procured or provided by the public sector organisations under this Strategy will meet Social Value Act (2012) requirements.
- 6.2 The Carers' Enabling, Assessment and Advocacy contract and Carers of Adults with a Learning Disability contract have both been procured under this framework.



## 7. Tackling Climate Change

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- 7.1 This Strategy does not alter ways of working that will impact on Climate Change. However on-line meetings, courses and support, with the associated benefit for Climate Change will continue to be developed.
- 7.2 There are Carers' Centres in each town which will reduce unnecessary travel. These are all accessible by nearby public transport.

## 8. Associated Risks

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- 8.1 If the Strategy were not approved, this would have significant negative impact on Torbay's Carers, their health, wellbeing and feeling of value. This would impact on the health and wellbeing of people they care for, and by increasing the risk of Carer breakdown, increase admissions to hospital / residential care and strain on Torbay's Health and Social Care.

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

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	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people	Young Carers and older mutual Carers		
People with caring Responsibilities	Yes		
People with a disability	Yes - indirectly		
Women or men	(Targeting male Carers as underrepresented)		No differential
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)	Yes – explicitly targeting these groups to have positive impact		
Religion or belief (including lack of belief)			No differential
People who are lesbian, gay or bisexual	(promoting support to LGBTQ+ Carers)		No differential
People who are transgendered	(as above)		No differential
People who are in a marriage or civil partnership			No differential

Women who are pregnant / on maternity leave			No differential
Socio-economic impacts (Including impact on child poverty issues and deprivation)	Addressing support with Carers' finances and in areas of deprivation		
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	Positive impact on Carers' Health and Wellbeing and those who they care for.		

## 10. Cumulative Council Impact

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10.1 None

## 11. Cumulative Community Impacts

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11.1 None

### Appendix 1: Who is a Carer?

A Carer is anyone, including a child, who provides care to another person, apart from those who do it as paid work, voluntary work or ordinary parenting.

It includes caring for a partner, relative, friend or neighbour, who due to physical, sensory or learning disability, mental health or drug/alcohol issues, frailty, illness, long-term health condition and/or vulnerability cannot manage alone in the community.

Sometimes people are mutual Carers where they both provide support to each other, and everything works well until one person's health deteriorates or their situation changes. This is especially common in older couples.

Two out of three of us (65%) will be a Carer at some time in our life, but many people do not realise that they are considered to be a Carer, or that there is a wide range of support available to them. Torbay Carers' Strategy helps us to address this issue.

In Torbay, in response to a request from Carer representatives, we capitalise the 'C' of Carers to demonstrate their worth and to distinguish them from care workers who are often referred to as 'carers'.

### Appendix 2: Summary of Carers UK State of Caring Survey

#### **State of Caring survey 2023 Summary**

##### **The impact of caring on: employment**

Our [report on carers and employment](#) found that caring responsibilities are having a significant impact on people's capacity to work and earn a full-time wage.

40% of carers surveyed – many of them caring for more than 50 hours a week - said that they had given up work to provide unpaid care, and 22% had reduced their working hours because of their caring role.

- Over half (57%) of people who had stopped working or reduced their hours at work to care said they had done this because of the stress of juggling work and care.
- Nearly half (49%) of carers who had given up work or reduced their working hours had seen their income reduce by over £1,000 per month.

The Carer's Leave Act, coming into force in April 2024 at the earliest, will give carers the right to take up to five days of unpaid carer's leave. However, over two thirds of carers (67%) were unsure if their employer had started to prepare for new rights under the Carer's Leave Act, and over a quarter (28%) said they didn't know anything about unpaid carer's leave. Carers UK is sharing recommendations for employers to:

- Recognise the range of skills that carers gain through their caring role, to retain existing employees and support carers returning to work.
- Consider becoming early adopters of unpaid carer's leave before providing five days becomes law – or go one step further and provide paid carer's leave, making it even more accessible to their employees with caring responsibilities.
- Adopt Carers UK's Carer Confident benchmark, run by [Employers for Carers](#), to move towards becoming a carer friendly employer.

##### **The impact of caring on: health**

[Our report on caring and health](#) finds that a widespread lack of support and recognition from health and care services is severely damaging unpaid carers' mental health. It highlights how people caring round the clock for older, disabled or seriously ill relatives do not have adequate support from statutory services that are in place to help them – leaving many steeped in thoughts of hopelessness, fear, and dread, and urgently in need of support.

- More than a quarter (27%) of unpaid carers have bad or very bad mental health, rising to 31% of those caring for more than 50 hours a week, or for over 10 years.
- 84% of carers whose mental health is bad or very bad have continuous low mood, 82% have feelings of hopelessness and 71% regularly feel tearful.
- 68% of carers with bad or very bad mental health are living with a sense of fear or dread.
- More than three quarters of all carers (79%) feel stressed or anxious, half (49%) feel depressed, and half (50%) feel lonely.
- 65% of carers agreed that the increase in the cost of living was having a negative impact on their physical and/or mental health.
- Despite feeling they are at breaking point, nearly three quarters (73%) of carers with bad or very bad mental health are continuing to provide care.

Not being able to access the support they need is taking its toll on unpaid carers, many of whom are worn out and exhausted. Far too many carers are having to wait long periods for health treatment - or putting it off because of the demands of their caring role; are unable to rely on fragmented social care services to support with caring, and are struggling financially because they cannot earn a higher income.

It's clear that unpaid carers desperately need to be recognised and supported with their caring roles. Working with local authorities, the Government and NHS England must urgently drive a programme of quicker and more targeted interventions to prevent poor mental health amongst carers. That's why Carers UK is urging the Government to provide the necessary investment in the NHS and social care so that unpaid carers can take care of their physical and mental health. We are also calling on the Equality and Human Rights Commission to undertake an inquiry into unpaid carers' ability to access health services in England.

### **The impact of caring on: finances**

Our [first report](#) was about the impact of caring on finances.

This year's survey found that carers are struggling even more with their finances. A higher proportion of carers said they are struggling to make ends meet, and carers who are already struggling with the high cost of living, are being further impoverished by having their ability to earn restricted by Carer's Allowance.

Concerningly, 75% of unpaid carers receiving Carer's allowance are struggling with cost-of-living pressures, while almost half (46%) are cutting back on essentials,

including food and heating. As worryingly, 45% were even more likely to say they were struggling to make ends meet, compared with 39% last year.

This year's survey found that, of carers receiving Carer's Allowance:

- 34% were even more likely to be struggling to afford the cost of food compared with 21% of all carers. This was an increase from 29% in 2022
- 71% were even more likely to say they were worried about living costs and whether they can manage in the future, compared with 61% of all carers
- 72% are worried about the impact of caring responsibilities (e.g. petrol for hospital visits, heating, specific dietary requirements) on their finances
- 54% had cut back on seeing family and friends, compared with 43% in 2022 and 38% in 2021

Unsurprising, given the rise in the cost of living, a significant proportion of all carers who responded to the survey are worried about their ability to manage in the future:

- There has been an increase in the proportion of carers who are struggling to make ends meet compared to last year (30% compared with 27%)
- A fifth (21%) of carers are struggling to afford the cost of food. Over a third (34%) of carers said they had cut back on essentials such as food or heating compared to 25% in 2022 and 13% in 2021
- 60% of carers agreed they were worried about the impact of caring responsibilities on their finances and 62% agreed that they've been finding it more difficult to manage financially due to the increase in the cost of living

Government and policy makers need to have a clear understanding of the risks of financial hardship for unpaid carers. There must be a robust poverty prevention strategy across government which targets and prevents poverty. In the report, we make several recommendations, from reforming the benefits system to providing targeted financial support and supporting carers to remain in paid employment.

Appendix 3.

**DRAFT**

# **Torbay Carers' Strategy**

## **2024 - 2027**

**An Inter-agency Commitment to meet  
the needs of Torbay's Carers,  
including Young Carers.**

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## 1. Introduction

### **Who is a Carer?**

A Carer is anyone, including a child, who provides care to another person. This excludes people who do it as paid work, voluntary work, or ordinary parenting. It includes caring for a partner, relative, friend or neighbour, if they have a physical, sensory, or learning disability, mental health or drug/alcohol issues, frailty, illness, long-term health condition and/or vulnerability which means that they cannot manage alone in the community.

Sometimes people are 'mutual carers' - they support each other. Often everything works well until one person's health deteriorates or their situation changes.

Two out of three of us (65%) will be a Carer at some time in our life. Many people do not realise that they are considered to be a Carer, or that there is a wide range of support available to them. Torbay Carers' Strategy helps us to address this issue.

### **Why have a Carers' Strategy?**

Torbay has had an inter-agency strategy (plan) for Carers since 2000 and it is updated every three years. Torbay's Carers are consulted to find out what their priorities are, and these are worked into the Carers' Strategy alongside national and regional priorities. The main agencies who come into contact with Carers then work together to create an action plan to achieve these priorities.

Having an inter-agency Strategy and Action Plan helps partners work together in a joined-up way, to achieve what Carers really need. Representatives of Carers and of the various agencies meet quarterly to ensure that the Strategy Action Plan remains on track. The updates are published on-line.<sup>1</sup>

## 2. National Context

In the 24 years since our first Strategy was published, awareness about Carers, especially Young Carers has increased significantly. In 2014, the Care Act and Children and Families Act made the health and wellbeing of Carers a priority by law.

In 2019, the NHS published a Long-Term Plan with the following priorities for Carers.

1. GP Quality Markers for Carers
2. Identify and Support for Carers from Vulnerable Communities
3. Adoption of Carers' Passports
4. Information sharing
5. Contingency Planning
6. Supporting Young Carers

NICE (National Institute for Health and Care Excellence) published guidelines for support to Carers of Adults in 2020 and launched Quality Standards in March 2021<sup>2</sup>. These will be built into the Strategy action plan.

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<sup>1</sup> <https://www.torbayandsouthdevon.nhs.uk/services/carers-service/strategy-policy-and-quality/> .

<sup>2</sup> [Overview | Supporting adult carers | Quality standards | NICE](#)

The Health and Care Act 2022 introduced an obligation for Carers to be involved in hospital discharge planning and for the NHS to consult with Carers. Carers UK undertakes annual surveys of Carers. Their 2023 survey shows that Carers' health and wellbeing is deteriorating, their employment is significantly affected by caring, and the cost of living is also having an adverse effect. *'It highlights how people caring round the clock for older, disabled or seriously ill relatives do not have adequate support from statutory services that are in place to help them – leaving many steeped in thoughts of hopelessness, fear, and dread, and urgently in need of support'*<sup>3</sup>.

### **3. Local Context**

In the 2021 Census, approximately 15,000 people in Torbay identified themselves as Carers. However, we know that many people do not see themselves as Carers, or do not identify their children as having a caring role in the family. Actual numbers are likely to be much higher and this is backed up by the 2023 GP survey<sup>4</sup>. Torbay has a very high level of Carers providing more than 50 hrs care per week – 6<sup>th</sup> highest Local Authority out of 317 in England according to the 2021 census.

In 2018, Carers' Leads and Carers developed a Devon-wide Commitment to Carers. It was based on NHSE's 2014 Commitment to Carers and the Triangle of Care (treating Carers as expert partners in care). The seven principles are:

- 1: Identifying Carers and supporting them
- 2: Effective Support for Carers
- 3: Enabling Carers to make informed choices about their caring role
- 4: Staff awareness
- 5: Information-sharing
- 6: Respecting Carers as expert partners in care
- 7: Supporting Carers whose roles are changing or who are more vulnerable

Devon's main health and care organisations signed up to these principles in October 2019. Many have subsequently undertaken self-assessments and action plans to help them to achieve these priorities.<sup>5</sup> Every year, their top three priority actions are added to the Action Plan for the Carers' Strategy and reported quarterly.

Carers is a cross-cutting Area in Torbay's Joint Health and Wellbeing Strategy 2022-2026.<sup>6</sup>

In 2023-24, other strategies were launched that impact upon Torbay's Carers:

- Torbay Adult Social Care Strategy,<sup>7</sup>

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<sup>3</sup> [State of Caring survey | Carers UK](#)

<sup>4</sup> [National GP patient survey 2023](#)

<sup>5</sup> [Carers - One Devon](#)

<sup>6</sup> [Joint Health and Wellbeing Strategy 2022-2026 - Torbay Council](#)

<sup>7</sup> [Adult social care - Torbay Council](#)

- Torbay's Learning Disability Big Plan<sup>8</sup>
- Torbay SEND Strategy<sup>9</sup>
- Devon Partnership Trust's Carers' Strategy. \*(not yet published)

The Carers' Strategy Action Plan will include actions relating to all the above.

#### **4. Review of Torbay Carers Strategy 2021-2024<sup>10</sup>**

Despite Covid impacting Carer Support in 2021-22, almost all the **169** targets within the 2021-24 strategy were achieved. That huge success is testament to the dedication and hard work of all parties but particularly Torbay Carers Services in keeping actions on track. The main summary is below, and final progress will be published on-line in May 2024<sup>11</sup>.

##### **Identification of Carers** – 29 targets (28 met)

- All Torbay's main health and care organisations other than SW Ambulance Service signed a Commitment to Carers (C2C), and most report quarterly on their priorities. Citizens Advice Torbay also signed a C2C whilst Samaritans and Fire Service signed a Memorandum of Understanding.
- All Torbay's GP practices completed their Carers' Quality Markers, and achieved their Carer identification target, some reaching the stretch target of 7% of patient list. However, Carers still report that doctor's surgeries are the main place where they could have been identified sooner.
- Torbay Hospital is re-promoting the Triangle of Care, improving identification and involvement of Carers. This started in the Emergency Department and is being rolled out across the Hospital.
- Work has been undertaken to improve identification of Carers from minority ethnic backgrounds, and a community link worker is being piloted to further improve this.
- Awareness campaigns have been undertaken with a wide range of organisations.
- Torbay Carers Services now runs an annual event for Carers Rights Day with Paignton Library's Christmas Fayre in order to raise public awareness. It provides information, advice, and support for Carers with a huge range of partners.

**Information, Advice and Support** (59 targets, 50 met, 2 delayed but may happen before end March\* (Carers information Booklet, Passport) 6 partially achieved, 1 not achieved – Performance in Top Quartile – Carers find information easily)

- We have maintained most existing Carers' Information and Support Services, and those that have been used have been generally well-rated by Carers. Signposts information Service and Signposts Newsletter were the most positively reviewed.\* (NB \* means 'Information such as link or data to be added when updated')
- The Community Mental Health Team reduced their Carer Support Worker hours.

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<sup>8</sup> [Big Plan - Torbay Council](#)

<sup>9</sup> [Torbay SEND strategy 2023 - Torbay Council](#)

<sup>10</sup> <https://www.torbayandsouthdevon.nhs.uk/uploads/torbay-carers-strategy-2021-2024.pdf>

<sup>11</sup> <https://www.torbayandsouthdevon.nhs.uk/services/carers-service/strategy-policy-and-quality/>.

Whilst their Assessments are on track, 81% of Mental Health Carers felt not at all or not very supported.\*

- Torbay Carers Service suffered significant IT issues. Changes in the Council IT server necessitated a 17-month Carers' Register rebuild, significantly delaying planned developments and the launch of the Carers' Passport. The 'Torbay Carers Together' website changed hosting platforms and is not live at present.
- Despite the Register issues, the 10% increase target was achieved year on year and as of January 24 there are 5350 registered Carers\*. Processes are seen nationally as good practice in terms of asking consent to share with partner organisations, and of having Carer Contingency Plans and discounts as standard.
- Hospital support was fully reinstated after Covid. Funding was obtained to appoint a worker to improve Hospital communication with Carers and evaluation shows that this was very successful\*. Developments also included supporting Carers with Virtual Wards and technology to support Carers with discharge.
- Torbay Young Carers Service moved to the Youth Trust in 2021 and back to the Council in 2023. Young Carers were not adversely affected by the changes as the service worked hard to maintain direct support. There has been a significant increase in identification of primary school age Young Carers during this time.
- The interagency Young Carers Under 25 Strategy 2022-25 was launched and its work demonstrates good partnership working to achieve early identification of and support to Young Carers under 25.
- On-line support to Parent Carers has improved with several on-line workshops, awareness, training sessions provided throughout the year, particularly at school transition times.
- With regard to staff Carers, Torbay and S Devon NHS Foundation Trust achieved Employers for Carers, Carer Confident Level 2 'Accomplished' Award – only the second NHS Trust to achieve this. It also launched an award for managers who support staff Carers which is now being adopted by Torbay Council.
- Partnership work including the voluntary sector continues. A network of Carers allies meets regularly and there are close links with Paignton's Community Hub.
- Targeted work has been undertaken to support veterans and Carers of veterans, with much positive feedback from these Carers.
- Carers Aid Torbay has group activities targeting men as they are not well-represented at many Carers groups or activities. Their Bay Benefits Service for Carers now includes Carers' Choices cost-of-living support.
- Work has continued to improve support Carers from ethnic minority, refugee, and asylum seeker backgrounds, although Carers Services has not yet achieved the target of parity between population and Register. A Community-link worker role is being piloted to continue this work and also target Carers in areas of deprivation or who are vulnerable.

#### **Carers' assessment including whole family approach** (39 targets, 34 achieved)

- GP Carer Support Workers exceeded their annual target of 500 Health and Wellbeing Checks (HWBCs) in two out of the three years.\*
- Carers' Aid Torbay continued to provide independent enabling and advocacy, and they met all annual targets.
- This contributed to Adult Social Care meeting their Assessment target of 36% each year and are on track for their stretch target of 40%.\*

- Children's Services met their target for Parent Carers Needs Assessments in 21-22, increased the target for 22-23 which was not achieved, but are on track to achieve it for 23-24\*.
- Referrals to Young Carers Service from Adult Social Care, Mental Health and Substance Misuse are consistently low and not achieving target.

**Involvement of Carers in service delivery, evaluation and commissioning** (23 targets, all achieved to some extent)

- Carers Services used Healthwatch's 2021-24 Strategy Report and National Carers' feedback to shape the Strategy and action plan.
- Staff Carer support has been shaped with staff Carers, and this will continue.
- Carers are represented in all levels and functions of Torbay Carers Service and the Young Adult Carers Operational Group demonstrates good levels of involvement with Young Adult Carers (16-25).
- SEND Family Voice Torbay has been set up during this time which enables engagement with Parent Carers of children.
- There has also been a much-improved level of engagement and co-production with Carers within the Strategies mentioned in Section 3.
- Peer support improved with some new groups, eg Carers of Adults with Autism and 'Your Time' Carers' group. The Carers' Volunteer Phonenumber suffered a hiatus with the retirement of some key members but re-launched in January 2024.
- The Autism Partnership Board which was set up during this strategy period has two Carer Ambassadors representing Carers' Voice, in the same way as the Learning Disability Partnership.
- Many service evaluations have been undertaken by Carer Evaluators and the feedback built into developing services. Use of Carers' Direct Payments, Carers Technology Enabled Care Pilot, Carers of Adults with Learning Disability Service, Hospital Carer Liaison Pilot, Volunteer phonenumber and Carers Assessments. Evaluations are published on-line.<sup>12</sup>

**Enhancement of Support to the person being cared for** (19 targets, 3 not fully achieved yet, 16 achieved)

- Replacement Care is still the biggest area of concern for Carers of Adults, and it is on the Adult Social Care Improvement Plan. Torbay's share of 2024-26 Accelerated Reform Funding will be targeting this enabling us to improve Shared Lives provision and accelerate achievement of two of the targets not yet fully achieved - the volunteer-run sitting service and increasing Carers' access to the Arranging Support Team.
- Although availability and provision of Short Breaks for adults needs to be improved, the processes within the Short Break Vouchers Scheme for adults with a learning disability are being significantly improved based on feedback from Carers who use it.

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<sup>12</sup> [Strategy, policy and quality - Torbay Carers Service \(torbayandsouthdevon.nhs.uk\)](https://www.torbayandsouthdevon.nhs.uk)

- Children’s Services reviewed their Short Breaks offer and have an ongoing recruitment campaign to recruit additional foster Carers offering specialist support and breaks to Carers.
- Torbay Carers Service has continued to work with local hospitality providers to provide discounted stays for Carers and signed up to Carefree Breaks which offers occasional free breaks to Carers. Both have a significant impact on Carers’ health and wellbeing.
- Torbay Carers Service Technology Enabled Care pilot was very successful and therefore ongoing funding has now been allocated within baseline budget.
- Planning ahead is of critical importance to prevent Carer breakdown. It has been built into the contract for Carers of Adults with Learning Disability to work with Adult Social Care to achieve this more rigorously. Carers Services have improved their website information about planning ahead, and the recent Carers’ Rights event had a room dedicated to planning ahead which included solicitors, Rowcroft, Age UK Torbay and other partners.

## **5. Formulation of Priorities for 2024-2027**

The development of potential priorities for 2024-27 was based on Carer Consultation while taking account of national and local priorities, and evidence of what works well.

Engaging Community South West carried out a Carers’ engagement exercise in late 2023, with 377 Carers responding. Despite sending paper surveys to all, this was a lower return rate than previously, but still significantly higher than most Carers Surveys. We think this was due to ‘consultation fatigue’ as Carers had engaged in the three strategies mentioned in Section 3, plus Healthwatch’s own Survey into Carer Breakdown\* and the biennial Personal Social Services National Carers Survey. The full report can be seen at\* (include links when published.)

The detailed feedback from Carers will be used to shape the action plans linked with this Strategy and the Young Carers under 25 Strategy 2025-28. The higher level actions for Young Carers under 25 will be outlined within this Strategy and monitored in both Strategy Steering Groups.

## **6. Carers’ Priorities for 2024-27**

Carers have agreed that the priorities from the previous strategy will remain the same. They have developed ‘I statements’ showing what they want.

1. ‘As soon as I start my caring role, I want to be identified, recognised and valued as a Carer.’
2. ‘I want to be able to easily find information, advice and support to meet my needs as a Carer.’
3. ‘I want to know that every Carer involved in a person’s care can have a Carer’s assessment when they need one.’
4. ‘I want to be confident that Carers guide all things that affect them.’
5. ‘I want the care and support to the person that I care for to also meet my needs as their Carer.’

Within these priorities, there are other issues to be addressed:

- a. Information to Carers to include support to the person they care for
- b. Carers and employment
- c. Carers' own mental health and support to people with Mental Health issues and their Carers
- d. Partnership working / information sharing across organisations
- e. Carers finance / cost-of living challenges
- f. Improving support at transitions
- g. Improving use of technology and digital support

## **7. Commitment to Carers – Partners in Torbay**

Torbay Council (Council)  
Torbay and South Devon NHS Foundation Trust (Trust)  
Devon Partnership Trust (DPT)  
One Devon – Integrated Care Board (ICB)  
Rowcroft Hospice  
Citizens Advice Torbay  
Compass House Medical Centres  
Plus all Torbay GP practices (under GP Carers' Quality Markers)

Where 'partners' are referred to in the action plan, this will include all partners above, 'Health and Care partners' excludes Citizen's Advice Torbay.

# Torbay Carers' Strategy 2024 – 2027. Action Plan Outline

## 1. 'As soon as I start my caring role, I want to be identified, recognised and valued as a Carer.'

**Service Standards for Identifying, recording and valuing Carers:** Commitment to Carers Principles 1 & 7, NICE Quality Standard 1, Torbay SEND Strategy Priority 2; DPT Carers' Strategy – Priority 1; GP Quality Marker - Identification and registration.

1.1	Partners to work towards identifying Carers at every opportunity when the public link with their services.
1.2	Torbay Council, Trust and DPT to prioritise early identification of Carers within Education, Health and Social Care using the whole family approach. This means identifying <u>any</u> Carer eg Education actively identifying Young Carers and Parent Carers, but also supporting identification parents who may have caring responsibilities for adults.
1.3	SEND services to proactively identify parent Carers and sibling Carers at the earliest opportunity.
1.4	Adult Social Care and Children's Social Care to ensure early identification is prioritised at people's first contact including through family or community hubs.
1.5	To promote Carer self-identification, all partners' communications team to produce or disseminate communications to support public awareness of Carers such as during Carers Week / Carers Rights Day / Young Carers Action Day. (Carers Services will support this). Also to promote self-identification of staff who are Carers.
1.6	All partners to develop systems to identify staff Carers at appointment and at annual reviews.

