

## **OVERVIEW AND SCRUTINY BOARD**

A meeting of **Overview and Scrutiny Board** will be held on

**Wednesday, 8 July 2015**

commencing at **5.30 pm**

The meeting will be held in the Meadfoot Room, Town Hall, Castle Circus,  
Torquay, TQ1 3DR

### **Members of the Board**

Councillor Lewis (Chairman)

Councillor Barnby  
Councillor Bent  
Councillor Bye  
Councillor Darling (S)

Councillor Stockman  
Councillor Stocks  
Councillor Tolchard  
Councillor Tyerman

### **Co-opted Members of the Board**

Penny Burnside, Diocese of Exeter

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**Working for a healthy, prosperous and happy Bay**

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For information relating to this meeting or to request a copy in another format or language please contact:

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**01803 207063**

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# OVERVIEW AND SCRUTINY BOARD AGENDA

1. **Apologies**  
To receive apologies for absence, including notifications of any changes to the membership of the Committee.
2. **Appointment of Vice-Chairman**  
To consider appointing a Vice-Chairman of the Board for the ensuing Municipal Year.
3. **Minutes** (Pages 1 - 2)  
To confirm as a correct record the minutes of the meeting of the Board held on 22 June 2015.
4. **Declarations of Interest**
  - 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.)
5. **Urgent Items**  
To consider any other items that the Chairman decides are urgent.
6. **Torbay Retail and Tourism Business Improvement District** (Pages 3 - 6)  
To receive an update report on the proposed Torbay Retail and Tourism Business Improvement District.
7. **Provisional Revenue Outturn 2014/2015 - Subject to Audit** (Pages 7 - 16)  
To consider the provisional outturn position for the 2014/2015 revenue budget and to make any recommendations to Council.

- 8. Capital Investment Plan Outturn 2014/2015 - Subject to Audit** (Pages 17 - 26)  
To consider the outturn position in relation to the Council's capital income and expenditure for 2014/2015 and to make any recommendations to the Council.
- 9. Adult Social Care - Local Account and Annual Adult Safeguarding Report** (Pages 27 - 51)  
To consider the draft Local Account for adult social care and to consider making any comments for inclusion within the final document.
- 10. Corporate Plan 2015-19** (Pages 52 - 61)  
To consider the draft Corporate Plan for 2015-2019 and to hear from the Mayor and Executive Leads how the ambitions and targeted actions within the Plan may impact on future service delivery.
- 11. Overview and Scrutiny Work Programme** (Pages 62 - 66)  
To consider the attached report on the proposed Overview and Scrutiny Work Programme.



## Minutes of the Overview and Scrutiny Board

22 June 2015

**-: Present :-**

Councillors Barnby, Bent, Bye, Darling (S), Lewis, Morey, Stocks,  
Thomas (D) and Tyerman

(Also in attendance: The Mayor and Councillors Amil, Brooks, Cunningham, Ellery,  
Excell, Haddock, King, Kingscote, Mills and Thomas (J))

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### 1. Election of Chairman

Councillor Lewis was elected Chairman of the Board for the 2015/2016 Municipal Year.

#### **Councillor Lewis in the Chair**

### 2. Apologies

It was reported that, in accordance with the wishes of the Independent and Conservative Groups, the membership of the Board had been amended to include Councillors Morey and Thomas (D) in place of Councillors Stockman and Tolchard respectively.

### 3. Appointment of Vice-Chairman

Consideration of this item was deferred until the next meeting of the Board.

### 4. Minutes

The minutes of the meeting of the Board held on 8 April 2015 were confirmed as a correct record and signed by the Chairman.

### 5. Establishment of Policy Development Groups

The Board considered a call-in by ten Members of the Council of the decision by the Mayor to, amongst other things,:

- establish two Policy Development Groups
- agree the working arrangements for the Policy Development Groups
- approve the Decision-Making Route for policy development.

In considering the call-in, the Board sought the views of the Mayor on a number of points which the Board felt would ensure that the Overview and Scrutiny Board would have an appropriate level of influence within policy development.

**Resolved:** that the issue be referred to the Council for the following reasons:

1. The principles of overview and scrutiny at Torbay were agreed by the Council with an overwhelming majority at its meeting held