**Enablers – sharing information – Service standards:** Commitment to Carers Principle 5; DPT Carers' Strategy Priority 3

1.7	All organisations, whenever a Carer is identified, to have systems in place to record this (GPs to SnoMed code correctly), to record consent to share this information with appropriate partners, such as Torbay Carers, and then do so.
1.8	Within services supporting Carers, to encourage Carers to allow sharing of their information so that support is sensitive, tailored, joined-up and effective.
1.9	Health and Social Care organisations to have appropriate policies and protocols about confidentiality and information sharing. Practice should encourage people with care and support needs to share information about their needs with their Carer(s) to enable their full participation in care and support planning.

**Enablers – Awareness / training – Service standards:** Commitment to Carers Principle 4; DPT Carers' Strategy Priority 2; GP Quality Marker - Awareness and Culture;

1.10	Partners to work towards staff having Carer Awareness training at a level appropriate to their role. This should be undertaken at induction and as part of workforce development plans. This should include Managers' awareness of staff Carers and how to support them. For education (SEND), health and social care staff this should include valuing Carers as equal partners in someone's education, care and support.
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## 2. 'I want to be able to easily find information, advice and support to meet my needs as a Carer.'

**Service standards for Information provision** – Care Act 2014, Children and Families Act 2014, NICE Guidance for Carers of Adults (NG150); DPT Carers' Strategy Priority 5; GP Quality Marker - Information, involvement, and communication.

2.1 Health and Care partners to meet the legal requirements and guidance above. Information should be developed with Carers, be easy to find, easy to understand and accessible. Information must enable Carers to find support for themselves and the person that they care for.

2.2 Council and Trust to maintain funding for Carer Information Services to enable access to Carer information above. This includes Signposts Carers Information Service including electronic and paper resources as required.

**Service standards for Effective Support for Carers** – Care Act 2014, Children and Families Act 2014, Commitment to Carers Principles 2+3 DPT Carers' Strategy Priorities 4 + 6; GP Quality Markers - holistic support; in practice support; appointments and access.

2.3 All partners to meet the legal requirements and guidance above. Support to Carers must mitigate the negative impacts of caring – mental / physical / educational / financial / employment

2.4 Health and Care partners must enable Carers to make informed choices about their lives, including choosing not to provide care or to limit their caring role. Services must plan ahead with the Carer and the person that they care for in order to meet both person's needs to include:

- a. contingency, short term and long-term plans including for end-of-life care and life after caring
- b. transitions between schools / to adulthood / to adult services
- c. transitions between services
- d. transitions to increased independence

2.5 Torbay Council to maintain funding of Torbay Young Carers Service to support Carers younger than age 18. Service to include school-based support, activity-based support and 1-1 support of those young Carers most in need. Service to mitigate the impact of caring on Young Carers' educational attendance and attainment, their future employment and life choices.

2.6 Council / Trust to maintain funding of Torbay Carers' Service for:

- Torbay Carers' Register and associated support
- Carer Education Courses
- Carers Emotional Support Scheme for eligible Carers of people aged 16 or over
- Carers Direct Payments for eligible Carers of Adults
- Carer Support Workers in GP practices
- 'Floating' Carer Support available across Bay
- Carers Centres in each town, linked with voluntary sector partners

	<ul style="list-style-type: none"> <li>• Carers' Assessment, Support and Enabling Service (Carers' Aid Torbay)</li> <li>• Bay Benefits and Carers Choices Cost of living Support (provided by Carers' Aid Torbay)</li> <li>• Hospital-based Carer Support including Advice Point, Carer Support Workers and Family / Carer Supporters</li> <li>• Older People's Mental Health Support Worker</li> <li>• Young Adult Carer Service (16-25)</li> <li>• Support to Carers of Adults with a learning Disability (provided by Devon Link-Up)</li> <li>• Support to Carers of Adults with autism (provided by Dimensions for Autism)</li> <li>• Access to Carers UK digital and Employers for Carers Support</li> </ul>
2.7	<p>Carer Support will include:</p> <ul style="list-style-type: none"> <li>• Work related support – to enable Carers to continue to work or return to work</li> <li>• Digital inclusion – to ensure Carers who wish to are enabled to increase their skills and confidence on-line</li> <li>• Targeted support to Carers who are under-represented or find it hard to access services such as those from black and minority ethnic backgrounds, LGTBQ+ Carers, Carers with a learning Disability or who are Sign Language users.</li> <li>• Development of a 'checking in' type of support to Carers who are most in need.</li> </ul>
2.8	Torbay Council Children's Services to maintain funding for parent Carer support.
2.9	Given Carer feedback particular focus needs to be given to supporting Carers of people with mental health issues.
<b>Service standard for Support to Staff Carers - NICE Quality Standard 5.</b>	
2.10	All partners to offer supportive working arrangements to staff who are also Carers.

### **3. 'I want to know that every Carer involved in a person's care can have a Carer's assessment when they need one.'**

**Service standards for Carers' Assessments** – Care Act 2014, Children and Families Act 2014, NICE Quality Standards 3 + 4.

3.1	<p>Council, Trust and DPT to meet the legal obligations and Quality Standards above. Assessments must be person-centred, strengths-based, and focusing on what matters to the Carer. NB Targets will be set and evaluations carried out.</p> <ul style="list-style-type: none"> <li>• Young Carer's Assessments</li> <li>• Parent Carer Needs Assessments</li> <li>• Carer's Assessments (separate or combined)</li> </ul>
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3.2	Health and Care partners to ensure that the Whole Family Approach is fully embedded in all services so that <u>every</u> Carer involved in a person's care is identified, whatever their age and regardless of the number of Carers involved. They should each be offered their own Carer's Assessment.
3.3	Health and Care partners to ensure that Carers' assessments identify Carers at highest risk of breakdown. Once 'high risk' Carers identified, agree support required and contingency plans. Develop over-arching plans to target those most at risk.
3.4	Health and Care partners to ensure that Carers are regularly given the opportunity to discuss the value of having a break from caring and the options available to them. This links with Section 5 about support to the person being cared for, where 'replacement care' (often known as 'respite' care) is essential to enable Carers to have a break.

## 4. 'I want to be confident that Carers guide all things that affect them.'

**Service standards for respecting Carers as expert partners in care** – Commitment to Carers Principle 6, NICE Quality Standard 2, Health and Care Act 2022.

### At an individual level

4.1	Health and Care partners will respect Carers as expert partners in care and involve them holistically in care planning, decision making and reviews both for them and the person that they care for.
4.2	Health and Care partners' staff will support and empower Carers to fulfil the above role.
4.3	Health partners will involve Carers in an inpatient's care and discharge planning at the earliest opportunity.

**At a more strategic level** such as planning or commissioning services which affect them.

4.4	Council, Trust and DPT will involve Carers in guiding, monitoring and reviewing services that affect them and the person that they care for so that they can demonstrate successes and where improvements are required. This should include engagement with service development, service delivery, evaluation, and commissioning.
4.5	Council, Trust and DPT to ensure that Carers are involved at all levels in shaping Carers' services, aiming for true co-production. This includes service development, service delivery, evaluation and commissioning for Torbay Carers Service, Torbay Young Carers Service and services to parent Carers.
4.6	The Integrated Care Board will consult with Carers on changes to health services, either new services or ways of delivering health services.
4.7	Health and Care partners to identify unmet Carers' needs and where appropriate build into future commissioning plans.
4.8	Whenever Carers are involved or consulted, all partners will be clear about timescales for action and feedback. This is so that Carers are aware of their impact in shaping services which affect them, but also clear when this is not possible, and the reasons why not.

## 5. 'I want the care and support to the person that I care for to also meet my needs as their Carer.'

**Service Standard for Services meeting needs of both the Carers/s and the person that they care for** Care Act 2014, Children and Families Act 2014; Health and Care Act 2022; Commitment to Carers Principle 2; GP Quality Marker - Information, involvement and communication.

5.1	Health and Care partners' staff to ensure that a Carer's needs are taken into consideration when planning care and support for the person being cared for. This includes their need to have regular breaks from caring. Carers are to be treated as valued partners in the care and support of the person that they care for.
5.2	Given Carer Feedback, the above needs to be a particular target for Mental Health Services, including within the Community Mental Health Framework.
5.3	Council and Trust commissioners to improve access to and the range of replacement care to enable Carers to take regular or sporadic breaks from caring. This must include breaks at both long and short notice. The care delivered must be appropriate to the care needs of the person being cared for and offered either at home or in another establishment. Work will involve data collection about unmet need which will help with the development of both short-term and longer-term commissioned solutions.
5.4	The Council, Trust and DPT should ensure that planning ahead happens in a timely fashion with transition, emergency, contingency and long-term plans being developed with the Carer and the person that they care for. This is especially important where the person being cared for is likely to need time to adapt to change such as a person with learning disability, autism, mental health issue or dementia.
5.5	Council and Trust to give consideration to the eligibility criteria for provision of equipment / technology to the person being cared for, if it also gives a Carer peace of mind, supporting their caring role. Continuation of Carers Services funding for short-term technology enabled care.
5.7	All Health and Care partners to involve Carers in service development, evaluation and commissioning of services to the person being cared for that also affect /benefit them. Where there are unmet Carers' needs, these should be noted and where appropriate built into future commissioning plans.

## **Background Documents**

[Torbay Young Carers Under 25 Strategy 2022-2025](#)

[Personal Social Services Survey of Adult Carers in England - NHS Digital](#)

[Caring as a social determinant of health \(publishing.service.gov.uk\)](#)

[State of Caring survey 2023 | Carers UK](#)

## Supporting Information

### 1. Introduction

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- 1.1 The 2024-27 Strategy builds on evidence and learning from Torbay's 2021-24 Carers' Strategy and national good practice. Services work very closely with partners across Devon Integrated Care System.

### 2. Options under consideration

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- 2.1 There are no other options under consideration. This Strategy is a means of coordinating and prioritising partnership working to the benefit of Carers.

### 3. Financial Opportunities and Implications

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There is no additional financial implication within this Strategy. The actions to achieve the priorities within this Strategy will be within current budgets.

### 4. Legal Implications

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- 4.1 This Strategy meets the legal obligations of Health and Social Care organisations under:
- Care Act 2014
  - Children and Families Act 2014
  - Health and Care Act 2022

### 5. Engagement and Consultation

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- 5.1 There has been extensive consultation with the Carers of Torbay. This has been managed by Engaging Communities South West in order to maintain independence.

5.2 Carers have also been involved in shaping the strategy and producing 'I statements' about their priorities. We continue to work with them in the design, delivery and evaluation of Carers' Services.

5.3 Carers' Representatives sit on the Strategy Steering Group and all working parties.

## 6. Purchasing or Hiring of Goods and/or Services

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6.1 Any services procured or provided by the public sector organisations under this Strategy will meet Social Value Act (2012) requirements.

6.2 The Carers' Enabling, Assessment and Advocacy contract and Carers of Adults with a Learning Disability contract have both been procured under this framework.

## 7. Tackling Climate Change

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This Strategy does not alter ways of working that will impact on Climate Change. However on-line meetings, courses and support, with the associated benefit for Climate Change will continue to be developed.

7.2 There are Carers' Centres in each town which will reduce unnecessary travel. These are all accessible by nearby public transport.

## 8. Associated Risks

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8.1 If the Strategy were not approved, this would have significant negative impact on Torbay's Carers, their health, wellbeing and feeling of value. This would impact on the health and wellbeing of people they care for, and by increasing the risk of Carer breakdown, increase admissions to hospital / residential care and strain on Torbay's Health and Social Care.

## 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	Young Carers and older mutual Carers		
People with caring Responsibilities	Yes		
People with a disability	Yes - indirectly		
Women or men	(Targeting male Carers as underrepresented)		No differential
People who are black or from a minority ethnic background (BME) Please note Gypsies / Roma are within this community)	Yes – explicitly targeting these groups to have positive impact		
Religion or belief (including lack of belief)			No differential
People who are lesbian, gay or bisexual	(promoting support to LGBTQ+ Carers)		No differential
People who are transgendered	(as above)		No differential
People who are in a marriage or civil partnership			No differential
Women who are pregnant / on maternity leave			No differential



Socio-economic impacts (Including impact on child poverty issues and deprivation)	Addressing support with Carers' finances and in areas of deprivation		
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	Positive impact on Carers' Health and Wellbeing and those who they care for.		

## 10. Cumulative Council Impact

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10.1 None

## 11. Cumulative Community Impacts

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11.1 None

**Meeting:** Cabinet **Date:** 19 March 2024

**Wards affected:** All Wards in Torbay

**Report Title:** Serious Violence Strategy

**When does the decision need to be implemented?** 20 March 2024

**Cabinet Member Contact Details:** Cllr. Hayley Tranter, Cabinet Member for Adult and Community Services, Public Health and Inequalities, [hayley.tranter@torbay.gov.uk](mailto:hayley.tranter@torbay.gov.uk)

**Director Contact Details:** Jo Williams, Director for Adults and Community Services, [Joanna.williams@torbay.gov.uk](mailto:Joanna.williams@torbay.gov.uk)

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## 1. Purpose of Report

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- 1.1 The Police Crime Sentencing and Courts Act 2022 introduced the serious violence duty which requires specified authorities to work together to understand and address serious violence in their local area. One of the key elements of the Duty is to create and publish a Serious Violence Strategy that is shared by the specified authorities. This report sets out the proposed Serious Violence Strategy (as set out at Appendix 1).
- 1.2 The Serious Violence Strategy is a partnership document owned by the Community Safety Partnership (Safer Torbay) and agreed and delivered on by all the specified authorities (Councils, Police, Integrated Care Boards, Probation, Youth Justice Services and Fire).
- 1.3 The Strategy has been developed using collated data, information and feedback from services and communities across Torbay. It has been written in collaboration with the other specified authorities and Community Safety Partnerships across the peninsula to ensure a consistent commitment and approach to serious violence both in Torbay and across Devon, Cornwall and the Isles of Scilly as a whole.
- 1.4 At the point of writing the other five specified authorities have agreed the Serious Violence Strategy.

## 2. Reason for Proposal and its benefits

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- 2.1 The proposals in this report help us to deliver this ambition by providing an agreed framework including principles and priorities to understand and reduce violence across Torbay and improve outcomes for individuals, families and communities as well as supporting Torbay to be and feel safer.
- 2.2 Having an area that is safer and feels safer will support people and the economy to thrive and by tackling the drivers of violence we will address challenges such as poverty, deprivation and vulnerability.

## 3. Recommendation(s) / Proposed Decision

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1. That the Serious Violence Strategy, as set out at appendix 1, be approved.

### **Appendices**

Appendix 1: Serious Violence Strategy

### **Background Documents**

Serious Violence Duty Guidance - [Serious Violence Duty - Statutory Guidance](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/644444/Serious_Violence_Duty_-_Statutory_Guidance.pdf)  
([publishing.service.gov.uk](https://www.publishing.service.gov.uk))

### 1. Introduction

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- 1.1 The Serious Violence Duty is a new Duty placed on specified authorities, including Councils to understand the profile and causes of serious violence locally and to implement a strategy and plan to tackle and reduce violence.
- 1.2 The Serious Violence Strategy is the overarching framework under which specified authorities will come together with other key stakeholders including businesses and communities to develop clear delivery plans aimed at developing and delivering an evidence-based response to reducing serious violence in Torbay.
- 1.3 Currently we do not have a collective strategy or plan in relation to approaching serious violence and the strategy and supporting strategic needs assessment provide this, enabling a co-ordinated response which keeps communities at the centre.
- 1.4 There is no additional cost to implementation. The Strategy focuses on working differently to address violence. It does however (along with the delivery plan that will be developed once agreed) give clarity on needs and evidence-based approaches that can inform effective commissioning as and when funding becomes available.

### 2. Options under consideration

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- 2.1 The Strategy has been developed using collated data, information and feedback from services and communities across Torbay. As such, we are able to develop a locally informed approach that has sustainable impact.
- 2.2 The Strategy has been agreed by all of the other specified authorities and in principle by Safer Torbay (pending agreement by all specified authorities).
- 2.3 Under the Duty the Strategy must be agreed and published by the 31<sup>st</sup> January 2024. Unfortunately, due to unforeseen circumstances this has already not been met.
- 2.4 If the Strategy is not agreed, reasons will have to be given to Safer Torbay and the other specified authorities. Agreement will then need to be reached on the required changes for the Strategy to be re-drafted and go back through each specified authority's decision-making process for approval.
- 2.5 Once the Strategy is fully agreed by all specified authorities Safer Torbay will formally adopt the document as a partnership document and a delivery plan will be developed.

### 3. Financial Opportunities and Implications

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- 3.1 There is no additional cost to agreeing the Strategy. As outlined above the work on the Strategy and plan will assist evidence-based commissioning when funding is available /identified.
- 3.2 Each specified authority has a Serious Violence Lead who works with partners on serious violence. For Torbay Council this resource sits in the Safer Communities Team in Community Safety.

### 4. Legal Implications

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- 4.1 This Duty was introduced by the Police Crime Sentencing, and Courts Act 2022. Due to not meeting timescales Torbay Council is currently in breach of a statutory Duty. To not sign up to the Strategy would mean a continuation of the breach.

### 5. Engagement and Consultation

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- 5.1 The following pieces of work have been undertaken in the last 12-18 months to understand crime and violence in Torbay and have been used to inform the Strategy:
- Safer Torbay commissioned Peopletoo to undertake an audit and mapping exercise in relation to youth violence in Torbay. Part of this involved engaging key stakeholders including statutory and non-statutory services, community groups and young people to seek their views on what are the challenges and drivers that lead to violence in the local area and what works locally to overcome these.
  - For Safer Streets 4 Torbay Council and the Office of the Police and Crime Commissioner undertook a Resident's Survey to understand how people felt about their safety in Torquay and what improvements were required.
  - Safer Communities have attended community partnership events and meetings to gain residents view on the challenges I relation to crime and violence in their areas and how these can be overcome.

### 6. Purchasing or Hiring of Goods and/or Services

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- 6.1 Not applicable

### 7. Tackling Climate Change

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- 7.1 Not applicable

## 8. Associated Risks

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- 8.1 To not implement the Strategy would mean Torbay Council is breaching a statutory duty.
- 8.2 It would also hinder the partnerships work in gaining a collective understanding and delivering a consistent approach to violence, negatively impacting the partnership's ability to address violence in Torbay, having an adverse impact individuals, families and communities.

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

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	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people	Yes		
People with caring Responsibilities	Yes		
People with a disability	Yes		
Women or men	Yes		
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)	Yes		
Religion or belief (including lack of belief)	Yes		
People who are lesbian, gay or bisexual	Yes		
People who are transgendered	Yes		
People who are in a marriage or civil partnership	Yes		
Women who are pregnant / on maternity leave	Yes		
Socio-economic impacts (Including impact on child poverty issues and deprivation)	Yes		

Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	Yes		
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## 10. Cumulative Council Impact

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10.1 None

## 11. Cumulative Community Impacts

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11.1 None

**SAFER  
TORBAY**



# **Serious Violence Strategy 2024-2029**

**A partnership response to tackling  
serious violence in Torbay**



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## Foreword:

Serious violence affects the lives of individuals, families, and communities. The impact can be felt whether you are a victim, know a victim or a person who has caused harm, witnessed an incident personally, or seen reports of violence in the media.

No single agency can reduce serious violence or its impacts. Safer Torbay is committed to continuing to strengthen our partnership approach to violence, which includes working with our communities who are at the heart of our response.

Our Strategy recognises the importance of early intervention to tackle the root causes of violence and preventing individuals from being impacted by it in the first place. This is particularly vital for our children and young people to stop the cycle of violence and provide long-term sustainable change.

Our Strategy outlines how we will work in partnership with our communities using 6 key principles to underpin how we understand and respond to the causes of violence locally, recognising and building on our existing strengths and working together to understand and overcome our challenges.

Although prevention is a key focus of our Strategy, it is recognised that the causes of violence are multi-faceted and complex. As such our approach enables an end-end approach from prevention through to targeted responses. This is reflected in our priorities and supports the development of long-term sustainable approaches to reducing violence and supporting communities across Torbay to both be and feel safe.

Safer Torbay would like to thank everyone who has contributed to the development of this Strategy. We look forward to continuing to work together over the coming years to reduce serious violence and its impact in Torbay.



Tara Harris, (Divisional Director for Community and Customer Services, Torbay Council)

***Chair, Safer Torbay***

## Introduction:

Although over the last decade evidence shows that overall crime in England and Wales has consistently fallen, serious violence, such as homicide, knife crime and gun crime have risen in almost all police force areas.

Nationally these increases have been accompanied by a shift towards younger people becoming both victims to and causing harm.

As a result of this the Government developed the national ***Serious Violence Strategy 2018***<sup>1</sup> and through the ***Police, Crime Sentencing and Courts Act 2022***<sup>2</sup> (PCSC Act) has introduced the Serious Violence Duty (the Duty).

The Serious Violence Strategy 2018 advocates a clear balance between prevention and law enforcement. It stresses the importance of early intervention to tackle the root causes of violence and steering young people away from crime in the first place, whilst ensuring that the police have the tools and support, they need to tackle violent crime.

Addressing serious violence is not a single agency responsibility. To effectively and sustainably tackle violence and its impact we must work in collaboration with all local partners across the statutory and non-statutory sectors. Most importantly we must work with our communities who will be at the centre of our response.

For an effective long-term approach to be embedded, we need to fully understand our local needs, including the risk factors and drivers that exist in Torbay that increase the likelihood of an individual becoming involved in serious violence.

This strategy provides a partnership framework that enables an end-to end approach, from prevention to targeted approaches. It focuses on continuing to strengthen our whole partnership and trauma informed response to need and builds on what works in Torbay and the excellent work already taking place across the partnership.

Our strategy recognises the need for an evolving approach as our knowledge and responses to violence improve. This ensures a dynamic, evidence based and effective approach to bringing an end to serious violence in Torbay.

## Serious Violence Duty:

The PCSC Act 2022 introduced the new multi-agency ***Serious Violence Duty*** (the Duty).

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<sup>1</sup> [Home Office – Serious Violence Strategy, April 2018 \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/674221/serious-violence-strategy-2018.pdf)

<sup>2</sup> [Police, Crime, Sentencing and Courts Act 2022 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukpga/2022/29/section/1)

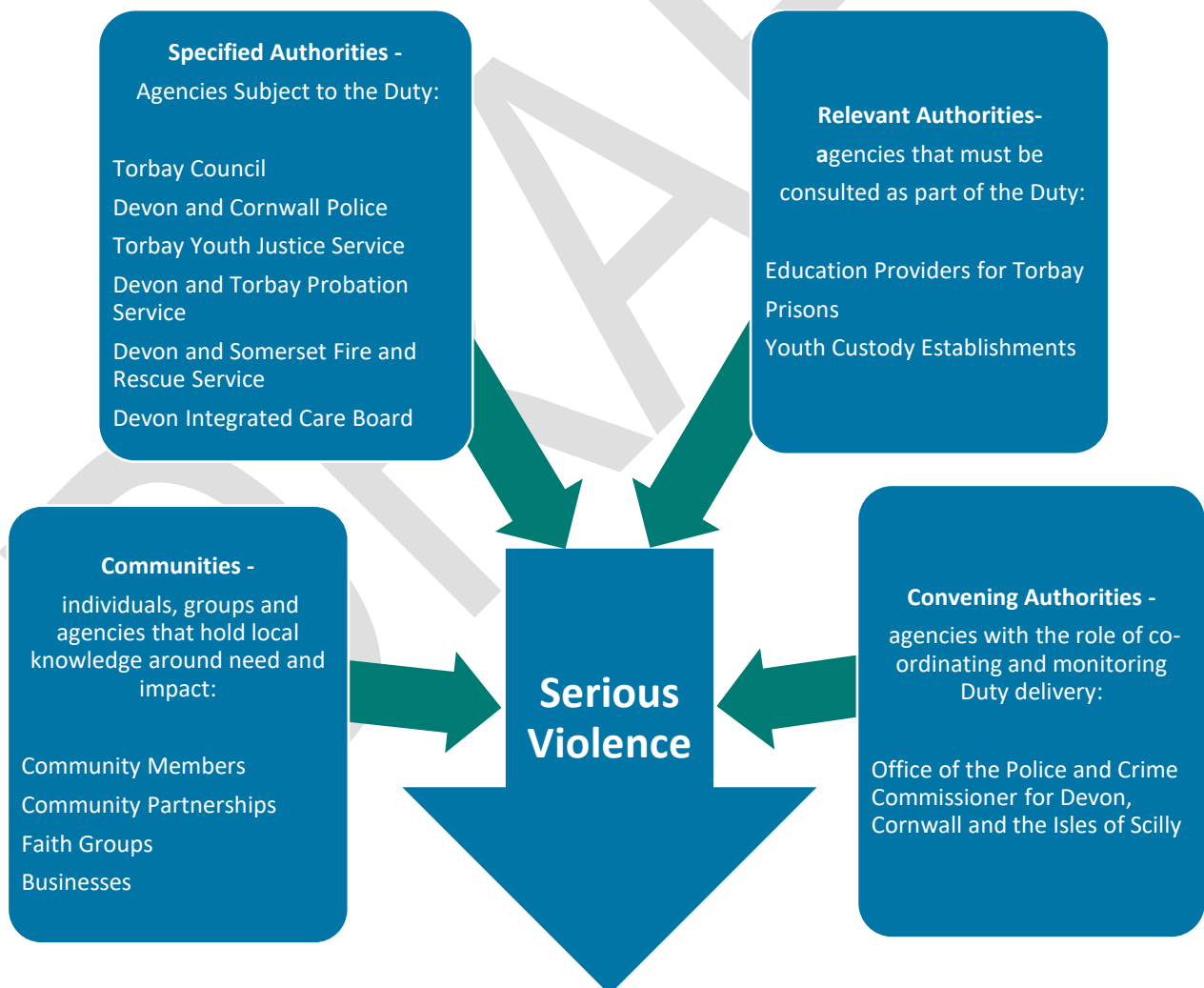
The Duty requires specified authorities to work together to prevent and reduce serious violence, including identifying the kinds of serious violence that occur in the area, the causes of that violence (so far as it is possible to do so), and to prepare and implement a strategy for preventing and reducing serious violence in the area.

The aim of the Duty is to encourage organisations to share information, data and intelligence, and work collaboratively rather than in isolation to tackle serious violence.

### The Partnership Approach:

In Torbay the mechanism for the delivery of the Serious Violence Duty is through the Safer Torbay Partnership (Torbay’s Community Safety Partnership).

The Duty requires a multi-agency approach to identifying and addressing serious violence. Central to this is working with communities to ensure that all development and approaches reflect the voices and lived experience of the communities they intend to support.



## Defining serious violence:

***The Serious Violence Duty – Preventing and reducing serious violence Statutory Guidance for responsible Authorities - December 2022***<sup>3</sup> (‘the Statutory Guidance’) is clear that specified authorities need to work together to identify the kinds of violence that occur in their local area to effectively respond.

The PCSC Act does not define serious violence for the purposes of the Duty. Instead, in defining violence locally specified authorities must take into account the factors outlined in s. 13(6) of the PCSC Act:

- a) the maximum penalty which could be imposed for any offence involved in the violence;
- b) the impact of violence on any victim;
- c) the prevalence of violence in the areas, and
- d) the impact of the violence on the community in the area

S.13 of the PCSC Act makes it clear that violence is not limited to physical violence against the person and can include domestic abuse, sexual violence, violence against property and threats of violence as other examples. The key is to consider the broad range of crime types (with the notable exception of terrorism) and critically consider, using the factors above, whether the volume constitutes serious violence in the local area.

This flexibility means that local areas can consider new and emerging forms of serious violence as they develop and are identified using local partnership and community data and intelligence.

The Statutory Guidance also states that specified authorities should:

*‘include a focus on public space youth violence including homicide and violence against the person which may include both knife and gun crime, and other areas of criminality where serious violence or its threat is inherent, such as county lines drug dealing’.*

## The Torbay Definition:

Safer Torbay aims to develop a long-term sustainable approach to violence in Torbay. For this to be successful it is recognised that the scope and definition of violence in Torbay needs to support responses to the current identified needs as well as be flexible to support the partnership to recognise and respond to new and emerging forms of violence.

As such the definition of Serious Violence in Torbay is:

***‘An act that causes or intends to cause physical and or psychological harm or fear of harm, to a person, community or property’.***

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<sup>3</sup> [Serious Violence Duty - Statutory Guidance \(publishing.service.gov.uk\)](#)

# What does violence look like locally?

In order to effectively address serious violence, we need to fully understand our local violence profile, including the risk factors and drivers that exist in Torbay that increase the likelihood of an individual becoming involved in serious violence. To develop this understanding and in line with Statutory Guidance, Safer Torbay has undertaken a strategic needs assessment.

Considering the factors outlined in s.13(6) of the PCSC, the requirements of the statutory guidance and critically considering the violent offences that have a significant impact in Torbay, the strategic needs assessment focused on the following crime types:

- Violence With Injury
- Robbery
- Possession of Weapons
- Drug Offences
- Homicide
- Domestic Abuse and Sexual Violence
- Stalking & Harassment

Assault Related Injuries Data (ARID) which shows data in respect of patients who have attended Accident and Emergency Departments across Devon and Cornwall as a result of injuries sustained due to assault has also been included.

In line with the requirements in the guidance to include a *'focus on public space youth violence'* we have taken an in-depth look at the under 25 cohort data in relation to these offence types.

During the Covid-19 pandemic crime rates reduced both nationally and locally. As such, to ensure that a relevant and informed view of the data was developed, we have collated and analysed data from across the financial years 2019/2020, 2020/2021, 2021/2022. Including 3 full years of data that spans the pre to post pandemic time period gives us a better sense of trends and needs. The first 7 months of data for 2022/2023 has also been included to give an indicative view.

## Key Figures:

### **Violence with Injury April 2019-October 2022:**

- **6,227 separate incidents** occurring across Torbay that have had Devon and Cornwall Police involvement.
- **4,772 of these incidents** identified an offender/suspect responsible for the incident.
- 17% of these offenders/suspects were **aged under 18**.
- 20% of these offenders/suspects were **aged 18 - 25**.
- 36% of incidents recorded were **Alcohol Related**
- 71% of offenders were male.

### **Possession of Weapons April 2019-October 2022:**

- There have been **503 separate incidents** occurring across Torbay from April 2019 to October 2022 that have had Devon and Cornwall Police involvement.
- **Possession of Article with Blade or Point** accounted for 48% of total incidents
- **457 of these incidents** identified an offender/suspect responsible for the incident.
- 17% of these offenders/suspects were **aged under 18**.
- 21% of these offenders/suspects were **aged 18 - 25**.
- 22% of incidents recorded were **Alcohol Related**
- 86% of offenders were male.

### **Robbery April 2019-October 2022:**

- Robbery incidents reduced significantly during the pandemic; however, trend would indicate that incidents within 2022 will be at a similar level to those pre pandemic.
- There have been **331 separate incidents** occurring across Torbay that have had Devon and Cornwall Police involvement.
- **151 of these incidents** identified an offender/suspect responsible for the incident.
- 19% of these offenders/suspects were **aged under 18**.
- 30% of these offenders/suspects were **aged 18 - 25**.
- 18% of incidents recorded were **Alcohol Related**
- 85% of offenders were male.

### **Drug Offences 2019-October April 2022:**

- There have been **1,861 separate incidents** occurring across Torquay, Paignton and Brixham from April 2019 to October 2022 that have had Devon and Cornwall Police involvement.
- **1,851 of these incidents** identified an offender/suspect responsible for the incident.
- 10% of these offenders/suspects were **aged under 18**.
- 30% of these offenders/suspects were **aged 18 - 25**.
- 11% of incidents recorded were **Alcohol Related**
- 85% of offenders were male.

### Domestic Abuse and Sexual Violence April 2019-October 2022:

- Domestic Abuse & Sexual Violence crimes decreased by 2% during the pandemic. Within 2021/22 volumes returned to pre pandemic levels. Trend would indicate that crimes within 2022/23 will increase by approx. 7% compared to 2021/22.
- Alongside Domestic Abuse Crimes, Devon & Cornwall Police also attended incidents relating to Non-Crime Domestic Abuse. For the period stated above there were a total of **4,185 Non-Crime Domestic Abuse incidents** recorded.
- There have been **8,656 separate crimes** occurring across Torquay, Paignton and Brixham from April 2019 to October 2022 that have had Devon and Cornwall Police involvement.
- **8,341 of these incidents** identified an offender/suspect responsible for the incident.
- 32% of incidents recorded were **Alcohol Related**
- 5% of these offenders/suspects were **aged under 18**.
- 20% of these offenders/suspects were **aged 18 - 25**.
- 76% of offenders were male.

### Multi Agency Risk Assessment Conference April 2019-October 2022:

- There have been 672 separate cases flagged as High Risk between January 2019 to September 2022.
- Overall, 21% identified the victim as aged 25 or under.
- Cases where the victim is aged 25 or under have decreased year on year since 2020
- **Cases with Children Present** – (data only available from Oct 21 due to changes in recording practices)
  - From Oct 21 – Sept 22 188 High risk cases were received, 53% had children living with the victim.
- **Cases where the Perpetrator is aged 25 or under** - (data only available from April 2021 due to changes in recording practices)
  - From Apr 21 – Sept 22 280 High risk cases were received, 11% identified the perpetrator as aged 25 or under.

### Stalking and Harassment April 2019-October 2022:

- Stalking & Harassment incidents increased by 12% within 2021/22 compared to the previous two years. Trend would indicate that incidents within 2022/23 will increase by approx. 8% compared to 2021/22.
- There have been **2,148 separate incidents** occurring across Torquay, Paignton and Brixham from April 2019 to October 2022 that have had Devon and Cornwall Police involvement.
- **1,841 of these incidents** identified an offender/suspect responsible for the incident.
- 194 incidents recorded were **Alcohol Related**
- 6% of these offenders/suspects were **aged under 18**.
- 15% of these offenders/suspects were **aged 18 - 25**.
- 70% of offenders were male.



### Homicide April 2019-October 2022:

- Two Homicides occurred within the last 3.5 years. 1 was linked to a male suspect under the age of 25.

### Assault Related Injuries Data:

#### The key points from this data are:

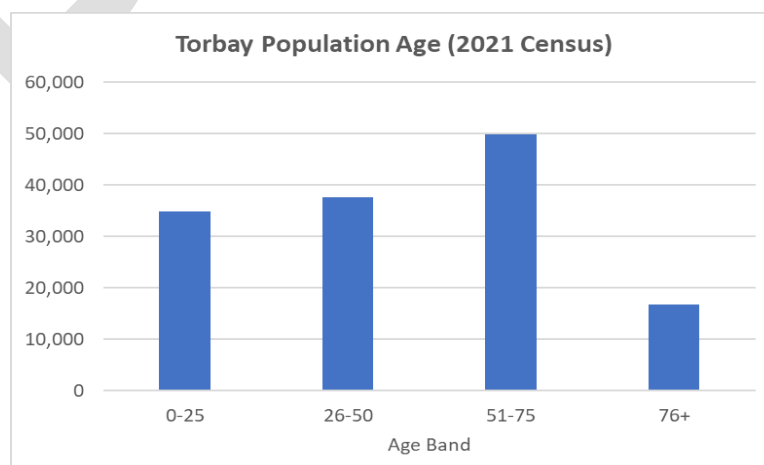
- The number of assault related injuries increased in 2022 as COVID restrictions eased.
- Males under the age of 30 are more likely to be the victim of an assault.
- Significantly more assault related injuries occurred in Torquay (73%) than in Paignton or Brixham.
- The most common day for assaults to take place is Saturday.
- Alcohol is a factor in 65% of assault related injuries.
- Most assault related injuries are caused without the use of a weapon (83%).
- Assault related injuries are most likely to be committed by strangers (115) – 54%.

## Torbay Population and Offending Age:

Young people aged 25 and under make up 25% of the local population (2021 Census).

The data above outlines that young people ages 25 and under are over-represented in 4/7 of the offence types considered.

- Violence with injury – 37%
- Robbery – 49%
- Possession of weapon – 38%
- Drugs – 40%



## Youth Violence in Torbay:

Following analysis of data in respect of youth violence in Torbay that has been provided by the Torbay Youth Justice Service and Devon and Cornwall Police some key points have been determined:

- There is a higher rate of violent offences per 1000 population in Torbay than the national average, and a higher rate of hospital admissions due to violence, including sexual violence.
- There is a higher rate of hospital admissions due to substance misuse (which is significant given the links between violence and alcohol misuse as outlined later in this document).
- Violence against the person is the highest category of offences by young people in Torbay.
- The data relating to youth violence suggests a spike around the ages of 15-17. Although there is an emerging trend of younger children becoming first time entrants into the youth justice system (as outlined in the '*emerging themes*' section below).
- The rate of custodial sentences given to Torbay children is consistently below the national and family group average across the country and has remained at zero since 2020. Although this could be seen as positive there can be no room for complacency, as it is often the case that the offence committed by the young person is so severe that it has serious life-long consequences for them and their victim.
- Although there is a spread of violent incidents across the three towns, there are identified 'hot spot' areas of Paignton and Torquay which account for the highest number of and or more serious incidents.
- The majority of violent offences recorded are committed by young men. However, there is evidence of an emerging increase in girls committing offences (as outlined in the '*emerging themes*' section below).
- Children with Education, Health and Care Plans are overrepresented. 32% of children who received an outcome for an offence during 2022 had an EHCP, the comparative figure for children across Torbay is 12%.
- Community resolutions / referral orders are by far the most used outcomes for violent offences.

## Emerging Themes in Youth Violence:

At the 12 months ending October 2023, the rate of First Time Entrants (FTEs) into the youth justice system per 100,000 10–17-year-old population in Torbay has been at its highest since April 2020. There were 16 more children entering the youth justice system for the first time in the 12 months to October 2023 than in the same period to October 2022. This continues an upward trend in the number of FTEs in Torbay since April 2023.

The most recently published data is for the 12 months ending June 2023 and Torbay’s rate was 235. The family group average has remained stable and is 161 for the same period. Comparable Youth Justice Services are therefore not seeing the increase in FTE’s currently experienced in Torbay.

Through the data we know that violent offences are the most common offence type linked to FTEs. Although it should be noted that in 2019 that there were a similar number of FTEs due to violent offences, the proportion was not as high: 49% in 2016 vs 57% in 2023. The increase of violent offences committed by FTEs highlights a trend of more serious offences that were not suitable for diversion from the formal Youth Justice System. The table below shows the main offence type committed by FTEs in Torbay.

Main Offence Type (FTEs)	2018	2019	2020	2021	2022	2023
Violence Against The Person	7	18	11	15	12	21
Vehicle Theft / Unauthorised Taking	4				1	6
Motoring Offences	1	2	3		3	2
Domestic Burglary				1		2
Drugs	8	5	3	3		2
Non Domestic Burglary						2
Sexual Offences	1	1	1		1	1
Breach of Bail						1
Death Or Injury By Dangerous Driving					1	
Theft And Handling Stolen Goods	3	1	1			
Racially Aggravated	2					
Robbery	2		1			
Criminal Damage	4	2				
Public Order	2	8	1	1	2	
<b>Grand Total</b>	<b>34</b>	<b>37</b>	<b>21</b>	<b>20</b>	<b>20</b>	<b>37</b>

Other notable emerging themes are the increase in females entering the youth justice service and the age of children becoming noticeably younger than in previous years.

## Development of Our Strategy:

Our strategy has been informed and shaped by bringing together our strategic needs assessment with existing local and national data and intelligence to enable the development of a partnership approach to effectively address violence in relation to cross-cutting themes and that supports cross-cutting systems planning and delivery.

This includes using national and local research to find what works in reducing violence.

Central to our development is the views and lived experience of our communities which we have gained through engagement activities such as surveys, local partnership meetings and community engagement events to ensure we fully understand local needs including what works.

## Our Focus:

In Torbay we are committed to reducing the impact of violence across our communities.

Through consultation with the partners including our communities, it is clear that youth violence in Torbay is becoming an increasing concern. This is supported by the data which clearly shows an over-representation of the under 25 cohort in violent offences committed in Torbay.

This combined with the emerging theme of increases in FTEs in the youth justice system as a result of violence offences and the reduction of age of first-time entrants, has resulted in Safer Torbay ensuring that within this strategy there is a focus on under 25s.

This is in line with the Government's Serious Violence Strategy 2018 which stresses the importance of early intervention to tackle the root causes of violence and steering young people away from crime in the first place.

It is Safer Torbay's view that by focusing on early intervention and prevention and continuing to strengthen the collective partnership understanding and response to youth violence we will be able to bring about long-term sustainable change and reduce violence and its impact on individuals, victims, families, communities and businesses.

### Review of Youth Violence in Torbay (*the Youth Review*):

To better understand the Torbay landscape in relation to how children and young people become involved in violence and how those children and children at risk of being involved in violence are supported, Safer Torbay commissioned Peopletoo<sup>4</sup> to undertake a scoping and audit exercise.

The aim of this work was to inform the whole system development and approach to breaking the cycle of youth crime and violence moving forward.

Central to this is understanding the various risk factors for youth violence. Having a clear understanding of cohorts most at risk and drivers of youth violence is key to developing an effective partnership response to both address violent behaviour in the here and now, but also look "upstream" to how we may reduce those risk factors to achieve long-term sustainable reduction in violence and improve outcomes for individuals' families and communities.

### Drivers:

To effectively address violence, we need to understand what drives it. The Youth Review brought together local and national data and research with the views of the local communities, young people and partners to identify the main drivers of violence in Torbay.

The overriding themes were:

1. The impact of poverty, deprivation and the presence of multiple risk factors, and the link to exploitation that this can bring.
2. Violence or aggressive behaviour as a response to experiencing trauma and abuse (including the difficulties in regulating emotions).
3. Normalisation, extreme bullying and poor awareness of the impact of violence.

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<sup>4</sup> [Peopletoo - Practitioners in Service Design and Implementation](#) Page 92

4. Perception of fear / violence as a form of self-defence.
5. Boredom and the link to alcohol misuse and group / gang behaviour.

## 1. Poverty deprivation and multiple risk factors:

There is a clear link between youth violence and deprivation. Local data and national research shows those involved in violence are more likely to be experiencing wider social impacts of deprivation within both the home and community.

The report by Devon and Cornwall Police in 2021<sup>5</sup> supports this by stating that young people who offend or become involved in violence often have multiple risk factors, with exclusions, unmet speech, language and communication needs, wider education disadvantage, mental health and substance misuse concerns mentioned as key factors by stakeholders. These are all risk factors associated with poverty, deprivation and low aspiration.

It is noted that a young person can be affected by more than one risk factor at any given time, which makes an individual even more vulnerable to being engaged in different types of violence either as a perpetrator or as a victim. The pathway to violence is therefore often complex and multifaceted, at an individual, relationship, community and societal level.

## 2. Violence linked to experience of trauma and abuse:

Linked very closely to the impact of deprivation is the clear link made between violent / offending behaviour and the experience of trauma in early life, in particular either witnessing or being a direct victim of domestic abuse.

Evidence from the Torbay Youth Justice Service and other services that work with young people involved in offending / violent behaviour, stated very clearly when interviewed that this was the most causal factor in cases seen. In other words, in every case where offending / violent behaviour was seen, the young people had been the victim of some form of trauma in the home in their early years, primarily domestic abuse or a high level of parental conflict.

Many were manifesting behaviours that reflected the poor mental health that they now experienced which impacted on how they respond to the world around them, namely in a way that reflected that they were accustomed to feeling under threat, and their difficulties in regulating their emotions. This is being seen more and more in younger, primary aged children, especially the cohorts who missed out on early socialization during COVID 19 lockdowns, and an increasing rate of permanent exclusions amongst this age group.

Understanding this is key to considering how we may reduce youth violence more indirectly by reducing the factors that underpin it. With the shift towards violent behaviour being seen in younger children, it emphasises the need for primary settings to be skilled in managing this and having access to support.

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<sup>5</sup> Best practice in violence prevention: an accessible guide to support the Board's Strategic Priorities; Devon and Cornwall Police, August 2021

### 3. Normalisation, extreme bullying and poor awareness of the impact of violence.

As part of the Youth Review, many incidents were shared of violence which occurred but were not reported. Some of these had occurred as an escalation of bullying that ended up in a physical confrontation or an aggressive stealing of property.

The Youth Review heard that there had been little awareness of the harm that such incidents can have on the victim, until they had taken place and a restorative justice response had been implemented.

Some of this escalation / lack of awareness is thought to come from the normalisation of violence in media e.g. films, video games, social media, where the act of violence is seen as normal, almost glamorous, but rarely shows the harmful consequence.

Supporting young people to understand that this is not normal, and what these consequences are, may go some way to reducing the risk of violent and bullying behaviour. It is also important that we empower young people to acknowledge that what they may be experiencing by way of the threat or reality of violence is not right, that they do not have to put up with it and provide a way for them to ask for help.

Linked to this, the normalisation of violence in relationships continues to be a concern, with the rise of the viewing of extreme and explicit pornography being seen as a key causal factor in sexual violence by young people.

### 4. Perception of fear / violence as a form of self-defence:

Through the consultations with communities including with young people, a lot of feedback has been received about people's perceived fear for their safety in many parts of Torbay, which prevented them from accessing the community as much as they would otherwise wish to, or at certain times.

In relation to young people worryingly, many partners talked of the normalisation of carrying knives as a form of self-defence. Much of this was due to a young person feeling the need to protect themselves; some of this was borne out of a perceived threat of violence through the anecdotal evidence of their peers, but it is likely that some of it could also be traced back to a response to trauma that makes them feel that they are constantly in fear of attack.

Either way, this normalisation of carrying knives begins to exacerbate itself and adds a worrying dimension to youth violence, because the concern is that simply carrying such a weapon (generally a knife) could lead to prosecution, or, even worse, if it was used in response to a situation, the consequences become much more serious.

Some young people stated that they had used violence when they had felt under threat from confrontation, sometimes from adults under the influence of substances who were being threatening towards them in a public place.

The perception of fear is an interesting one, as it may not always be easy to prove one way or another whether this fear is justified e.g. whether it is based on evidence that if you go to a certain place / at a certain time you experience a genuine threat, or whether it is the fear itself that perpetuates itself, sometimes fuelled by rumour or other people's fears.

Furthermore, as Torbay is a small place where high profile incidents occur, they can seem more significant, which creates a feeling that there's more than there actually is. How these incidents are therefore managed from a communications and media perspective when they do occur is therefore crucial.

## 5. Boredom / links to alcohol misuse:

Some of the young people that were spoken to as part of the Youth Review cited boredom and lack of positive things to do as a causal factor for violence.

Young people shared not that violence was seen as an activity to relieve boredom, but that boredom can lead to excessive alcohol consumption in groups, often in public spaces where other groups may be gathered, which can lead to tension, and an escalation into violence.

Linked to this, boredom from lack of constructive activity especially when linked to poverty, low aspiration and a skewed view of male role models, risk drawing young people into exploitation. For example, the drugs industry / county lines and the violence that can come with this.

## Our Strategy:

### Principles and Approach:

Our strategy is underpinned by 6 key principles. These principles act as the foundations of the partnership development and response to serious violence at both a strategic and operational level.

It is important to note that these principles are not hierarchical, and all play a crucial role in ensuring an effective response to serious violence. As the partnership evolves, we expect these principles to evolve with it, including additions to ensure that our approach remains impactful and supportive for our communities.

### 1. Public Health Approach:

While often regarded as simply a criminal justice matter, violence is a significant public health issue.

The public health approach recognises that violence, rather than being a result of any single issue or cause, is influenced by many factors. It considers the wider determinants of violence or drivers of violence that can increase an individual's risk of being involved in violence either as the harmed or harmer.

In line with the Serious Violence Duty, in developing our strategy and approach, we have adopted the World Health Organisation's (WHO) public health model of violence reduction<sup>6</sup>.

In summary the approach is as follows:

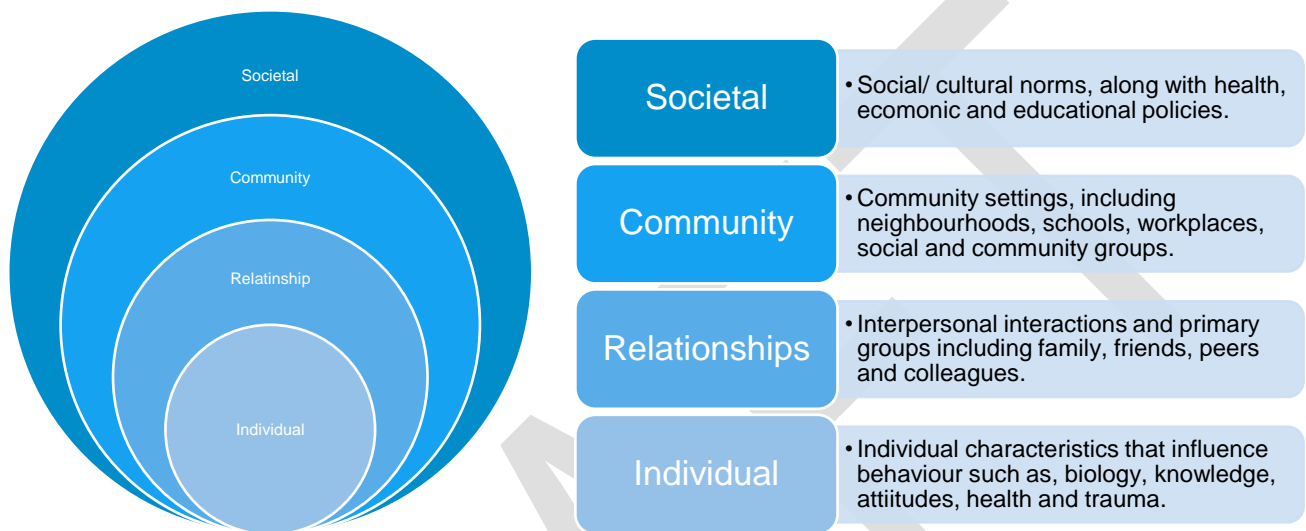
- Focussing on a defined population
- With and for communities
- Not constrained by organisational or professional boundaries

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<sup>6</sup> [Violence Prevention Alliance Approach \(who.int\)](https://www.who.int)

- Focussed on generating long-term as well as short-term solutions.
- Based on data and intelligence to identify the burden on the population, including any inequalities
- Rooted in evidence of effectiveness to tackle the problem.

The public health approach uses an ‘ecological framework’ based on evidence that no single factor can explain why some people or groups are at higher risk of interpersonal violence, than others. This framework views interpersonal violence as the outcome of interaction among many factors at four levels—the individual, the relationship, the community, and the societal.



In Torbay, we recognise that tackling both the root causes of and manifestation of violence requires a partnership approach. This model informs our whole-system approach.

## 2. Integrated Whole System Approach:

Like people systems cannot be compartmentalised. Each section of the system is part of the whole. If something happens in one part of the system other parts will also be affected, whether that be in a positive or negative way. The relationships and interactions between the individual elements of the system are vital to enable the whole system to function to provide positive impact and benefit to the communities it serves.

Reducing violence requires the knowledge, skills and commitment that goes beyond one agency, profession or community, as such an integrated whole system approach is needed that brings together statutory, non-statutory and community partners to jointly take ownership and develop our approach to preventing violence.

As part of this it is important to note that this strategy is not the single response to violence in Torbay, it is part of a collective that aims to reduce the incidents and impact of multiple harm types across the continuum of need. This strategy does not aim to replace or replicate other crucial work being delivered by the partnership. It aims to continue, extend and support this work and should be read in the context of the collective partnership aims, objectives and responses.





\*Please note this is an indicative and not an exhaustive list.

### 3. Trauma Informed Approach:

*'Individual trauma results from an event, series of events, or set of circumstances that is experienced by an individual as physically or emotionally harmful or life threatening and that has lasting adverse effects of the individual's functioning, and mental, physical, social, emotional, or spiritual wellbeing.'* Substance Abuse and Mental Health Services (SAMHSA, 2014a)<sup>7</sup>

A trauma informed approach recognises the prevalence of trauma in people's lives and acknowledges the potential effects that this can have on individuals and their families, networks, and communities.

Individuals who have experienced trauma are more likely to experience challenges in relation to physical and mental health, and be vulnerable to experiencing violence, exploitation and abuse.

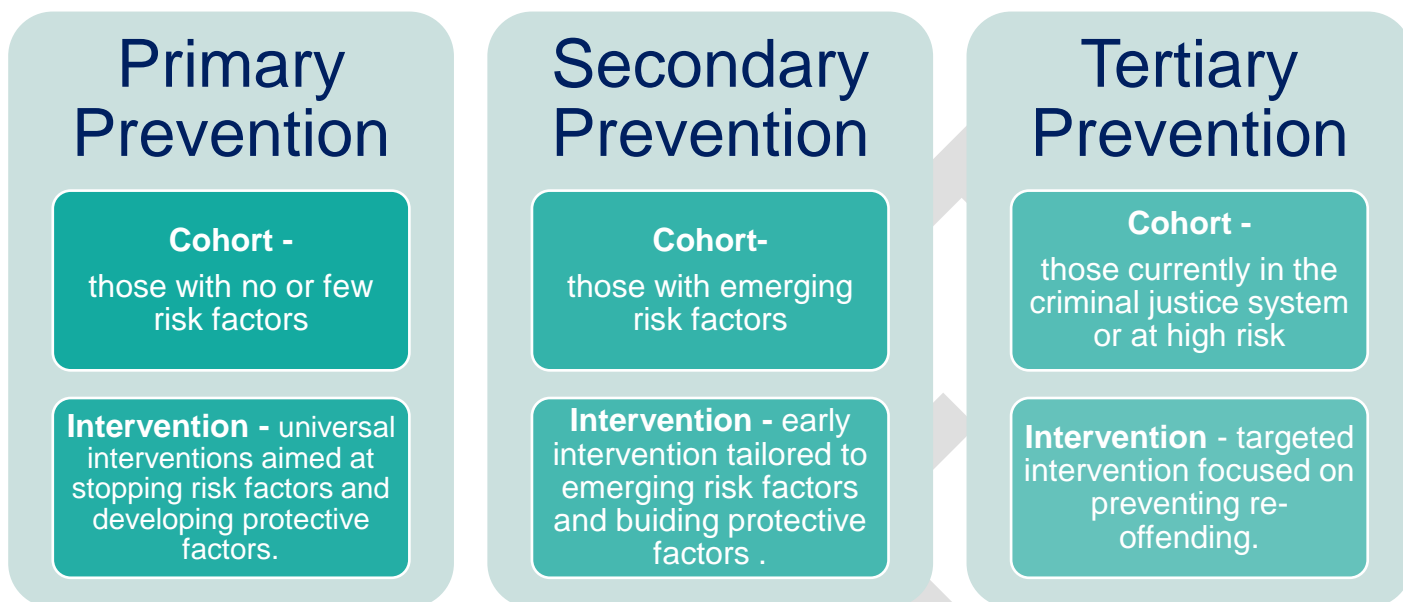
This is a strengths-based approach and seeks to understand and respond to the impact of trauma. This approach emphasises physical, psychological, and emotional safety for everyone and aims to empower individuals to re- establish control of their lives.

As such, this is a key approach to understanding and addressing violence in our communities in a sustainable way that supports individuals, families and communities.

<sup>7</sup> [SAMHSA - Substance Abuse and Mental Health Services Administration](#) Page 97

## 4. Prevention Approach:

We recognise the potential for impact and change across all levels of risk and need. As such, Safer Torbay will take a prevention approach to serious violence by identifying and delivering against prevention opportunities at all levels of the continuum.



This approach enables us to prevent violence at the earliest opportunity by identifying and preventing the social determinants of serious violence, to early identification of those at risk of being involved in violence and putting in appropriate interventions to prevent this; through to working with those who have committed serious violence to prevent re-offending to reduce the harm and impact of harm to all those impacted.

## 5. Community Led Approach:

Engaging, building trust with and collaborating with communities in Torbay is vital to addressing violence and the causes of violence.

Local people are experts of their own neighbourhoods, providing valuable understanding into the trigger points for tensions and violence.

Ensuring communities are involved from the beginning also ensures long-term sustainability of our approach. This means empowering our communities, whether through offering forums for people to share concerns, exchange ideas and build networks, providing training to build on strengths and develop knowledge and skills in the community or exploring funding options to implement initiatives.

By educating local people on violence reduction and equipping them with the tools to engage their networks, we will uplift communities to work alongside us in:

- preventing serious violence before it occurs through provision of positive opportunities and education.
- minimising and containing the impact of violence on the wider community.

- supporting those at-risk of or affected by serious violence, including children, family and friends.
- developing and promoting positive alternative opportunities, away from violence, within the community.

Below are the key principles to this approach:

1. **Equality:** no one person or group is more important, everyone is equal, and everyone has assets to contribute.
2. **Diversity:** we will work to ensure all are included / represented.
3. **Accessibility:** we will ensure everyone is enabled to take part and work to remove barriers to this.
4. **Reciprocity:** we will ensure all community engagement is a two-way process providing benefits for all involved e.g. relationships, learning, improved services.

## 6. Strengths Based Approach:

Torbay has strong and committed statutory and community partnerships that develop and deliver a range of initiatives, services and responses to addressing violence.

Using a strengths-based approach we will build on the existing assets, resources and knowledge of what works, to develop and sustain a long-term, sustainable approach to reducing violence in Torbay.

### Our Vision:

Our ambition is to achieve long-term sustainable change that brings an end to violence in Torbay enabling everyone living, working or visiting Torbay to feel and be safe.

Using the data, information, evaluation and research collated to inform this strategy, Safer Torbay has identified 4 key priorities that will underpin partnership work moving forward to achieve this vision. Please note that the listed activity under each principle is not exhaustive but seeks to provide examples of the work that will be undertaken.

Each priority and its supporting activity is, and will be underpinned by the guiding approaches outlined above. A delivery plan providing the detail of how we will achieve these priorities will sit below this strategy and will evolve over the life of the strategy in response to newly identify needs and evidence of what works that is developed at local and national levels.

### Our Priorities:

1. Develop and deliver sustainable prevention responses across the continuum of need.
2. Support and embed attitudinal and behavioural change.
3. Develop and implement innovative approaches to criminal justice responses.
4. Strengthen and improve whole system understanding of data and effective responses.

## 1. Develop and deliver sustainable prevention responses across the continuum of need.

### **Our aim:**

- To prevent violence before it occurs.
- Reduce risk factors where they are identified.
- Prevent re-offending.

### **To achieve this, we will:**

- Continue to develop our understanding of 'what works' locally and resource and expand implementation and learning.
- Strengthen our cross-system understanding and approach to contextual safeguarding.
- Build on our existing strengths and assets in our community including our youth offer and family hubs.
- Develop responses based on the needs and experiences of individuals and communities using an evidence-based approach to ensure achievable, relevant and sustainable outcomes.
- Use local knowledge, data and intelligence to inform more targeted responses where increased risk factors are identified.
- Integrate restorative approaches across the continuum of need.

## 2. Support and embed attitudinal, behavioural and cultural change.

### **Our aim:**

- Challenge and sustainably change attitudes and behaviours which foster serious violence at an individual, relational, community and sociality level.
- Improve feeling of safety in the community.

### **To achieve this, we will:**

- Advocate that everyone has a role in reducing violence.
- Engage children, families and communities to better understand their perceptions and fears around safety in their community to understand the drivers and evidence base that underpins them.
- Develop a consistent understanding in communities, education settings and services of what violence is, the impact of violence and the role media/ social media has on the normalisation of violence.
- Empower children, families and communities to build on strengths and develop the knowledge and skills to act and make change.
- Create opportunities to hear and learn from people and communities with lived experience.
- Understand and challenge resistance to change.
- Develop communications strategy and approach to serious violence.

### 3. Develop and implement innovative approaches to criminal justice responses.

#### **Our aims:**

- To disrupt harmful behaviour.
- To reduce the opportunities for serious violence offences to be committed.
- Ensure access to swift and visible justice.

#### **To achieve this, we will:**

- Embed multi-agency mechanisms to identify and disrupt individuals at risk of or causing serious violence.
- Embed timely pathways to provide intervention and support to both those that experience harm and those who cause harm.
- Develop clear diversion pathways to provide opportunities for children to engage in positive activities.
- Embed asset-based policing to co-produce better outcomes in communities.
- Ensure consistent and co-ordinated knowledge and approach to victim support, including access.
- Develop pathways and processes that support swift access to justice for those who cause or experience harm.
- Support innovative development and delivery of multi-agency enforcement activity that is focused on an identified problem profile.
- Develop and collectively resource innovative evidence-based multi-agency enforcement activity using appropriate civil and criminal legislation.
- Broaden multi-agency work with probation and prisons to change outcomes for those who cause serious violence.

### 4. Strengthen and improve whole system understanding of data and effective responses.

#### **Our aims:**

- To develop multi-agency understanding of the local causes and responses to serious violence.
- Develop a clear evidenced- based understanding of what works to reduce serious violence.
- To successfully implement what works across the system to maximise impact and outcomes.

## **To achieve this, we will:**

- Develop the evidence-base to understand the prevalence, challenges and needs experienced locally.
- Develop a collective understanding of 'what works' using local knowledge and national research and use this to implement system change.
- Ensure effective pathways and processes are in place for the timely sharing of information to understand and respond to local issues and needs.
- Establish consistent data collection and monitoring to support the whole system understanding and response to serious violence.
- Develop a clear evaluation framework to quality assure the impact of system responses to serious violence in relation to individuals, communities and families, including the experience and impacts on individuals, whether they have experienced or caused violence.

## **Governance and Next Steps:**

Safer Torbay is responsible for overseeing this strategy and the development and delivery of the action plan that underpins it.

Safer Torbay will work with other key partnership boards and stakeholders (including communities) to ensure that the strategy supports the collectively identified needs, aims and responses ensuring a sustained commitment to the integrated whole system approach.

In the first year of this strategy a whole system delivery plan will be developed and ensure:

- 1) that existing activity is visible to the whole system to avoid duplication or gaps in delivery.
- 2) the actions and outcomes aimed for as part of this strategy are integrated into the part of the system that best enables successful delivery.
- 3) that actions and activities that currently do not have a response are captured and workstreams expanded or developed to encompass them.

## **Review:**

This strategy and the underpinning delivery plan will be kept under annual review to ensure that it remains fit for purpose, with consideration given to changes in trends, legislation and policy.

**Meeting:** Cabinet **Date:** 19 March 2024

**Wards affected:** All wards within Torbay

**Report Title:** Human Resources Information System Procurement

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

**Cabinet Member Contact Details:** Councillor Jackie Thomas, Cabinet Member for Tourism, Culture & Events and Corporate Services, jackie.thomas@torbay.gov.uk

**Director Contact Details:** Matthew Fairclough-Kay, Director of Corporate Services, Matthew.Fairclough-Kay@torbay.gov.uk

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## 1. Purpose of Report

---

- 1.1 The purpose of this report is to seek approval to award the Payroll & HR system to a supplier on the G-Cloud framework, subject to the outcome of the procurement exercise.
- 1.2 The current contract comes to an end on 26 December 2026. It is critical for service delivery that the Council has an appropriate supplier in place to deliver the payroll requirements, which have been appropriately procured.
- 1.3 The intended outcome is that the Council has a new contract with the preferred supplier which meets our organisational and legislative requirements.

## 2. Reason for Proposal and its benefits

---

- 2.1 The recommendation in this report will ensure we deliver a payroll service through the agreed framework.
- 2.2 By agreeing to move forward with this process we will be able to continue to pay Torbay Council employees, Partners (arm length companies) and external customers, without interruption.
- 2.2 The reasons for the decision are if the Council does not have a payroll supplier in place, we will not be able to pay Torbay Council employees, partners (arm length companies) and

external customers which will impact on service delivery and discharging some of our statutory functions.

### 3. Recommendation(s) / Proposed Decision

---

- 3.1. **That the Director of Corporate Services be given delegated authority to approve the contract for the Human Resources Information System identified through the procurement process to ensure a seamless transition for the payroll service.**

#### **Appendices**

None

#### **Background Documents**

None



## Supporting Information

### 1. Introduction

---

- 1.1 We currently have a contract with our supplier, Zellis, that ends on 26 December 2026.
- 1.2 Due to the length of implementation the contract will need to be re-procured and the approval is being sought to allow the Council to commence the process.

### 2. Options under consideration

---

- 2.1 No other options are being considered.

### 3. Financial Opportunities and Implications

---

- 3.1 The proposal is to procure via the GCloud framework and as such the supplier list is reduced to allow a more streamlined procurement experience. This allows for a 4 year contract to be awarded. The current contract value is £85,389 per annum which is based on an on-premises license, however best practise is now recommended as a cloud-based solution which is the only offering most suppliers now make. Based on costs coming from pre-procurement soft market testing, funding will be available in year (24/25) using existing revenue budgets and the IT revenue reserve for one off costs. Should the on-going cost be greater than the existing budget, provision will need to be made in future years budgets.

### 4. Legal Implications

---

- 4.1 The contract is being procured in line with the Council's procurement policies and procedures.

### 5. Engagement and Consultation

---

- 5.1 Engagement will be carried out with service areas that are impacted by the solution and the data provided to seek views and opinions of their requirements to ensure they can be accommodated when the current procurement exercise commences. This feedback will be considered when shaping the Procurement tender documentation, to ensure that the Council has a supplier in place that is fit for purpose and meets organisational need.

## 6. Purchasing or Hiring of Goods and/or Services

---

- 6.1 The procurement will be undertaken with full support and advice from the procurement team and Social Value has been incorporated into the process and contracting requirements.

## 7. Tackling Climate Change

---

- 7.1 Remote working and cloud based working means that Payroll and Supplier Consultants no longer have to travel to Torbay as work on the system can be completed remotely, which will have a positive impact on our carbon footprint as an organisation.

## 8. Associated Risks

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- 8.1 The risk of not awarding a contract is significant. If we are unable to continue to perform our payroll responsibilities, we will be unable to fulfil all of our statutory duties.

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

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	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people			Neutral Impact
People with caring Responsibilities			Neutral Impact
People with a disability			Neutral Impact
Women or men			Neutral Impact
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)			Neutral Impact
Religion or belief (including lack of belief)			Neutral Impact
People who are lesbian, gay or bisexual			Neutral Impact
People who are transgendered			Neutral Impact

People who are in a marriage or civil partnership			Neutral Impact
Women who are pregnant / on maternity leave			Neutral Impact
Socio-economic impacts (Including impact on child poverty issues and deprivation)			Neutral Impact
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)			Neutral Impact

## 10. Cumulative Council Impact

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10.1 None.

## 11. Cumulative Community Impacts

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11.1 None.

**Meeting:** Cabinet **Date:** 19<sup>th</sup> March 2024

**Wards affected:** None

**Report Title:** Learning Management System – contract renewal

**When does the decision need to be implemented?** As soon as possible to allow for contract renewal process to complete.

**Cabinet Member Contact Details:** Councillor Jacqueline Thomas, Cabinet Member for Tourism, Culture and Events and Corporate Services, [Jacqueline.Thomas@torbay.gov.uk](mailto:Jacqueline.Thomas@torbay.gov.uk)

**Director Contact Details:** Matthew Fairclough-Kay, Director of Corporate Services, [Matthew.Fairclough-Kay@torbay.gov.uk](mailto:Matthew.Fairclough-Kay@torbay.gov.uk)

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## 1. Purpose of Report

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- 1.1 To request approval for the Council's Learning Management System contract (LMS) to be renewed via the G-Cloud framework. The LMS hosts all of our e-learning courses and course bookings for staff training and development.
- 1.2 The current annual contract expires on 31<sup>st</sup> March 2024. The cost of renewing for one year plus the option to extend for a further year will be £80,180 (£40,090 per annum) therefore the cost will have to be approved by Cabinet.

## 2. Reason for Proposal and its benefits

---

- 2.1 A one year contract with the option to extend for a further year is proposed to allow adequate time for a new procurement process and implementation period for this contract.
- 2.2 This is likely to be involved due to the need for wide stakeholder engagement and implementation. Adequate time is needed for this and a one year renewal may not allow enough time for this.
- 2.3 The LMS is used by Torbay Council staff and external users, such as Schools, Early Years providers, Health and other partners to provide statutory Childrens Services training.

- 2.4 The LMS also provides mandatory training for all staff, ensuring that they receive the necessary training in regard to their health and safety, equality and diversity, safeguarding and information governance and security.
- 2.5 It also provides the platform for appraisals and staff development so is key in supporting our learning and development activities and ensuring that our workforce have access to the training that they need to support them in their job roles.
- 2.6 In providing the above the LMS ensures that the Council has a skilled workforce that can adequately deliver services and the ambitions of our Community Plan, it's themes and ambitions.
- 2.7 In particular, the delivery of statutory Children's Services training to service providers in our community supports the ambition of wanting Torbay to be a place where we have turned the tide on poverty and tackled inequalities; where our children and older people will have high aspirations.
- 2.8 In developing our workforce we are also supporting the ambition of ensuring quality jobs, and the themes of thriving people and ensuring a Council fit for the future.
- 2.9 The reasons for the decision are to provide assurance that the new procurement process can be completed, including time for full stakeholder consultation and system implementation should a new a provider be appointed.

### 3. Recommendation(s) / Proposed Decision

---

1. To approve the cost of £80,090 for the renewal of the Learning Pool contract from 1<sup>st</sup> April 2024 to 31<sup>st</sup> March 2026.

#### **Appendices**

Appendix 1: None.

#### **Background Documents**

Learning Pool - [Ready-made Content Library | Learning Pool](#)

### 1. Introduction

---

- 1.1 The Council currently has a contract in place with Learning Pool to provide its learning management system, which hosts our e-learning courses and course bookings.
- 1.2 The current contract expires on 31<sup>st</sup> March 2024 and needs to be renewed. It is proposed that the contract is renewed for one year with the option to extend for a further year to allow time for a new procurement process and implementation period if a new provider is appointed.
- 1.3 If the contract is renewed on this basis, the cost for the two-year period would be £80,180 which requires Cabinet approval.

### 2. Options under consideration

---

- 2.1 The option of extending the current contract by 1 year only with no option to extend has been considered however it is unlikely that the procurement process can be completed in this time.
- 2.2 A contract renewal for one year including the option to extend by a further year will allow adequate time for the procurement process to be completed.

### 3. Financial Opportunities and Implications

---

- 3.1 The cost of the contract renewal will be met from existing training budgets from Human Resources and Childrens Services.

### 4. Legal Implications

---

- 4.1 External users of the system, such as Schools, Early Years providers and partners such as Health and voluntary sector organisations require statutory Children's Services training in order to provide services to children and families.
- 4.2 Council staff must also be provided with relevant training to ensure that the Council is compliant, as an employer, with Health and Safety legislation, Data Protection and GDPR regulations, the Equality Act and child and adult safeguarding processes.
- 4.3 If the workforce does not receive appropriate training the Council could be at risk of legal challenge and financial penalties. For example, non-compliance with the Equality Act could result in an employment tribunal claim, there is currently no limit in the amount of compensation that can be offered in regard to injury to feelings.

## 5. Engagement and Consultation

---

- 5.1 The decision to renew the contract does not affect members of the community therefore engagement and consultation has taken place with internal services only.

## 6. Purchasing or Hiring of Goods and/or Services

---

- 6.1 The procurement will be undertaken with full support and advice from the procurement team and Social Value has been incorporated into the process and contracting requirements.

## 7. Tackling Climate Change

---

- 7.1 The LMS is an online learning and development service which is hosted remotely, therefore has a positive impact on our carbon footprint as an organisation.

## 8. Associated Risks

---

- 8.1 The risk of not renewing the contract with our current provider is significant. Without a learning management system in place the Council is unable to provide mandatory training to its workforce and statutory training to external service providers.
- 8.2 The Council could be at risk of legal challenge and financial penalties for non-compliance if training is not provided. For example, non-compliance with the Equality Act could result in an employment tribunal claim, there is currently no limit in the amount of compensation that can be offered in regard to injury to feelings.

## 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			Neutral Impact
People with caring Responsibilities			Neutral Impact
People with a disability			Neutral Impact
Women or men			Neutral Impact
People who are black or from a minority ethnic			Neutral Impact

background (BME) (Please note Gypsies / Roma are within this community)			
Religion or belief (including lack of belief)			Neutral Impact
People who are lesbian, gay or bisexual			Neutral Impact
People who are transgendered			Neutral Impact
People who are in a marriage or civil partnership			Neutral Impact
Women who are pregnant / on maternity leave			Neutral Impact
Socio-economic impacts (Including impact on child poverty issues and deprivation)			Neutral Impact
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)			Neutral Impact

## 10. Cumulative Council Impact

---

10.1 None.

## 11. Cumulative Community Impacts

---

11.1 None



**Meeting:** Cabinet **Date:** 19 March 2024

**Wards affected:** All wards in Torbay

**Report Title:** Highways Surveying and Associated Services Contract Approval

**When does the decision need to be implemented?** before 14 April 2024

**Cabinet Member Contact Details:** Adam Billings, Cabinet Member for Pride in Place, Transport and Parking, adam.billings@torbay.gov.uk

**Director Contact Details:** Alan Denby, Director of Pride in Place, alan.denby@torbay.gov.uk

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## 1. Purpose of Report

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- 1.1
- 1.2 The Highway Condition Survey requires a contractor that meets all the required UKPMS certification required for feeding information back to the Department for Transport which allows us to be allocated extra funding as part of our status as a Level 3 Highway Authority and use an accredited and informed data standard to assess the condition of the highway.
- 1.3 The resulting award of this contract will allow us to remain compliant with current DfT standards for reporting and to keep our status as a Level 3 Highway Authority. Reporting to the DfT is a statutory function.

## 2. Reason for Proposal and its benefits

---

- 2.1 The proposals in this report help us to deliver this ambition by using an informed data collection method to best analyse the condition of the highway network, future plan resurfacing and allow use to best use allocated funding on innovative and more cost effective methods of repair and remediation by targeting sites using asset management principles, local knowledge and data.

- 2.2 The reasons for the decision are the highway network, comprising of both carriageway and footway is Torbay's largest asset. by using data collected by these surveys, we can report our findings back to the DfT, which in turn allows central government to assess whether future funding is adequate. The results of the survey allows us to focus on areas of highest risk of failure, seek to remediate these sites using cost effective methods of repair or rejuvenation and also make us aware of sites which are in most need of work and seek to reduce the risk on these sites by bidding for funding opportunities.

### 3. Recommendation(s) / Proposed Decision.

---

1. That the Director of Pride in Place be authorised to run a procurement process and subsequently award the contract, to the successful supplier, for the new Highways Condition Surveying and Associated services within the procurement timetable.

### Appendices

None

# Supporting Information

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## 1. Introduction

---

- 1.1 As part of the agreement with the Southwest Highways Alliance group, a Highways Condition Surveying and Associated services contract was procured through a framework agreement in 2016, this has since expired and we must undertake a new procurement process.
- 1.2 The scanner and Skid Resistance surveys are machine-measured surveying techniques which are completed as part of the statutory reporting to the Department for Transport annual reporting on carriageway condition.
- 1.3 The scanner and Skid Resistance surveying is typically undertaken using a vehicle outfitted with a measuring device and drives across selected areas of Torbay to collect data on the road conditions based on a variety of criteria such as;
  - Texture Depth Measurement
  - Longitudinal and Horizontal Rutting/Cracking
  - Transverse Profile Defects
  - Gradient and Radius Profile
  - Defect identification
  - Skid Resistance
- 1.4 This data is collected and reported to the Department for Transport as a statutory function and also confirms part of our status as a Level 3 Highways Authority.

## 2. Options under consideration

---

- 2.1 Currently, we are obliged to report our information via a dataset that meets UKPMS standard.
- 2.2 The market is limited due to the issues surrounding with meeting this standard.
- 2.3 There has been innovation in the market, with other suppliers offering AI based scanning systems, but currently no AI based suppliers meets the UKPMS standard, and procuring these systems can be considered outside of this contract.

## 3. Financial Opportunities and Implications

---

- 3.1 The budget identified for this contract is in the region of £100,000.

- 3.2 As part of the self-assessment for Highways Authorities, being able to report condition standards is one of the criteria for level 3 funding.
- 3.3 Were we to lose our level 3 status as a Highway Authority, this would cause a funding drop in excess of £100k.

## 4. Legal Implications

---

- 4.1 Reporting the highway condition is a statutory function.
- 4.2 Being unable to report our Highway conditions would affect our Level 3 Highway Authority Status.

## 5. Engagement and Consultation

---

- 5.1 There is no wider engagement required, the data is used internally and reported to the DfT and isn't currently published within any of our policies, but it is referred to the Council's Transport Asset Management plan.

## 6. Purchasing or Hiring of Goods and/or Services

---

- 6.1 The service is predominantly provided by a selection of providers that utilise the G Cloud Process.

## 7. Tackling Climate Change

---

- 7.1 Addressing climate change will be addressed within this proposed procurement through the social value framework and bidder submission via G Cloud.

## 8. Associated Risks

---

- 8.1 The Highway authority is at risk of losing their level 3 self assessment status with the DfT, and in turn at risk of losing significant funding.
- 8.2 The Highway authority is at risk of investigation by the DfT for not correctly reporting these statistics.

## 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			There is no differential impact
People with caring Responsibilities			There is no differential impact
People with a disability			There is no differential impact
Women or men			There is no differential impact
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)			There is no differential impact
Religion or belief (including lack of belief)			There is no differential impact
People who are lesbian, gay or bisexual			There is no differential impact
People who are transgendered			There is no differential impact
People who are in a marriage or civil partnership			There is no differential impact
Women who are pregnant / on maternity leave			There is no differential impact
Socio-economic impacts (Including impact on child poverty issues and deprivation)			There is no differential impact
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)			There is no differential impact

## 10. Cumulative Council Impact

---

10.1 None

## 11. Cumulative Community Impacts

---

11.1 None

### **SWISCo Annual Report 2022/23 – Report of the Overview and Scrutiny Board**

#### **Report to Cabinet on 13 February 2024**

#### **Background**

1. The Overview and Scrutiny Board met on 10 January 2024 to consider the SWISCo Annual Report for 2022/2023 as set out in Appendix 1. The Cabinet Member for Pride in Place, Culture & Events and Parking, Councillor Billings, the Chair of the SWISCo Board, Alan Denby, and the Lead Officer for SWISCo, Lisa Tuck, provided a brief overview of the Annual Report for SWISCo for 2022/2023 and responded to the following questions:
  - why was the full business plan and risk register not included within the paperwork;
  - the green waste service had been operating for a year, how many people had signed up for the second year and what action was being taken to increase take-up;
  - were any incentives being offered to increase take-up of green waste collection;
  - had the Council considered promoting green waste collection through the Council Tax leaflet or at remote collection locations;
  - what was the original take up figure for green waste collection and how many people have re-signed up (a written response to be provided);
  - had the Council considered a refer a friend scheme for green waste collection;
  - why didn't the covering report reference the good work SWISCo do employing people with learning disabilities and care experienced young people etc. under the equalities section;
  - how was SWISCo communicating that people could get a smaller green waste bin if they needed one;
  - why was there not more detail on the capital investment programme, where it started and where it was now;
  - what was happening about the future of the service and how could Overview and Scrutiny take an active role in this work;
  - there was limited information regarding highways finances and prioritisation for repairs and maintenance;
  - when would SWISCo be cutting the grass and could information be published on the website, once known, on the dates and areas for this, if possible with residents able to put in their postcodes to see when it was due;

- what action was being taken to do the work of the former Community Engagement Officer;
  - how did SWISCo track energy changes (a written response would be provided);
  - did the sensors in the bins detect smelly waste or just full bins and could people scan the QR code and report smelly bins so they could be emptied sooner;
  - how was the campaign with the sensors in the bins going and had they been added to the bins in Babbacombe (a written response would be provided);
  - what was preventing the weed spraying and what was the current programme for this (a written response would be provided);
  - did the staff satisfaction results include agency and how did agency numbers impact on the results (a written response would be provided);
  - why did the report not refer to outsourcing the out of hours team and what action was being taken to monitor performance of this;
  - why were issues impacting on the stream by the Waste Transfer Station and the issues with the Environment Agency not included in the report;
  - why did the report not include much detail about commercial waste and driving forward that data;
  - where was SWISCo using agency staff and where were there vacancies;
  - SWISCo were tasked to work with friends groups to develop parks plans, schedules, who was responsible for what, what plans there were, investment in new equipment etc. to put in parks notice boards what progress had been made on this;
2. Members requested a briefing note to be circulated to all Members on weed spraying so that they can understand about the times of year to carry this out and how we deploy the equipment and help inform their communities.
  3. The Board heard from Margeret Forbes-Hamilton, Chair of the Torre and Upton Community Partnership and Chair of Torbay Greenspace Forum regarding delivery against the business plan and concerns in respect of community engagement and support. Mrs Forbes-Hamilton also requested an update on the progress of the Open Space Strategy.
  4. The Board thanked SWISCo staff for their hard work and commitment working in all weathers and welcomed the ethos for SWISCo to become an employer of choice and the work that was being undertaken to support employees.
  5. The Board reflected and debated the information provided to them, both in writing and orally and formed the following recommendation to the Cabinet. On being put to the vote, the motion was declared carried unanimously.
  6. That the Cabinet be recommended:
    1. to improve promotion and communication of the green waste collection through:



- advertising at the remote collection sites;
  - including information on the Council Tax Bills together with the tonnage and cost benefits of this;
  - consider refer a friend scheme;
  - to raise awareness that residents can get a smaller bin if they need one; and
  - to consider moving to automatic renewal;
2. to review what action is being taken to ensure community engagement with friends group and local communities is being undertaken following the loss of the Community Engagement Officer;
  3. to request the Managing Director of SWISCo to prioritise working with friends groups to develop park plans, schedules, who is responsible for what and what plans there are e.g. investment for new equipment etc. to put in parks notice boards;
  4. to request the Director of Corporate Services to ensure that Committee reports include relevant reference to equalities and diversity relating to the report topic;
  5. to consider introducing additional key performance indicators for maintenance of grass verges etc. to demonstrate that they are meeting the requirements in the Business Plan regarding maintenance and enable this to be monitored;
  6. to provide evidence of best practice to demonstrate how we are enhancing our environment;
  7. that the emerging Business Plan and Commissioning Agreement review be presented to the Overview and Scrutiny Board prior to submission to Cabinet;
  8. that the revised Business Plan includes:
    - a. elements of risk to SWISCo;
    - b. their role as corporate parents;
    - c. being a foster friendly employer;
    - d. enhanced information climate change; and
    - e. include reference to any changes to service provision and its impact; and
  9. future reports on SWISCo to include current Business Plan, Risk Register and Capital Investment Plan to give wider background for the Board to ensure that SWISCo is delivering against the approved Business Plan.

# Annual Report

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Agenda Item 12  
Appendix 1

# Contents

- Foreword
- 22/23 at a glance
- Business Plan Review
- Service Delivery
- Governance
- Financial Position
- Health and Safety
- Commissioning Agreement Review
- Business Planning for the Future

# Foreword

Torbay Council established SWISCo in 2020 as a LATCo (Local Authority Owned Trading Company) following the end of TOR 2 which was a joint venture with Kier.

The effects of the Covid 19 Pandemic, which had particularly serious implications on the continued operation of front line services, and the national HGV driver shortage had particular impact on the early development of SWISCo as it dealt with the many serious challenges left over from the management and investment approach adopted by TOR 2.

22/23 has seen the stabilisation of the Company and the roll out of a number of strategic projects focused on ensuring delivery of the agreed business plan. As per the aims of the business plan these have led to a noticeable improvement in the quality of services delivered by the company to the residents and communities of Torbay and a positive impact on the place.



Matt Reeks  
Managing Director

## 22/23 at a glance

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**5,305,560**  
Completed  
domestic waste  
and recycling  
collections

**225,000** Public  
bins emptied

**65,733** Tonnes of  
waste processed

**9783** Highway  
repairs  
completed

**79** Winter gritting  
operations

**98.2%** of waste and  
recycling collections  
on schedule

**9498** Street  
lighting repairs  
completed

**1930** Tonnes of  
garden waste  
collected at the  
kerbside from 8350  
green waste bins

**£500,000** of profit  
from external  
commercial activities  
put back into  
delivering Council  
services

**Over 10,000** hrs  
of volunteer  
time in Parks  
and Open  
Spaces

**Over 360** staff  
PROUD of what  
they do

# Business Plan Review

**WR1 Increase recycling rate towards the 45% target and reduce disposal tonnages and costs.**

35.6% 20/21 – 37.9% 22/23 – Q1 23/24 41.7%

Residual household waste kg/Household reduced from 553 in 20/21 to 498 in 22/23

**WR2 Gain the confidence of Torbay residents to work in partnership with SWISCo by providing a regular and consistent recycling and waste service.**

On time collection rates: 60.1% 20/21 – 86% 22/23 - 98% + Q1 23/24

**WR3 Identify from recycling service enhancements how we have positively contributed to Torbay Council's Climate objectives.**

Vehicle telemetry data indicates a 5% reduction in idle time between 2020 and 2023

**WR4 Show the efficiency of sorting materials in the right containers at the kerbside and recycling centres which have been promoted through a comprehensive education programme.**

Over 400 interventions to date in 2023

38 significant events attended since 2020

## **HF1 Increase the level of planned highways works undertaken by SWISCo**

By developing innovative routes to supply chain and bringing increased project management back in house SWISCo have delivered an increase of 15% in planned works .

## **HF2 Implement a strategy to upgrade and modernise the SWISCo fleet to support the business needs and to support Carbon reduction targets.**

Phase 1 fleet review complete – leased vehicles now purchased so all compliant with EURO 5 emissions.

Electric vehicles trialled and HGV versions deemed not suitable due to battery life and reduction in carrying capacity.

Electric alternative considered as standard in any procurement exercise.

## **HF3 Improve the coordination and management of highway works by the introduction of a dedicated streetworks team and the implementation of street works permit scheme.**

Complete – budget on target

## **HF4 Deliver Torbay Councils Annual Highway Maintenance scheme in accordance with the Asset Management Strategy to provide a more effective and efficient service**

Asset Management Strategy was revised in 2021 to reflect current budget availability and commissioning arrangements

Annual Programme has been delivered within available budget

## **PG1 Deliver an award winning service that promotes public value and biodiversity through the implementation of Park Management Plans in collaboration with Friends of Groups**

Torquay, Brixham and Babbacombe – GOLD 2022 SW in Bloom

Torquay – Winner of Tesco Cup (runner up) – 2022 Britain in Bloom

6 Green flag awards in 2023

## **PG2 Deliver a stronger approach to community working by establishing at least ten Parks Friends Groups and over 3000 hours of Community Volunteer hours**

6 new Friends of groups, 12 new Focus Groups

In excess of 10,000 hours of volunteer hours

## **PG3 Deliver an inclusive Green Infrastructure strategy.**

Tree and Woodland Strategy complete

Open Space Strategy complete in draft subject to changes in legislation due to introduction of Biodiversity Net Gain.

## **PG4 Deliver Torbay's Local Environmental Quality Action Plan**

(50%) Increase in street cleansing resource.

Working against 'Right First Time' principle rather than monitored quality assessment.

Awaiting new Gov. Oflog policy guidance.



## **BC1 Achieve an Accreditation in Customer Service Excellence**

Call abandoned rate dropped from 41% in 20/21 to 8.9% 22/23

Customer Call Centre now consolidated into central team

## **BC2 Achieve Accreditation for our Health and Safety and Environment Management Systems to ISO 45001, 45003 &14001**

## **BC3 From Top to Bottom all staff will have a clear understanding of SWISCo's mission and be working to our values.**

Establishment of staff forum meeting regularly with representatives from across the business

Development with staff of SWISCo core values and behaviours

Regular all staff briefings

Staff Survey in 2022 revealed that 70% of staff are satisfied with SWISCo as an employer and appreciate the core values of the company.

## **BC4 We will increase our 3<sup>rd</sup> Party revenue by at least 30%**

20/21 = £1.48m 22/23 = £3.3m (44%)

## Service Delivery Waste and Recycling

In 22/23 only Torbay (+1.1%) and Mid Devon (+1.8% due to the introduction of three weekly waste collections) saw an increase in recycling rates within Devon. All other authorities rates remained the same or decreased Q1 2023 recycling rate is 41.7%

Following an investment of £500,000 a new baler was installed at the waste transfer as the old one had reached end of life. The new unit is considerably more powerful and has created annual savings of approx. £28,700 on haulage costs and allowed hard plastics to be recycled and baled creating an additional income of approx. £460 per tonne and increasing the recycling rate.



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The Right Stuff Right Box campaign was rolled out during 22/23 to all 65,000 properties in the Bay. The campaign highlighted the opportunities for recycling and introduced the Blue Bag for Paper. As a result of the campaign collection times and overtime rates dropped by approx. 50%

Collections are now managed using live in cab scheduling, the result of this investment in technology has been a reduction in missed collections, particularly in narrow access areas, a reduction in overtime, better communication with residents and less miles travelled (CO2 emissions) for the fleet.

A paid for kerbside garden waste service was introduced in Nov 22 and to date has 8350 customers. Since Nov 1930 tonnes of garden waste has been collected kerbside and there has been no reduction in tonnage brought to the HWRC meaning this is additional material therefore saving disposal costs and having a positive impact not only the residents in terms of convenience but also the recycling rate.

**TORBAY COUNCIL** A service delivered by **SWISCo**

Orange box	Green box	Blue bag	Food caddy
<ul style="list-style-type: none"> <li>mixed glass bottles &amp; jars</li> <li>cardboard</li> <li>cooking oil</li> <li>cartons</li> <li>small appliances</li> <li>used engine oil</li> </ul>	<ul style="list-style-type: none"> <li>fragile items &amp; drink cans</li> <li>non-bleached plastic packaging</li> <li>aerosols</li> <li>foil</li> <li>batteries</li> <li>mixed textiles &amp; clothes</li> </ul>	<ul style="list-style-type: none"> <li>paper</li> </ul> <p>This is for:</p> <ul style="list-style-type: none"> <li>✓ newspapers</li> <li>✓ junk mail</li> <li>✓ white envelopes</li> <li>✓ shredded paper</li> </ul> <p>Brown paper goes in your orange box with cardboard</p>	<ul style="list-style-type: none"> <li>food</li> <li>pet waste</li> <li>grass</li> <li>leaves</li> <li>twigs</li> <li>small branches</li> <li>hedge trimmings</li> <li>manure</li> <li>compost</li> <li>eggshells</li> </ul>

On collection day, please stack your boxes with your paper bag placed on top. Don't forget to use your nets! Need new boxes or nets? Visit [torbay.gov.uk/newbin](http://torbay.gov.uk/newbin)

**Garden Waste COLLECTION SERVICE** TORBAY COUNCIL

£50 a year!

Sign up now! [www.torbay.gov.uk/garden-waste](http://www.torbay.gov.uk/garden-waste)

Service delivered by **SWISCo** a Torbay Council company

# Service Delivery

## *Parks and Grounds Maintenance*

Spring and Summer 2023 saw some of the most creative planting in Torbay for many years. To celebrate the Kings Coronation SWISCo commissioned a 3D crown sculpture and Royal Crest bedding design

Following investment by Torbay Council, SWISCo purchased three new heavy-duty Tractors in Oct 2022. These unit replaced worn out and underpowered units and have revolutionised the work of the Parks and Grounds Maintenance team, carrying out tasks such as hedge flailing, beach raking and sports pitch mowing and maintenance more efficiently and effectively to improve the quality of the work and save time and money.

New machinery, additional staff and vehicles and a remapping exercise has created dramatic efficiencies in highway grass cutting and SWISCo is working towards a 6-cut frequency on all roadsides and two weekly for high profile roads. Suitable areas are being left as conservation verges to allow biodiversity to increase throughout the spring and summer with vegetation being cut and collected in autumn.

GPS tracked robotic mowers and line markers are being trialled at various sites across the Torbay to improve efficiency and quality of service. The units are fully automated and prevent many of the Health and Safety risks associated with these operations.

SWISCo is proud to work with over groups of volunteers who contribute significantly to the management of parks and open spaces within Torbay. A series of workshops are currently being delivered to ensure that partnership working is as effective and safe as possible



# Service Delivery

## *Green Infrastructure*

### **Green Recovery Challenge Fund - Westerland Valley.**

The project delivered engagement with the local community, work experience for disadvantaged young adults and the creation of a wet woodland habitat in an ecologically depleted area. The willow trees were coppiced and some re-profiling of the existing stream to provide a flatter base and slow down the flow of the stream to create ponds. Leaky dams have been installed to attenuate the water flow and allow the areas to become 'flooded' encouraging flora and fauna to exploit the new resource available. Anecdotally there has been an increase in wildlife in the immediate area with further visits to be undertaken to assess the migration of plants and wildlife. Native hedgerow was also incorporated into the scheme to bolster existing hedgerows whilst vantage points for pedestrian access over one of the dam provides for public access to the area.



### **Woodland creation Fursbrake plantation Torquay.**

Fursbrake plantation previously comprised of 80% Ash trees. Owing to the devastating impact of Ash dieback all of the trees became infected with the natural consequence of degradation of the woodland as an ecological asset. Working with the Forestry Commission we secured a felling licence and a replacement planting scheme to secure the succession planting of 3000 new trees needed to ensure the long term benefits of woodland habitat in the immediate area.



## Service Delivery

### Street Scene

Three new 7.5 tonne compacting vehicles have been purchased to service the 862 public litter bins in the Bay. These vehicles can carry approx. 100% more waste than the old fleet and have replaced 6 old vehicles. This has led to a redeployment of staff into other areas of work, a saving in mileage and CO2 and less overflowing litter bins.

SWISCo now has a new fleet of sweepers, specifically selected against the varied needs of Torbay. A heavy truck mount unit looks after the major roads, 2 mid size units deal with residential area's and pavements whilst 2 small multifunctional units are targeted at town centres and seafronts. These small units are also equipped with scrub decks meaning the high traffic premier destination areas are wet cleaned daily during the season. The sweeper fleet operate 7 days a week and during autumn and winter are deployed on leafing and weed ripping duties. The large fleet is backed up with street vacuums and walk behind sweepers for pedestrian areas making the work of the street orderly team more effective and efficient.

Bin sensors are being installed to over 200 litter bins in outlying areas to make collection more efficient as they only have to be visited when they are approaching capacity as opposed to every day. This system will also allow the location of bins to be targeted to ensure provision is most efficient and appropriate.

Control and prevention of pavement and kerbside weeds will now improve thanks to the purchase of an electric quad bike weed spraying unit. This is now being deployed across the Bay on a daily basis and uses a low a Glyphosate chemical application which remains active in the seed bank to prevent regrowth.



# Service Delivery

## Highways

The Highways Inspection Manual is currently being reviewed and rewritten to allow a risk based approach to pothole and defect management. Instead of being bound to prioritise repairs against defect specifications a more agile and flexible approach will be possible to ensure high profile issues are dealt with more efficiently and quickly. The Inspection and Operation functions have been brought together as one team to create a more joined up approach to repairs and maintenance.

The line marking unit owned by SWISCo has been recommissioned. Recruitment for the role of operator is proving challenging but we hope to have the unit operational in the near future. Line marking using external contractors is particularly challenging due to lack of availability and also the specific weather and road conditions required for effective line marking. As soon as this unit is operational the flexibility of the in house service will allow more dynamic and reactive deployment.

Whilst emergency and essential roadworks by utility companies and developers cannot be unreasonably refused, they are now required to be permitted and scheduled to avoid other nearby issues. The street works permitting system introduced by SWISCo generated £191.4k of income during 22/23 and ensured that roadworks were managed as efficiently as possible to minimise disruption.

During the summer holidays several reconstruction schemes were completed including Shiphay Lane, Lymington Rd and Barton Hill Rd to take advantage of the lack of school traffic. All schemes were completed on or ahead of schedule and within budget.



# Service Delivery

A whole business review of Terms and Conditions and Job Evaluation was undertaken during 22/23 which has delivered fair, equitable and competitive pay and conditions for staff. There is now a clear and transparent range of pay grades, a standard approach to sick and holiday pay and a visible route of progression throughout the business (this work was undertaken in line with Torbay Council HR policies and in negotiation and agreement with the Unions). The result of this work has been greater empowerment and retention of staff, improved recruitment and a reduction in absence and overtime.

Empowerment and engagement of the approx. 360 staff is an absolute priority for SWISCo to ensure that the highest value expenditure of the business is operating as efficiently as possible and fully bought into the culture of the business to deliver Pride of Place for Torbay. A staff forum for operational teams, regular all staff briefings and leadership development is a key priority and continues to be developed. The values of the business were collectively developed with these forums.

In Cab operating and scheduling software has now been procured for all service areas of the business. The investment in this technology will allow the business to operate in an agile and dynamic way, reacting to the constant changes in priority and being able to drive efficiencies through data capture and analysis.

Phase 1 of the fleet replacement strategy is now complete, an investment of approx. £16million via a Council loan facility has allowed over 45 previously leased vehicles to be purchased saving approx. £230,000 revenue per year.

The MOT Bay at the Aspen Way depot is currently being recommissioned to allow fleet MOT's to be carried out in house and also the development of an additional revenue generating commercial offer.

**PROUD TO MAKE TORBAY THE BEST PLACE TO LIVE, WORK & PLAY**  
SOUTH WEST INTEGRATED SERVICES COMPANY Est 2020

**PROUD**  
**CELEBRATE SUCCESS**

**SWISCo**  
A Torbay Council Company

**EFFICIENT**  
**FUN**

**TEAM SAFETY**      **PROFESSIONAL**      **INNOVATORS**      **OPEN HONEST**  
**THINK POSITIVELY**  
**CLEAR GOALS**      **MUTUAL RESPECT**

**CLEAR OBJECTIVES**

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# Governance

SWISCo is a Private Limited Company incorporated on 18<sup>th</sup> September 2019 under the Companies Act 2006 with Torbay Council as the sole shareholder. Under the terms of the Memorandum and Articles of Association the Board of Directors has responsibility for the supervision and management of the Company and its business. The Managing Director of the company is accountable to the Board of Directors and also a senior representative from the Council acting in the client role to ensure performance against the Commissioning Agreement which forms the specification for the work the Company undertakes on behalf of the Council. The governance oversight of the SWISCo is provided by the Shareholder Panel which operates at a high strategic level and is classified as a Shareholder Board in terms of its governance status.

## Board of Directors



**Alan Denby**  
Chair of Board  
Director of Pride in Place,  
Torbay Council



**Anne-Marie Bond**  
Director  
Chief Executive,  
Torbay Council



**Matthew Fairclough-Kay**  
Director  
Director of Corporate  
Services, Torbay Council



**Matt Reeks**  
Director  
Managing Director,  
SWISCo

**Meetings** 26.4.22. 24.5.22. 28.6.22. 26.7.22. 1.9.22. 22.11.22 24.1.23. 27.3.23. 18.4.23. 1.8.23.

## Shareholder Panel



**Cllr David Thomas**  
Leader of Torbay Council



**Cllr Chris Lewis**  
Cabinet Member for Place  
Development and Economic  
Growth and Deputy Leader of  
Torbay Council



**Cllr Adam Billings**  
Cabinet Member for Pride  
in Place, Culture & Events  
and Parking



**Cllr Alan Tyerman**  
Cabinet Member for  
Housing, Finance and  
Corporate Services



**Anne-Marie Bond**  
Chief Executive,  
Torbay Council

**Meetings** 23.5.22. 12.8.22. 7.11.22. 14.8.23



# Financial Position

Full Year Position 22/23

**P&L SUMMARY  
BUDGET**

	22-23	22-23	22-23		
	Actuals	Forecast	Budget	Actuals - Forecast	Actuals - Budget
	£000's	£000's	£000's		
<b>Revenue</b>					
Internal	721.0	737.6	746.6	(16.5)	(25.5)
Cyclical	14,789.4	14,789.4	14,224.4	(0.0)	565.0
Ordered	3,318.9	2,643.8	2,009.0	675.1	1,309.9
External (Commercial)	1,946.5	2,069.6	1,783.1	(123.1)	163.5
External (Material Sales)	1,459.5	1,408.0	1,210.0	51.5	249.5
<b>Total</b>	<b>22,235.3</b>	<b>21,648.3</b>	<b>19,972.9</b>	587.0	2,262.4
<b>COST OF SALES</b>					
Perminant Staff	(8,711.7)	(9,213.4)	(8,735.4)	501.7	23.7
Agency	(1,860.4)	(1,739.4)	(1,223.9)	(121.0)	(636.4)
<b>Subtotal Labour</b>	<b>(10,572.0)</b>	<b>(10,952.8)</b>	<b>(9,959.3)</b>	<b>380.7</b>	<b>(612.7)</b>
Plant	(3,724.7)	(3,396.1)	(3,035.1)	(328.6)	(689.6)
Materials	(2,423.1)	(2,287.2)	(2,371.6)	(135.9)	(51.5)
Sub-Contract	(1,582.1)	(1,308.0)	(921.3)	(274.1)	(660.8)
Other Costs	(402.1)	(372.0)	(313.4)	(30.1)	(88.7)
<b>Total Cost of Sales</b>	<b>(18,703.9)</b>	<b>(18,316.1)</b>	<b>(16,600.7)</b>	<b>(387.9)</b>	<b>(2,103.3)</b>
<b>Gross Profit</b>	<b>3,531.3</b>	<b>3,332.3</b>	<b>3,372.3</b>	199.1	159.1
<b>Overheads</b>	<b>(3,319.8)</b>	<b>(3,292.3)</b>	<b>(3,326.5)</b>	(27.4)	6.7
<b>Finance Charges</b>	<b>(181.8)</b>	<b>(39.9)</b>	<b>(45.5)</b>	(141.9)	(136.3)
<b>Profit/(Loss) after Finance</b>	<b>29.8</b>	<b>(0.0)</b>	<b>0.2</b>	29.8	29.5

# Financial Position

## Budget and Forecast 23/24

**SWISCO LIMITED**

Aug 23 (Period 5)

**P&L SUMMARY**

	23-24		22-23	Forecast - Budget
	Forecast	Budget	Actuals	
	£000's	£000's	£000's	
<b>Revenue</b>				
Internal	0.0	0.0	721.0	0.0
Cyclical	15,131.0	15,131.0	14,789.4	(0.0)
Ordered	3,360.5	2,707.1	3,318.9	653.4
External (Commercial)	2,142.7	2,111.0	1,946.5	31.7
External (Material Sales)	1,255.9	1,380.0	1,459.5	(124.1)
<b>Total</b>	<b>21,890.1</b>	<b>21,329.1</b>	<b>22,235.3</b>	<b>561.0</b>
<b>COST OF SALES</b>				
Permanant Staff	(8,596.5)	(9,079.4)	(8,711.7)	482.9
Agency	(2,069.0)	(1,666.8)	(1,860.4)	(402.2)
<b>Subtotal Labour</b>	<b>(10,665.5)</b>	<b>(10,746.2)</b>	<b>(10,572.0)</b>	<b>80.7</b>
Plant	(3,275.5)	(3,183.8)	(3,724.7)	(91.7)
Materials	(2,077.6)	(1,847.2)	(2,423.1)	(230.3)
Sub-Contract	(1,348.6)	(981.4)	(1,582.1)	(367.2)
Other Costs	(406.4)	(386.4)	(402.1)	(20.0)
<b>Total Cost of Sales</b>	<b>(17,773.5)</b>	<b>(17,145.0)</b>	<b>(18,703.9)</b>	<b>(628.5)</b>
<b>Gross Profit</b>	<b>4,116.6</b>	<b>4,184.1</b>	<b>3,531.3</b>	<b>(67.5)</b>
<b>Overheads</b>	<b>(4,025.7)</b>	<b>(3,885.8)</b>	<b>(3,319.8)</b>	<b>(139.9)</b>
<b>Finance Charges</b>	<b>(282.5)</b>	<b>(297.2)</b>	<b>(181.8)</b>	<b>14.8</b>
<b>Profit/(Loss) after Finance</b>	<b>(191.6)</b>	<b>1.0</b>	<b>29.8</b>	<b>(192.6)</b>

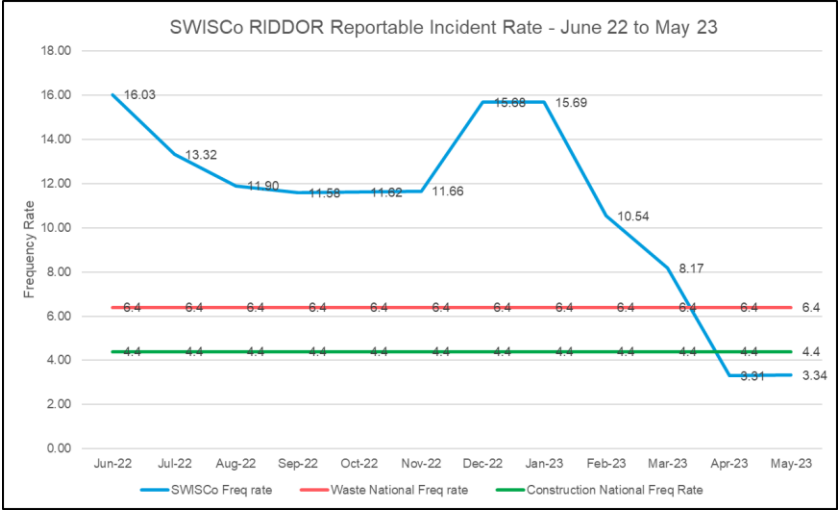
Highlevel reasons
Driven by additional ordered works in Highways.
Market forces dictate the price received for recylate materials and there is little SWISCO can do to influence.
Lower staff FTE plus budgeted payrise not yet appearing in the cost of sales line. Additional agency costs to assist in covering for vacancies.
TBC plant hire not budgeted for. MVV costs, charges for processing materials, general inflation. Increase driven by additional effort in Highways Ordered works.
Budgeted Payrise accrual (£139k Aug) being managed in the overhead line.

The current negative forecast position (approx. 1% of turnover) is primarily due to a drop in the value of recycalite materials and an increase in material disposal costs, both of which are international circumstances that are beyond the control of SWISCO. The budget is currently being reforecast to account for this with the aim of improving the year end position.

# Health and Safety

SWISCo put Health and Safety at the very core of the business and have developed a culture where everyone understands their responsibility to carry out their work safely. Safety is a priority above all else and staff are comfortable raising issues and working with the business to develop the safest working practices in what is a very dangerous industry.

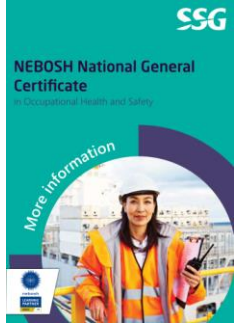
Following a number of Reportable incidents in 2021 an investigation by the Health and Safety Executive resulted in an Intervention Notice being served on SWISCo. The notice required a number of key measures to be introduced to reduce risk to manual workers. These measures were introduced ahead of schedule and our innovative approach to reducing risk was noted by the HSE inspector.



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SWISCo operates the EVOTIX Health and Safety management system where all hazards, near misses and incidents are recorded as well as Safe Operating Procedures, Risk Assessments and training resources. This system has created a coordinated and auditable approach to risk management that is managed and developed in partnership with staff through risk management groups, incident review panels and a health and safety committee

During 22/23 25 members of the SWISCo leadership team undertook and passed the NEBOSH General Certificate in Occupational Health and Safety. This internationally recognised Level 3 qualification provides a broad understanding of Health and Safety and provides the background for managers to be able to manage risks effectively.



In 2022 SWISCo were the first UK waste operator to introduce and provide smart hearing protection for operational staff. Staff are regularly exposed to noise in excess of the safe maximum limit and the new system not only dynamically reacts to prevent damage to the ears but also monitors and records individual exposure levels



# Commissioning Agreement Review



The cyclical work undertaken by SWISCo on behalf of the Council and the relationship between the Company and the Council is set out and managed by the Commissioning Agreement. This was first established in 2020 and includes the requirement for the agreement to be regularly reviewed to ensure that governance arrangements and wider processes are working satisfactorily.

A review of the Commissioning Agreement is currently being undertaken by the Divisional Director for Economy, Environment and Infrastructure and the Managing Director of SWISCo and a number of key stakeholders. The review aims to:

- To consider whether the governance and commissioning structures are providing sufficient direction for the management of SWISCo balanced with the Council's requirement for control and effective commissioning.
- To make appropriate recommendations relating to the above where there is the potential for improving the efficiency and or the effectiveness of the commissioning and delivery of services.
- To ensure that the review intended to begin prior to March 2024, to determine whether the agreement should be extended until March 2030, and the updated SWISCo business plan, are informed by this interim review and that lessons learnt to date are captured.

The review will achieve these aims by undertaking the following tasks:

1. To consider whether the commissioning arrangements are operating with sufficient transparency and effectiveness.
2. To clarify the responsibilities of the SWISCo board and ensure a clear demarcation between the role of the board and the shareholder panel.
3. Confirm the appropriate corporate and service KPIs.
4. To consider whether the current provision of support services (HR/Comms/H&S/procurement advice) is meeting the needs of SWISCo and allow the company to deliver the best outcomes for Torbay.
5. Identify other issues that may arise and which present a risk to the effective operation of SWISCo.

It is anticipated that the review will be shared with the Board of Directors and the Shareholder Panel in October 2023 and the Councils Overview and Scrutiny Board in due course.

# Business Planning for the Future

The current SWISCo Business Plan will be refreshed and updated in 2024 to reflect the development of the company since its inception in 2020, changes to the external environments in which it operates and interacts and the service and financial requirements of Torbay Council. A number of key opportunities have been identified during the initial scoping for the review and these include:

- That the business continues to grow and develop in a sustainable way with a culture of putting Pride in Place for Torbay at the heart of the way staff work and think. Ways of working will be refined to deliver further efficiencies and opportunities will be identified and delivered in terms of increasing current service levels and/or developing new service functions.
- Investment in a new Waste Transfer Station to overcome the serious Environmental and Safety challenges of the current facility, to ensure that the facility is able to meet increasing demands in terms of scale and required level of recyclable material processing and operate more efficiently to increase income. Whilst it is recognised this would be a significant multi million pound project involving purchase of additional land it would create a state of the art facility capable of processing waste from other authorities, potentially generating energy and also free up other sites currently used by SWISCo for disposal by sale.
- To date SWISCo have built a significant portfolio of private clients but have always prioritised, above all else, the stabilisation and improvement of Council services. As these services begin to become resilient and established there is potential for further increasing commercial activity to generate external income for reinvestment in Council services. Commercial business waste is the primary focus with the added benefits it creates on improving the environment and economy of the local area.
- There is still much work to do to provide clear and transparent messaging to residents and communities about the work that SWISCo does and what levels of service standard they should expect. With the development of the in-cab operating and scheduling systems and the SWISCo website a more accessible and interactive relationship will be developed
- Whilst great progress has been made with the phase 1 fleet replacement initiative there is still a need for further strategic investment to ensure that the required fleet of vehicles and plant operates as effectively, efficiently and in as environmental sensitive a way as possible. A phase 2 fleet replacement strategy will be developed to ensure that complaint routes to supply chain and funding are readily available, unnecessary spend or service disruption are avoided and realistic and feasible opportunities for alternative fuelled vehicles are identified and realised.

**Cabinet Response to the recommendations of the Overview and Scrutiny Board – SWISCo Annual Report**

**Recommendation 1:**

To improve promotion and communication of the green waste collection through:

- advertising at the remote collection sites;
- including information on the Council Tax Bills together with the tonnage and cost benefits of this;
- consider refer a Friend scheme;
- to raise awareness that residents can get a smaller bin if they need one; and
- to consider moving to automatic renewal.

**Response/Update:**

A fresh marketing campaign will be rolled out in March 2024. The campaign will include refreshed graphics and branding and be published via, websites, social media, banners and an article in the Council Tax leaflet. Work is underway to create an auto renewing Direct Debit option of £5 per month (reduced to £4 p/m for Council Tax Support Scheme recipients). Smaller bins are currently available (at same cost) but marketing and website sign-up will make this clearer. Options for refer a Friend are under consideration.

**Recommendation 2:**

To review what action is being taken to ensure community engagement with Friends Groups (FGs) and local communities is being undertaken following the loss of the Community Engagement Officer.

**Response/Update:**

The Community Engagement Officer was funded through s106 monies which are no longer available. A programme of engagement with all FG's began in November to develop improved ways of working with the last of these sessions in late Feb. In view of the importance placed on the relationship with Friends groups this engagement work was led by the Managing Director of Swisco and this allowed full consideration of how different service areas within Swisco could be involved to deliver best outcomes.

The sessions were very well attended with over 30 representatives from at least 14 Friends Groups (will confirm exact numbers ASAP). Whilst several people shared issues and frustrations that they have experienced in the past there was a general positivity around the opportunity for resetting the relationship, an appreciation of the need for groups to be aware of Health and Safety requirements and the principle of clearer communication and expectation management was welcomed.

Moving forward, a charter will be produced which captures the key principles of the relationship between SWISCo and the FG's based on the feedback from these sessions. It is anticipated that following consultation and engagement of the draft Charter it will be published and signed by the end of June 2024. The Charter will cover the way in which the FG's and SWISCo communicate, and it is envisaged that a specific email address will be provided for FG's from which all queries will be allocated to the relevant Service or Team Manager.

A key element to the Charter and the improving of the relationship will be annual site meetings of senior managers at SWISCo and FG's where future site plans, work programmes and roles and responsibilities can be discussed and agreed.

Since November Senior Managers at SWISCo have held 1:1 site meetings with a several FG's to agree annual work programmes and discuss key issues. These meetings have been successful and positive feedback has been received from the FG's involved.

**Recommendation 3:**

To request the Managing Director of SWISCo to prioritise working with Friends groups to develop park plans, schedules, who is responsible for what and what plans there are e.g. investment for new equipment etc. to put in parks notice boards.

**Response/Update:**

As above, annual schedules and allocated work lists are a priority for SWISCo. These will be created as working documents following site meetings. Unfortunately however there is not enough resource to produce detailed site specific plans for each group. SWISCo will support any FG that wishes to develop public facing material.

**Recommendation 4:**

To request the Director of Corporate Services to ensure that Committee reports include relevant reference to equalities and diversity relating to the report topic.

**Response/Update:**

This will be actioned through the Partnership and Inclusion Officer.

**Recommendation 5:**

To consider introducing additional key performance indicators for maintenance of grass verges etc. to demonstrate that they are meeting the requirements in the Business Plan regarding maintenance and enable this to be monitored.

**Response/Update:**

As part of the Commissioning Agreement review each SWISCo service area will have clear KPI's with agreed reporting methods and frequencies. The method of explaining the schedules and cycles of maintenance works to residents is being developed to allow residents to understand when planned works, for instance verge cutting, gulley cleaning, are scheduled. This is anticipated to reduce enquiries through to the Council & SWISCo by having this information in a publicly accessible space.

**Recommendation 6:**

To provide evidence of best practice to demonstrate how we are enhancing our environment.

**Response/Update:**

The new Business Plan 2024 – 29 will include an objective focusing on the Environment and will demonstrate how SWISCo will sustainably and achievably work towards limiting the environmental impact of our business and deliver improvements to our local environment.

**Recommendation 7:**

That the emerging Business Plan and Commissioning Agreement review be presented to the Overview and Scrutiny Board prior to submission to Cabinet.

**Response/Update:**

Agreed

**Recommendation 8:**

that the revised Business Plan includes:

- a. elements of risk to SWISCo;
- b. their role as corporate parents;
- c. being a foster Friendly employer;
- d. enhanced information climate change; and
- e. include reference to any changes to service provision and its impact.



**Response/Update:**

The business plan will include an objective on Social Value and Employer of Choice which will demonstrate how SWISCo understands and will collaboratively supports the Council in its corporate parent role and what actions it will take in terms of working with staff across a range of initiatives. The other points will also be covered in the business plan.

**Recommendation 9:**

Future reports on SWISCo to include current Business Plan, Risk Register and Capital Investment Plan to give wider background for the Board to ensure that SWISCo is delivering against the approved Business Plan.

**Response/Update:**

The reviewed Commissioning Agreement will contain clear KPI's for cyclical functions and the Business Plan will set out the Objectives of the Business with clear targets to demonstrate success. Both documents will make clear the reporting mechanisms and frequencies and will be included in future annual reports. The Risk Register is a live document and will be presented along with the Annual Report in future.

## **Review of Events, Culture and Tourism – Report of the Overview and Scrutiny Board**

### **Report to Cabinet on 19 March 2024**

#### **Background**

1. The Review of Events, Culture and Tourism Task and Finish Group met on 20 November, 6 December 2023 and 11 January 2024 to consider:
  - how we use our cultural assets (e.g. English Riviera Global UNESCO Geopark, Agatha Christie and Torre Abbey etc.) to help them become self-sustaining in the future and ensure they were being maximised for our tourism and culture offer;
  - how the Council uses data to inform decision in relation to use of cultural assets;
  - a review of the Torbay Council English Riviera (Outdoor) Events Strategy 2021 – 2027 (Events Strategy), incorporating delivery to date, and to determine if the objectives had been delivered and were still relevant and to make recommendations;
  - whether the events that the Council supports were contributing towards the delivery of the English Riviera Destination Management Plan (DMP) 2022 – 2030;
  - what the criteria was for enabling, delivering and funding events on Council owned land;
  - how the success of events was measured and evaluated;
  - whether the Council and Destination Management Group have sufficient resources and capacity to deliver the Events Strategy and DMP and what opportunities were there to utilise resources from outside the Council;
  - what data did the Council use and how that data informed decision making in relation to events;

- how the Council engaged and worked with community and voluntary organisations on events;
  - what opportunities there were to facilitate benefits to our care experienced young people and foster families in respect of events; and
  - how to ensure that local business benefits from tourism and culture and how they could help with promotion.
2. The Review Panel comprised Councillors Brook, Carter, Mandy Darling, Fellows, Johns, Law, Maddison, Nicolaou, Jackie Thomas and Twelves (and was Chaired by Councillor Twelves) with support from Carolyn Custerson, Chief Executive of the English Riviera Business Improvement District (ERBID).

(Note: Councillor Brook declared a non-pecuniary interest as a Member of the English Riviera Business Improvement District Company Board and Torbay Business Forum.)

3. The background papers, including the detailed Scope for the Review and the recordings of the meetings can be found at <https://www.torbay.gov.uk/DemocraticServices/ieListMeetings.aspx?CommitteeId=1946>

4. Key evidence considered by the Panel included:

- Review of Events, Culture and Tourism Scope and Timeline;
- Torbay Council English Riviera (Outdoor) Events Strategy 2021 – 2027 <https://www.torbay.gov.uk/DemocraticServices/documents/s112183/Events%20Strategy%20Appendix.pdf#:~:text=This%20strategy%20has%20a%20focus%20on%20outdoor%20events,Council%20and%20by%20the%20Torbay%20Council%20Events%20Team;>
- English Riviera Destination Management Plan 2022 – 2030 [https://www.torbay.gov.uk/council/policies/economic-regeneration/dmp/;](https://www.torbay.gov.uk/council/policies/economic-regeneration/dmp/)
- Torbay Heritage Strategy 2021-2026 - [Torbay Heritage Strategy - Torbay Council;](#)
- Enjoy, talk, be, do, a Cultural Strategy for Torbay and its communities 2014-2024 - [Cultural Strategy-document.pdf \(torbay.gov.uk\);](#)
- Heritage Places Fund - [£200million funding for Heritage Places will boost local economies and pride in place | The National Lottery Heritage Fund](#) and [Torbay to be included in £200m commitment](#)

[launched by The National Lottery Heritage Fund to help areas across the UK thrive - Torbay Council;](#)

- Torbay Story – [Torbay Story - Home;](#)
- English Riviera Naturally Inspiring - [https://www.englishriviera.co.uk/?utm\\_source=Torbay%20Council&utm\\_medium=web;](https://www.englishriviera.co.uk/?utm_source=Torbay%20Council&utm_medium=web;)
- Torbay Council webpages - [https://www.torbay.gov.uk/leisure-sports-and-community/;](https://www.torbay.gov.uk/leisure-sports-and-community/)
- English Riviera Global UNESCO Geopark webpages - [English Riviera Global Geopark - Homepage \(englishrivierageopark.org.uk\);](#)
- Torre Abbey webpages - [Torre Abbey \(torre-abbey.org.uk\);](#)
- Presentation on Strategic Cultural Partnership and Torbay's Cultural and Heritage Strategies;
- Cultural assets currently within the remit of the Culture and Events team;
- Torre Abbey 2021-2025 business plan reviewed Jan 2022 (Exempt);
- Torre Abbey 3 year budgets - for 2021/22 2022/23 2023/24 (Exempt);
- Torre Abbey restoration budget (Exempt);
- Monthly Key Performance Indicator report Torre Abbey (Exempt);
- Marketing spend Torre Abbey 23-24 (Exempt);
- Geopark marketing strategy 23-24 (Exempt);
- Geopark 3 year budgets - for 2021/22 2022/23 2023/24 (Exempt);
- Detail on how critical funding is for UNESCO Geopark, why it is critical and what is the gap. (Exempt);
- Overview marketing plan 2023-24 – a plan of all marketing activity within the department (Exempt);
- Social media data – data from various social media campaigns across the department including Geopark and Torre Abbey (Exempt);
- Geopark Annual Report 2022;
- Budget Digest Culture and Events 2019-20;
- Budget Digest Culture and Events 2020-21;
- Budget Digest Culture and Events 2021-22;
- Budget Digest Culture and Events 2022-23;
- Budget Digest Culture and Events 2023-24;
- Budget Digest overall council budget 2023-24;
- Culture and Events Structure May 2023 (Exempt);
- ECH Budget PB271123 – events, culture and heritage fund budget for the past 3 years inclusive (Exempt);
- Events Strategy suggested updates;

- Events strategy part 2 Evidence base and supporting information;
- Events strategy action plan (Exempt);
- Responses to key lines of enquiry events and Destination Management Plan;
- Events in Torbay a Guide for Organisations;
- Event Notification Procedures and Public Safety Advisory Group; and
- Responses to key lines of enquiry Communication and Engagement.

## 5. Key Findings

### Cultural Assets and Strategy

#### 5.1 How did the Council use our cultural assets (e.g. English Riviera Global UNESCO Geopark, Agatha Christie and Torre Abbey Etc.) to help them become self sustaining in the future and ensure they were being maximised for our tourism and culture offer?

<b>Cultural Asset</b>	<b>How managed</b>	<b>Narrative</b>
<b>Torre Abbey, Torquay</b>	Directly managed by Torbay Council.	The Council have a team that directly manages Torre Abbey for the benefit of the community and visitors to the area. Their focus is on protecting the building and collection care, as well as running a programme to reduce the cost burden on the Council. Also includes, seasonal café offer, walled garden and palm house.
<b>Princess Theatre, Torquay</b>	Managed on behalf of the Council by Ambassador Theatre Group (ATG) who are a national and highly rated theatre management and show production organisation. ATG have a long lease.	The Council pays a fee for ATG to run a varied and popular programme of entertainment at Princess Theatre.
<b>Palace Theatre</b>	Leased by Jazz Hands CIC a local community interest company.	Jazz Hands run the theatre and are one of two candidate National Portfolio Organisations in Paignton

<b>Cultural Asset</b>	<b>How managed</b>	<b>Narrative</b>
<b>Torquay Museum</b>	The museum is owned by the museum's charitable trust.	Torbay Council provides a grant each year towards the cost of running the museum.
<b>Brixham Heritage Museum</b>	Brixham Museum building is owned by Torbay Council and leased by the museum charity at no cost. Brixham Heritage Museum was a registered charity.	The Council provides a grant each year towards the running of the museum.
<b>Torbay Leisure Centre</b>	The Leisure Centre is owned by Torbay Council. Lex Leisure who are linked to Parkwood Leisure run the centre on a long lease.	There is no additional cost to the Council as part of the lease.
<b>Riviera International Centre</b>	The Centre is owned by Torbay Council. Lex Leisure, a subsidiary of Parkwood Leisure, run the centre on a long lease.	There is no direct cost to the Council. However, the Council is responsible for repairs under the lease.
<b>Swim Torquay, Plainmoor Torquay</b>	This is a community facility with charitable status. The land is owned by the Council and the organisation built the pool on it. Therefore the centre is now a legal entity leased from Torbay Council.	The Council paid a grant towards running costs in 2023 to support rising energy costs and it is hoped this would continue in 2024/2025.
<b>Admiral Pool, Brixham</b>	This is a community facility with charitable status. The land is owned by the Council and the organisation built the pool on it. Therefore the centre is now a legal entity leased from Torbay Council.	The Council paid a grant towards running costs in 2023 to support rising energy costs and it is hoped this would continue in 2024/2025.

5.2 All other Council owned properties such as Oldway Mansion, Torquay Pavilion etc. were not within scope of the Events and Culture Team's objectives or this review. However, as heritage assets returning them to active use will be supportive of related culture, events and heritage work.

5.3 Torre Abbey is therefore the only cultural asset which the Council's Events and Culture Team has full control over. Torre Abbey is an ancient scheduled monument and Grade I listed building together with the Spanish Barn which

has benefited from Government Funding to help restore sections of the building. The Council is working with The National Lottery Heritage Fund (as UK lead funder for heritage) and Historic England (as the statutory body) to try to secure additional funding to restore the Spanish Barn which would assist in helping Torre Abbey to become more financially stable as it would open up more opportunities to lease the space for different events all year round.

- 5.4 Members noted that it is not currently financially viable to run the café all year round and it had to be moved to the Spanish Barn earlier in the year to enable the current phase of restoration to take place. This resulted in a limited offer due to lack of suitable facilities at the Spanish Barn in respect of a dedicated kitchen, toilets and problems with holes in the roof caused by golf balls going through from the neighbouring pitch and putt course. This will be kept under review and longer-term options developed as part of a bid for additional funding to restore and improve the Spanish Barn as well as looking at how best to maximise the whole site which sits on 18.4 acres of land including Torre Abbey Meadows. Members noted the urgency of resolving this issue as part of providing a sustainable future for Torre Abbey.
- 5.5 It was noted that the Friends of Torre Abbey Group had disbanded but that a Development Foundation Trust is being established to sit alongside Torre Abbey as an independent organisation to help Torre Abbey to be more sustainable in the future. There was a 1196 Club as part of the commercial element of the business which raises money through subscriptions and sales. There was also a new Commercial Manager in post who is looking to increase the number of people getting an annual membership as well as more public events and fairs, and increasing commercial activity such as hiring the Spanish Barn for weddings etc. Whilst there was a recognition that Torre Abbey needed to become more financially secure, the community benefit and social benefit of our cultural and heritage assets was also acknowledged.
- 5.6 Members noted that the ongoing budgets for Torre Abbey did not reflect what was included within the Cultural Strategy or Torre Abbey Initial Business Plan and there was a need for this to be more closely monitored in the future.
- 5.7 Based on the evidence provided and financial information it was unlikely that Torre Abbey would be completely financially independent, but both Members and Torre Abbey staff had a desire to work towards financial stability in the future. Members acknowledged the hard work of the Team working with the Council's partners to try to secure one of Torbay's most loved heritage assets.

- 5.8 The UNESCO Global Geopark was supported by a Geopark Lead Officer who worked with colleagues within the Events and Culture Team and Torbay Culture together with the ERBID to ensure that it was promoted and marketed to a national audience. The ERBID also helped promote other cultural and heritage facilities in Torbay.
- 5.9 Members discussed the exempt documents which related to Torre Abbey and UNESCO Global Geopark budgets, marketing and performance and their deliberations informed the overall content of this report and their recommendations. As part of considering the budgets Members acknowledged the partnership working and match funding for several key events by the ERBID and welcomed the continued relationship between the Council and ERBID as a crucial partner in helping deliver successful events across Torbay. Members noted that the £100,000 match funding from the Council to mirror the funding that the ERBID Company puts towards the delivery of the Events Strategy and Destination Management Plan was coming to an end soon and needed to be renegotiated.
- 5.10 It was also noted that the Cabinet's draft Revenue Budget proposals for 2024/2025 included £1m investment in events over the next four years (£250,000 per year) and careful consideration would need to be given to prioritise that funding, having regards to other budget pressures and the evidence contained within this report.
- 5.11 **What was the direction of travel for the revised Cultural Strategy?**
- 5.12 Members noted the opportunity to use culture to improve the quality of life and make Torbay a better place for residents and visitors, helping people learn about their world e.g. UNESCO Global Geopark, working with communities and making improvements in hospitals with projects such as those in the mental health wards. The Cultural Strategy 'Enjoy, Talk, Do, Be – a cultural strategy for Torbay and its communities' was approved in 2014 and runs until 2024 with aims for participation, strategic alignment, natural and built environment and strongly references the potential for Torbay's UNESCO destination.
- 5.13 Torbay Culture, Torbay's Culture Board, was created in 2015 to own the culture strategy and raise awareness of the Cultural Strategy. Supported through TDA initially and working with Torbay Council, Arts Council England and local cultural practitioners it has informed or led development of activities including The Great Places Scheme (2017-2020) was a cultural programme of



lots of activities to develop audiences for the UNESCO Global Geopark and local stories and places (activity and research).

5.14 Members noted what had been delivered to date through the Cultural Strategy:

- **Keep growing – cultural and creative development for our home:** Agatha Christie artwork, Agatha Christie Festival sustainability; Cultural Development Fund (CDF): supporting programme in Paignton, digital skills programme (South Devon College), CDF National Network visit to Torbay (Sep 2022); Hospital Rooms delivery in mental health wards (Nov 2022).
- **Living well – better future for young people:** Supporting interventions (via external opportunities - Literature Works, AC Festival, CDF programme). Evidence and impact – culture health and wellbeing reports; University of Exeter research into creative industries.
- **Encouraging a renaissance for historic places and spaces:** CDF capital investment; Museum Estate and Development Fund Arts Council (MEND) and other funding Torre Abbey; Torbay local heritage grant scheme; Heritage Places.
- **Environment – celebrating our UNESCO Global Geopark:** Active participation in UNESCO revalidation, advocacy and funding advice, supporting programming, participation in the UK National Commission audience development resilience work (underway now).
- **Cultural tourism:** ‘Writers on the Riviera’ and ‘Speed Up and Slow Down’ delivered, continued participation in Destination Management Group (DMG), prioritisation of Agatha Christie as authentic unique selling point (USP).
- **Heritage interpretation framework**, endorsed by National Lottery Heritage Fund 2021.
- **Investment in a new local heritage grant scheme** (Heritage Fund) Bespoke scheme, to be used as inspiration for scheme in Northern Ireland 2023.
- **Capital investment alignment** with national funding – ‘Lightplay’ Royal Terrace Gardens 2021 natural and science heritage as inspiration; CDF2 Paignton Picture House (Department for Culture Media and Sport (DCMS) and Arts Council England (ACE)) alignment with others (Department for Levelling Up, Housing and Communities (DLUHC)); Torre Abbey (MEND etc) focus for investment and transformation, etc 2022.

- **New conservation role** – Principal Historic Environment Officer role (appointed 2023).

5.15 Members acknowledged the following important opportunities for Torbay to maximise:

- **Torbay was among the first ‘Heritage Places’ - closer and deeper collaboration with the Heritage Fund** 10 year funded partnership (£200m across 10 years, one of 20 places), aligned with Fund’s national strategy to 2033, and local opportunities for Torbay.
- **‘Levelling Up Partnership’** DLUHC Levelling Up Partnerships (LUP) (£400m, 10 years, one of 20 places) was a parallel opportunity. Heritage Fund 10 Year partnership to be cross referenced and complementary.
- **‘Levelling Up for Culture Place’** (LUCP) DCMS & ACE listing (2022) resulted in £3.5m DCMS investment = CDF2 - Paignton Picture House and MEND - Torre Abbey.
- **Potential future Arts Council investment in Torbay ACE** investment in Torbay for 2023- 26 was low (comparators N Devon, Torridge, Somerset as other LUCPs; neighbours Exeter, Plymouth, Cornwall). Dialogue ongoing with ACE to address this.
- **‘Torbay Story’** toolkit to tell our USPs, authenticity, relevance and inspirational. Align this and LUP with a Theory of Change model the Heritage Fund want to agree by Dec 2023.

5.16 **How and what data was used to inform decision making in relation to cultural assets?**

The Council used customer data for Torre Abbey to shape and adjust its offer accordingly. There were signed up members (1196 Club) as well as visitors for exhibition, events and general visitors to the Abbey. There was a strong schools programme where the Council encouraged school visits and used the data about those that had and had not visited in line with the national curriculum (Torre Abbey – Key Performance Indicator data, visitor number data and income data). The Spirit of Place document is used as their guiding principle, and there is a project board for the current restoration project. Various decisions were made by the Torre Abbey Leadership Team in relation to the running of Torre Abbey and any key developments, and decisions were taken in consultation with the Service Manager, Divisional Director, Director, Senior Leadership Team and/or Cabinet in line with usual Council protocol.

## Events

### 5.17 **Were the objectives of the Torbay Council English Riviera (Outdoor) Events Strategy 2021 – 2027 still relevant?**

Members acknowledged that the Events Strategy was still relevant but noted the submitted document 'Refresh or Update' which set out a number of proposed minor amendments to ensure that it reflected current practice and had been produced following a partner review meeting with the ERBID. Members noted the elements of the Events Strategy that had been delivered to date as set out in the submitted document 'Responses to Key Lines of Enquiry – Events'. Members acknowledged the impact on the capacity of the Team to deliver events due to sickness and maternity leave, however, they had processed approximately 150 applications for events over the past year. Members also recognised the collaborative working with the ERBID to deliver both the Events Strategy and Destination Management Plan.

### 5.18 **Did the events that the Council supported contribute towards the delivery of the English Riviera Destination Management Plan (DMP) 2022 – 2030?**

Members agreed that the two documents complemented each other and supported mutual delivery but noted that the Events Strategy was written prior to the Destination Management Plan and some of the elements may have been worded slightly differently if the documents had been written the other way around.

### 5.19 **What were the criteria for, enabling, delivering and funding events on Council owned land and did this prohibit events that the Council may wish to support taking place and how had this been used to determine which events should go ahead?**

The criteria for enabling events to take place on Council land was broad and included considerations as to positive impact on the local economy; whether the event would be good for the local community - of value and interest that would benefit the community; good for raising awareness and quality events that would show the area at its best. The criteria were currently not at all prohibitive. This was set out in the 'Torbay Council Events in Torbay – A Guide for Organisers'. This was mainly via a process on our Events Application System APPLY4 that links in with the area's Public Safety Advisory Council (PSAG). PSAG's remit was to review all significant event

applications in the area from a services co-ordination and health and safety perspective. It was made up of the blue light services including the Coastguard, the Harbour Authority, Torbay Council's Events Team, the Council's Corporate Health and Safety Manager, Licensing Officers, Highways Authority etc. Most events were given the go-ahead unless there were clear issues in the applicant's event management plans, previous poor delivery or operational practices were unacceptable.

- 5.20 Following the development of the Events Strategy, a Monitoring Panel was organised to track the elements of the Events Strategy that needed to be reviewed, and also to review event applications for the seed funding element of the Strategy and any new events. The Panel was made up of the Cabinet Member and representatives from across the community, with the Council's Senior Events Officer and was called Torbay Events Advisory Panel, however, Members noted that this Group had not met since May 2023 due to staffing issues but that some monitoring was carried out by the ERBID and also through the English Riviera Events Collective and Members questioned if the Collective could take over the role of the Panel. The Panel put together an Events Charter which event organisers sign up to when they go through the application process. See <https://www.torbay.gov.uk/leisure-sports-and-community/hold-an-event/english-riviera-events-charter/>.
- 5.21 Other than that described above there was no specific criteria for headline and feature events to link them with the Events Strategy and Destination Management Plan and Members felt that this was required to ensure that we were prioritising the right events and encouraging more offer in the shoulder seasons (i.e. early spring, autumn and winter months).
- 5.22 Members felt that some of the information on the website and documents relating to events such as the 'Events in Torbay A Guide for Organisers' and the 'Apply to Hold an Event' system, was not easy to read or follow and suggested that this should be reviewed to make it more accessible.
- 5.23 **How was the success of events measured and evaluated and did this make a difference to future events?**

For 2023 English Riviera Airshow, an economic and social impact study was undertaken. This cost £9,500+vat but the data was worthwhile collecting and showed a net return of £15.56 for every £1 invested by the Council, amongst a lot of other good data about visitors etc.

- 5.24 For larger events, success was measured through a mixture of the benefit to the community - economically and socially; whether there were any issues, i.e. if the event didn't supply the requisite number of stewards/security as promised; didn't follow their Event Management Plan and there were resultant noise issues or issues such as a proliferation of drug use at the event. For medium events a feedback report was requested which would then be reviewed with PSAG and if significant issues with the running of it were identified either the event would not be able to happen again or could happen again (last chance) with a strong change in oversight. It was noted that feedback was not normally obtained for community events so as not to make this an additional burden for the volunteers and dissuade them from organising these events, which were of great benefit to the local community.
- 5.25 An important factor was feedback from the hospitality sector and accommodation sector. If there was a perceived limited benefit to the local economy the Council may advise an event organiser to consider investing in an economic (and/or social) impact study, or other mechanism to prove the value of the event locally (for example, this was done for Electric Bay).
- 5.26 Another success factor was income to the Council. The Events Team had a high income target each year and need events that were prepared to pay a suitable fee and a reinstatement bond each time (excluding community events). Members were advised that the amount of bond for the fair and circus was being reviewed to see if it could be increased to a suitable level to cover the cost of any reinstatement of ground following their use. This year £20,000 of bonds were available and SWISCo (who were responsible for carrying out the reinstatement work) had suggested that reinstatement work was part of the £45,000 fee for making the whole area of the greens good. It was noted that discussions were being held with colleagues to discuss overall funding for maintenance of Paignton Green and Torre Abbey Meadows and which budgets this should be funded from.
- 5.27 Members discussed issues around capacity and increased maintenance costs for our two key events spaces, namely Paignton Green and Torre Abbey and suggested the merit of a feasibility study into the costs of making the areas fit for purpose and considering the possibility of making a permanent show ground space to enable greater use of these assets for events all year round. It was acknowledged that the cost of the feasibility study, resources required and any implementation would need to be considered alongside other budget pressures for the Events Team, but that this was an opportunity to generate more income and improve the offer to our residents and visitors.

5.28 The Events Strategy contained the below six actions which Members had considered and monitored as part of the review but felt that if there had been sufficient resources and oversight of these actions there would have been less of a need for a review.

1. **Shift the strategic focus** to achieving more with the limited resources available and seek out funding and match funding opportunities.
2. **Development of an Events Charter** to set clear expectations from organisers and to cement the actions that are important to local communities in event planning.
3. **Build capacity** in the sector to make the English Riviera a centre of events' excellence across the spectrum of event types and sizes.
4. **Investment in events** in order to develop key sites that meet the needs of quality event organisers that manage events which will have a UK wide audience.
5. **Support the development of local event organisers, producers and promoters** to create high-impact events and enable job skills and job creation.
6. **Support Marketing promotions with partner groups and organisations** to ensure the events offer of the English Riviera is promoted far and wide as a welcoming and vibrant destination, which has a diverse range of appeal.

5.29 **Did the Council and Destination Management Group have sufficient capacity to deliver the Events Strategy and DMP and who else could help deliver this?**

Members determined that there were probably not currently sufficient resources to deliver the Events Strategy and Destination Management Plan based on current staffing levels within the Events Team; other responsibilities held by some members of the Team; some temporary funding being used to fund posts and delivery of the English Riviera Airshow coming back in-house. The submitted document suggested that retaining a Senior Events Officer post March, and creating another full-time Events Officer post, and another part-time Events Officer post, should be sufficient to undertake the current commitments of the Events Strategy and the DMP. Without any uplift in staffing support, including administrative support, Councillors would need to make a difficult decision about what events and services to keep and what to drop.

5.30 Members also acknowledged the need for additional capital funding to support future repairs and maintenance of our cultural assets as well as the need to continue to seek further external funding opportunities as well as delivering the projects which had already secured such funding.

**5.31 How and what data was used to inform decision making in relation to events?**

Information was gathered from event organisers, through the Apply4 system. This largely related to health and safety issues in relation to the Purple Guide for event management. The safety of people attending events came before all other considerations. This was also what was discussed as part of PSAG deliberations. This information formed part of the weekly discussion that the Events Team had with the Culture and Events Service Manager which provided the opportunity to discuss any issues and ask pertinent questions. The Service Manager would then take the discussion (mainly about new events) to the Divisional Director or Members if required.

5.32 New events and events with potential issues would be discussed at PSAG and event organisers were often invited in to present their plans. For all events, but mainly those that were commercial events, the Council would be interested in numbers attending, income to the Council, and ahead of a second year, attendee demographics. The Council was also interested in impact locally on the hospitality and accommodation sectors.

**5.33 How were businesses able to engage with and influence tourism and culture activities?**

The Council mainly made contact with local businesses in relation to events via the ERBID, who then issued update information to their funding stakeholder organisations.

5.34 For Council run events such as the English Riviera Airshow the Council produced updates that ERBID shared with its funding stakeholder organisations. The Council also tried to make contact with the local businesses to inform them as to what is happening during the planning stage and also a few weeks ahead of the event, to inform about road closures etc. The Events Team also attended meetings run by the Licencing Team for licensed businesses in the area to inform them of these plans. This year's Airshow was being looked at in a different way, where the Council was looking to the community for more involvement and support for the event, so they had

attended a business breakfast to discuss financial support and inform businesses of our plans.

- 5.35 The Events Team also issue regular press/media releases with details about how individuals and organisations/businesses can get involved. They maintain a website of the same information see - <https://www.torbay.gov.uk/event-list/?q=other>.
- 5.36 For the Bay of Lights Illumination Trail, the Events Team took a similar approach to the Airshow – they visited all the businesses enroute and discussed the plans and also issued media releases and worked with ERBID to promote the event to businesses.
- 5.37 Businesses could help provide links to what was happening on their websites. They could engage with and provide feedback either via ERBID or to the Events Team directly or have a key role by investing in the Council and other's events.
- 5.38 **How did the Council engage and work with community and voluntary sector organisations on events?**

Via press/media releases and social media communications with direct engagement where appropriate and also through the ERBID.

- 5.39 **How can the Council maximise opportunities to benefit our care experienced young people and foster families in respect of events?**

The Council already supports our care experienced young people and foster families by giving them tickets to Council run events and putting on events with them e.g. King's Coronation and Queen's Jubilee. The Council supports with enabling an annual event with the fair, providing free tickets for the circus, vouchers for the international market during the summer, enabling the big wheel operator to offer free and discounted entry etc. The Events Team also work in partnership with Children's Services who help to fund tickets to events such as the circus, free and discounted entry to Torre Abbey and to see Father Christmas at Torre Abbey etc. Members also noted the terrific support from local businesses and organisations such as the Dartmouth Railway's Train of Lights, Splashdown and Princess Theatre.



## 6. Conclusion

- 6.1 The Panel reflected and debated all the information provided to them, both verbal and written. Members acknowledged the significant achievements of the Council and its partners in securing external investment for Torbay's cultural and heritage assets in recent years. The panel also recognised the importance of ensuring that there is sufficient capacity to deliver the Council and the Torbay Story's ambitions as a place and the projects for which funding had been identified. This would require additional investment by the Council as well as working more creatively with its partners, the community, voluntary and business sector to engage more and encourage more collaboration and celebration of the unique selling points around what Torbay has to offer, particularly in relation to the UNESCO Global Geopark. Encouraging businesses to work together to help promote each other and offer incentives for people to visit multiple cultural and heritage sites was also identified as important.
- 6.2 Members commended the work carried out by the Events Team over the past year despite reduced resources due to staff absence and other pressures within the Team, but felt that if Torbay was serious about being a premier destination, investment needed to be made to maintain appropriate staffing levels in order to deliver key events such as the English Riviera Airshow and invest in future infrastructure and explore new ways of working with partners, the community, voluntary and business sector to sell the Torbay Story and encourage more people to visit and stay in Torbay all year round. They also acknowledged the significant pressures on the Team bringing the Airshow back inhouse and that any additional work/investment requested as part of this review would need to be prioritised by the Director of Pride in Place.
- 6.3 Members thanked all those who had taken part in the review, particularly Carolyn Custerson for her expert advice and the members of the public who contributed towards the discussions.
- 6.4 The Panel formed the following recommendation to the Cabinet, which were considered by the Priorities and Resources Review Panel as part of their review of the Cabinet's budget proposals for 2024/2025 and approved by the Overview and Scrutiny Board on 7 February 2024. On being put to the vote, the motion was declared carried unanimously.

## 7. Recommendations

### 7.1 That the Cabinet be recommended:

1. that the Director of Pride in Place be requested to review how local businesses can become more involved to help promote cultural activity within Torbay, to ensure that local businesses feel connected into UNESCO Global Geopark Status and cultural assets;
2. that the Director of Pride in Place be requested to review the activities around education and raising the profile of the UNESCO Global Geopark, exploring how to maximise opportunities for education, particularly encouraging national geologists to use the Geopark and Devonian Period etc. and to include increased signage and boards with a particular focus on attracting more out of season opportunities;
3. that the Director of Pride in Place be requested to review the resource and capacity of the Events and Culture Team, including administrative support, and to explore how the independent, voluntary, community and business sectors could contribute to ensure that there is sufficient capacity and resources to deliver:
  - a. the Cultural and Heritage Strategies;
  - b. projects where the Council has received significant external funding;
  - c. future ambitions of the Council and its key partners, including the continuation of the £100,000 match funding from the Council to mirror the funding that the English Riviera Business Improvement District Company puts towards the delivery of the Events Strategy and Destination Management Plan;
4. that the Director of Pride in Place and Chief Executive of the English Riviera Business Improvement District be requested to review the communication around how to advertise events taking place in Torbay through <https://www.englishriviera.co.uk/whats-on>, including signposting approved event's organisers to the website, to ensure greater take up especially of smaller events;
5. that the Director of Pride in Place reviews whether the Torre Abbey pitch and putt contract remains the most appropriate use of the space to meet the Council's cultural and heritage objectives, especially in light

of the ongoing damage and annual repair costs to the roof of the Spanish Barn; how the risk of damage to the Spanish Barn can be reduced in future and explore alternative uses for the area, maximising the archaeological history of the site;

6. that the annual Business Plan for Torre Abbey be reviewed and presented annually to the Overview and Scrutiny Board together with details of performance against the previous plan;
7. that the Director of Pride in Place be requested to ask the Destination Management Group to explore options for working more collaboratively with attractions across Torbay to establish how they can work together to encourage and incentivise visitors to multiple attractions to help increase footfall;
8. that Members support the proposed revisions set out in the Events Strategy Suggested Updates document which ensures that it is in line with the Destination Management Plan and consider that the Events Strategy remains relevant;
9. that a report on implementation against the Events Strategy and Destination Management Plan is submitted to the Overview and Scrutiny Board to review and monitor performance on an annual basis or earlier if budgetary or capacity concerns are identified, to ensure that delivery of the Strategy and Plan remain achievable;
10. that the Director of Pride in Place be requested to develop and implement a criteria and application form for headline and feature events based on the Events Strategy and Destination Management Plan to enable the Council to assess applications against that criteria, particularly during the shoulder seasons to ensure that the events taking place on Council land are compliant with the Events Strategy;
11. that the Director of Pride in Place and the Events Team be requested to assess the effectiveness of the Torbay Events Advisory Panel and whether working with the ERBID and English Riviera Events Collective as an alternative would release capacity within the Team;
12. that the Director of Pride in Place be requested to explore the costs of a feasibility study to assess whether Torbay's meadows and green spaces could be utilised as show grounds; and

13. that the Director of Pride in Place be requested to review the information on the Council's website and documents relating to events such as the 'Events in Torbay A Guide for Organisers' and 'Apply to Hold an Event' to make them more accessible.

## **TORBAY COUNCIL**

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### **Cabinet Response to the recommendations of the Overview and Scrutiny Board – Review of Events, Culture and Tourism**

#### **Recommendation 1:**

That the Director of Pride in Place be requested to review how local businesses can become more involved to help promote cultural activity within Torbay, to ensure that local businesses feel connected into UNESCO Global Geopark Status and cultural assets.

#### **Response/Update:**

The new UK Shared Prosperity Fund (UKSPF) funded Geopark Discovery Experience Project, a joint project of English Riviera Business Improvement District Company (ERBID) and English Riviera UNESCO Global Geopark (ERUGGp), is working with partners, associate partners and local business creating opportunities to engage, whilst provided resources and training opportunities to enhance the impact and overall Geopark offer on organisations and the local community.

This is to be further supported by the Geopark Resilience application to National Lottery Heritage Fund (NLHF), to be submitted by the end of March 2024, for £250,000 to increase organisational and financial resilience, alongside public engagement activity. Greater organisational resilience and increased staff resource will support enhanced engagement with local businesses. Additionally, if successful, the funded project will include an analysis of Geopark cost/value and income generation options towards financial sustainability along with the creation of 'Our Value' advocacy tool based on financial modelling, to increase and diversify partner buy-in and leverage investment.

Partners are pledging financial and in-kind support to become involved with the Geopark initiative.

**Recommendation 2:**

That the Director of Pride in Place be requested to review the activities around education and raising the profile of the UNESCO Global Geopark, exploring how to maximise opportunities for education, particularly encouraging national geologists to use the Geopark and Devonian Period etc. and to include increased signage and boards with a particular focus on attracting more out of season opportunities.

**Response/Update:**

The Geopark Resilience bid to NLHF will address this through the following workstreams:

- A feasibility study on Interpretation Centre(s) (UNESCO recommendation) with partners and an independent advisor. Test & learn activity (intention to initiate plans by end of project)
- Development of new website with dual digital pathways accessible for general audiences and scientific community (UNESCO criteria) with associated social media and communications
- Development of an Education & Interpretation Strategy and Toolkit with a focus on youth & underserved communities; pilot delivery to stress-test assumptions
- Give & Gain analysis, resulting in route-map for sustainable volunteer engagement
- Volunteering & Skills Coordinator (final year) to embed engagement and skills development, learning from past challenges, aligning with planned Interpretation Centre(s), with target to sustain role beyond project
- Partner/ambitions development, exchanging best practice through conferences and collaborations with national/international UNESCO partners and global comparators

It is anticipated that further opportunities to increase the awareness of the UNESCO Geopark designation and how it helps Torbay's offer for residents and visitors develop will develop through the Heritage Place programme made possible with National Lottery Heritage Fund. There are also medium-term opportunities to develop across Devon and Torbay links to other UNESCO sites across the area covered by the devolution deal offered by Government.

**Recommendation 3:**

That the Director of Pride in Place be requested to review the resource and capacity of the Events and Culture Team, including administrative support, and to explore how the independent, voluntary, community and business sectors could contribute to ensure that there is sufficient capacity and resources to deliver:

1. the Cultural and Heritage Strategies;
2. projects where the Council has received significant external funding;
3. future ambitions of the Council and its key partners, including the continuation of the £100,000 match funding from the Council to mirror the funding that the English Riviera Business Improvement District Company (ERBID) puts towards the delivery of the Events Strategy and Destination Management Plan.

**Response/Update:**

The resource and capacity reflects the objective for Torbay to offer quality, distinctive events that provide a positive impact on the quality of cultural offer for residents, businesses and visitors. The team is currently leading on the delivery of signature events, supporting the use of Council spaces by third parties and supporting delivery of community events. Increasing the focus on the signature events and using third parties to bring in quality and authentic events on Council land offers a range of benefits. To do this community organisers require support in the short term to increase capacity in those organisations.

Recognising the resource risk this recommendation was also included in the Revenue and Capital Budget 2024/2025 – Report of the Overview and Scrutiny Board submitted as part of the Budget consultation process.

This recommendation was subsequently put forward in budget proposals for 2024/25 which were approved on 22 February 2024. There is an approved one-off amount of £1m over four years and an additional £100,000 towards in the base staffing budget.

It was assumed that the £100,000 for events match funding will be taken from the additional £250,000 per year for four years, as set out in the 2024/25 budget proposals. The ERBID have not yet signed off their budget for 2024/25 but are due to meet on 29 February 2024 and we are awaiting confirmation that they will allocate their £100,000 match funding.

**Recommendation 4:**

That the Director of Pride in Place and Chief Executive of the English Riviera Business Improvement District be requested to review the communication around how to advertise events taking place in Torbay through <https://www.englishriviera.co.uk/whats-on>, including signposting approved event's organisers to the website, to ensure greater take up especially of smaller events.

**Response/Update:**

ERBID already promote headline/ signature and feature events through its tourism website. It is up to ERBID to determine the type of events that they will promote on the site.

The Culture and Events team promote events the team are directly responsible for (including those at Torre Abbey and Geopark events), mainly through social media and other channels where appropriate. They will also signpost the ERBID website on the event application site in future.

There is not sufficient capacity within the Events team to run an additional events “what’s on” website for all events large and small.

**Recommendation 5:**

That the Director of Pride in Place reviews whether the Torre Abbey pitch and putt contract remains the most appropriate use of the space to meet the Council’s cultural and heritage objectives, especially in light of the ongoing damage and annual repair costs to the roof of the Spanish Barn; how the risk of damage to the Spanish Barn can be reduced in future and explore alternative uses for the area, maximising the archaeological history of the site.

**Response/Update:**

A strategic business case is being developed to go to Capital and Growth Board in April and this will consider the landscaping project for the whole of the 17.8 acres of the Torre Abbey scheduled monument site. The business plan will include potential removal of the pitch and putt site (a public consultation may be required regarding the pitch and putt), conservation, repairs and upgrade (heating and facilities building to support all-year round commercial use) of the Spanish Barn and re-landscaping to enable larger events suitable for a heritage site and unlock one of the largest publicly accessible green spaces in Torquay.

**Recommendation 6:**

That the annual Business Plan for Torre Abbey be reviewed and presented annually to the Overview and Scrutiny Board together with details of performance against the previous plan.

**Response/Update:**

This has been added to the list of items for the 2024/25 Overview and Scrutiny Board Work Programme.

**Recommendation 7:**



That the Director of Pride in Place be requested to ask the Destination Management Group (DMG) to explore options for working more collaboratively with attractions across Torbay to establish how they can work together to encourage and incentivise visitors to multiple attractions to help increase footfall.

**Response/Update:**

The English Riviera Attractions Forum is already in place and the DMG should be requested to follow this up directly with that group.

**Recommendation 8:**

That Members support the proposed revisions set out in the Events Strategy Suggested Updates document which ensures that it is in line with the Destination Management Plan and consider that the Events Strategy remains relevant.

**Response/Update:**

A strategy update will be sent to Cabinet before the end of April.

**Recommendation 9:**

That a report on implementation against the Events Strategy and Destination Management Plan is submitted to the Overview and Scrutiny Board to review and monitor performance on an annual basis or earlier if budgetary or capacity concerns are identified, to ensure that delivery of the Strategy and Plan remain achievable.

**Response/Update:**

This has been added to the list of items for the 2024/2024 Overview and Scrutiny Board Work Programme.

These documents (especially the DMP) are delivered in partnership and will need agreement of partners to do this.

**Recommendation 10:**

That the Director of Pride in Place be requested to develop and implement a criteria and application form for Headline and Feature events based on the Events Strategy and Destination Management Plan to enable the Council to assess applications against that criteria, particularly during the shoulder seasons to ensure that the events taking place on Council land are compliant with the Events Strategy.

**Response/Update:**

A review of the Events Application information on the Council's website and the linked information on the Apply4 system is currently being undertaken. Clarity around the criteria for Headline and Feature events will be added before the end of April 2024.

**Recommendation 11:**

That the Director of Pride in Place and the Events Team be requested to assess the effectiveness of the Torbay Events Advisory Panel (TEAP) and whether working with the ERBID and English Riviera Events Collective as an alternative would release capacity within the Team.

**Response/Update:**

TEAP has now ceased as the need for it has been superseded by the English Riviera Events Collective (EREC) and regular Events Meetings between officers and the ERBID which will be maintained going forward.

**Recommendation 12:**

That the Director of Pride in Place be requested to explore the costs of a feasibility study to assess whether Torbay's meadows and green spaces could be utilised as show grounds.

**Response/Update:**

This recommendation was also included in the Revenue and Capital Budget 2024/2025 – Report of the Overview and Scrutiny Board submitted as part of the Budget consultation process.

However, the approved budget does not include an amount for this feasibility study.

**Recommendation 13:**

That the Director of Pride in Place be requested to review the information on the Council's website and documents relating to events such as the 'Events in Torbay A Guide for Organisers' and 'Apply to Hold an Event' to make them more accessible.

**Response/Update:**

A full review and update of Events information and event application information on the council website will be completed before the end of April 2024.

### Performance Monitoring 2023/2024 Quarter 3 – Report of the Overview and Scrutiny Board

#### Report to Cabinet on 19 March 2024

#### Background

1. The Overview and Scrutiny Board met on 7 February 2024 to consider Performance Monitoring 2023/2024 Quarter 3. The Board considered the submitted report which set out the Council's Performance Monitoring for Quarter 3 of 2023/2024. It was noted that the format was based around Directorates rather than the Community and Corporate Plan as the new Plan had not yet been approved by Council. Cabinet Members and Directors responded to the following questions:
  - what was the reason for the red status for the proportion of adults in contact with secondary mental health services who live independently, with or without support year to month;
  - how much would the issues with the Devon Partnership Trust data impact on the adult social care inspection and would the Inspectors accept the reasons behind this;
  - did 110 for the average numbers in temporary accommodation on any one night this quarter relate to households or individuals and could this be specified in future reports;
  - the Council was trying to find ways to reduce numbers and costs of temporary accommodation it would be useful if the Board could know where the families were being accommodated (a written response would be provided to the Board);
  - there had been good progress made to reduce the numbers of people in temporary accommodation, was this a result of the preventative work and what type of work was being done;
  - moving forward would the Council be able to spend less than the allocated budget on temporary accommodation;
  - was there a plan to reduce the target of 120 for temporary accommodation due to the successful prevention work (a written response would be provided to the Board);
  - how does Torbay compare to our neighbours on numbers of Unaccompanied Asylum Seeking Children (UASC) and what action was being taken to lobby Government to ensure that the Council receives fair costs for supporting UASC;
  - what was the reason for the drop in suitable accommodation for care experienced young people;

- there had been a big drop in the percentage of cared for children in the period with three or more placements in the last 12 months but the status was showing much worse than target, what was the reason for that;
- the annualised rate per 10,000 children of children becoming cared for in the period was showing as green, this was a positive improvement, what action had been taken to improve this target;
- the targets relating to overweight, drugs and alcohol were all showing as red, what were the reasons for this;
- the target for percentage of births that receive a face to face new birth visit within 14 days by 0-19 service was showing as red, what was the reason for this and what action was being taken to address this;
- did the Public Health Team connect with families in other ways and how did the Team see what the impact on the babies was e.g. breastfeeding, mortality etc.;
- what action was being taken to address the red status for provision of Intrauterine Device Long Acting Reversible Contraception (IUD LARC) fittings and were contraceptive implants also offered to men;
- what was the timeframe for improving access to IUD LARC;
- what was the reason for the red status for number of secondary schools engaged with business (voluntary enterprise advisors) and what action was being taken to address this;
- recycling rates were low what was the reason for this and what was being done to increase rates;
- what action was being taken to address the red status for percentage of major planning applications determined (statutory timeframe 13 weeks), percentage of minor planning applications determined (statutory timeframe 8 weeks) and poor performance for planning application validations;
- why did the report not include monitoring of planning enforcement as this was a known area for poor performance;
- what was the Multiply Programme;
- the title of the new indicators for births of new enterprises and deaths of enterprises were not nice phrases, could this be changed;
- how do the two indicators relating to out of work benefit claimants and workless households relate;
- what was the reason for corporate complaints red status and what plans were there and timescale for improvement;
- was the registration of deaths in 5 days a legal requirement and what was the implication of not meeting this target;
- was the format for reporting sickness the best way or would it be better to include a percentage against the number of staff employed (a written response on the percentage against the number of staff employed to be provided to the Board);
- did the Council know what percentage of people die in hospital rather than at home and was there anything that could be done to help families obtain death certificates quicker (a written response to be provided to the Board on the percentage of people who die in hospital rather than at home);
- SWISCo complaints showed 0.1 which was the lowest it had been, how were complaints quantified i.e. did this include a missed bin collection;

- there had been a huge improvement in the number of SARS (Subject Access Requests) dealt with within statutory timescales but it was showing as worse than target, what was the reason for this. The Board acknowledged the success in improving this target and requested their appreciation to be shared with the staff responsible.

Members requested future performance relating to Planning include the numbers of applications rather than percentages to make it easier for them to understand the numbers involved.

The Board requested the work on homelessness and the revised Homelessness and Rough Sleeping Strategy to come back to the Board for review when it was ready.

2. The Board reflected and debated the information provided to them, both in writing and orally and formed the following recommendation to the Cabinet. On being put to the vote, the motion was declared carried unanimously.
3. That the Cabinet be recommended:
  1. to review the stretch target for temporary accommodation to see if this can be lowered in light of the proactive work being undertaken;
  2. to include an indicator around planning enforcement and show all planning targets as numbers rather than percentages; and
  3. to consider reviewing the staff absence statistics to include the percentage against the number of employees.

## **TORBAY COUNCIL**

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### **Cabinet Response to the recommendations of the Overview and Scrutiny Board – Performance Monitoring 2023/2024 Quarter 3**

#### **Recommendation 1:**

To review the stretch target for temporary accommodation to see if this can be lowered in light of the proactive work being undertaken.

#### **Response/Update:**

An Evidence Base document has very recently been produced to inform the Homeless and Rough Sleeping Strategy. This has pulled data from comparator areas to help demonstrate why Torbay is performing in different ways from the national, regional, and local trends. This will be used to inform the production of the strategy this year. Based on the evaluation of the data provided and the reasons for the loss of accommodation in Torbay, an assessment of the target has been undertaken. The factors that influence homelessness in Torbay are those that require long term solutions and implementation, as such it is considered that the target should not be reduced. This is also against backdrop where other local authorities are also now seeing an increase in temporary accommodation. It is therefore considered that there is still too much volatility in the wider socio-economic climate and housing markets to provide assurance that it would be appropriate to reduce this at this point.

#### **Recommendation 2:**

To include an indicator around planning enforcement and show all planning targets as numbers rather than percentages.

#### **Response/Update:**

Future Performance Reports will include two new Performance Indicators:

- Number and percentage of planning enforcement cases closed (during the quarter)
- Number of open enforcement cases as at the end of the quarter
- Number of enforcement notices issued

#### **Recommendation 3:**

To consider reviewing the staff absence statistics to include the percentage against the number of employees.

**Response/Update:**

Future Performance Reports will report sickness absence as follows:

- Number of days sickness per FTE (current PI in the report).
- Percentage of working days lost due to sickness absence (new to be included).

### **Budget Monitoring 2023/24 – Quarter 3 Revenue and Capital Outturn Forecast – Report of the Overview and Scrutiny Board**

#### **Report to Cabinet on 19 March 2024**

#### **Background**

1. The Overview and Scrutiny Board met on 7 February 2024 to consider Budget Monitoring 2023/24 – Quarter 3 Revenue and Capital Outturn Forecast. The Cabinet Member for Housing, Finance and Corporate Services, Councillor Tyerman, outlined the submitted budget monitoring report which provided a high level summary of the Council's forecasted revenue and capital expenditure for the 2023/2024 financial year. The report was based on figures as at the end of Quarter 3 which predicated a £0.8m overspend, a £500k reduction on the forecast made at Quarter 2. Work would continue throughout the year to manage a break even position by the end of the financial year.

The Board raised the following points:

- how did Torbay Council's predicted overspend compare to Devon and Plymouth;
- the projected outturn for home to school transport was a £312,000 overspend, was this likely to reduce by the end of the financial year;
- what efforts were being made to ensure that the Council receives a fairer settlement from Government for Unaccompanied Asylum Seeking Children (UASC);
- which budget did the legal challenge for UASC come out of;
- what were the current Collection Fund percentages (a written response would be provided to the Board);
- the Capital allocation from the Department for Transport (DFT) seemed low compared to the huge backlog in highways repairs and maintenance, what was the plan for spending the additional money from DFT (a written response would be provided to the Board);
- the cost of living was still impacting on many people, had the levels of collection from those in receipt of Council Tax Support improved and was the Council considering the impact of debt collection on vulnerable households;
- how many high cost children's placements did the Council have and how many were being reviewed to see if they could be moved to suitable cheaper placements;



- over a year, how much did the highest cost placements for children cost;
- there was a reduction in staffing and retention and recruitment how were budgets being driven to make those savings and what was the impact;
- how did Torbay's vacancy rate compare to the national average;
- what was the reason that agency costs were being compared to 2021/2022 and not 2022/2023;
- what was the reason that there had been no draw down on the Community Lead – Affordable Housing Loans and what process would be adopted to consider future need; and
- Disabled Facilities Grants were meant to increase their threshold over £30,000 but have not gone up, how much of a challenge does this give for people needing to make adaptations to their homes.

The Board acknowledged the success of the Investment Portfolio contributing £4.1m to the Revenue Budget despite the current economic climate.

Members requested that future Budget Monitoring Reports include previous quarters in the Budget Summary Position table to enable them to compare variances over the financial year.

The Board requested that in addition to the Capital Programme Monitoring report, the Quarterly Capital Investment Plan report also includes the original estimated cost of the scheme and date it was approved.

The Board noted the forecasted revenue outturn position and mitigating action identified in the submitted report and the current capital schemes.

2. The Board reflected and debated the information provided to them, both in writing and orally and formed the following recommendation to the Cabinet. On being put to the vote, the motion was declared carried unanimously.
3. That the Cabinet be recommended to promote and encourage communities to apply for Community Lead – Affordable Housing Loans.

**Cabinet Response to the recommendations of the Overview and Scrutiny Board – Budget Monitoring 2023/24 – Quarter 3 Revenue and Capital Outturn Forecast**

**Recommendation 1:**

That the Cabinet be recommended to promote and encourage communities to apply for Community Led – Affordable Housing Loans.

**Response/Update:**

The Director of Pride in Place in conjunction with the Head of Housing Strategy and Delivery explore Community Led – Affordable Housing Loans within the Housing Strategy Delivery Plan. The allocation shown is a commitment to support this activity, officers will review how this tool can be used to accelerate delivery of housing in Torbay.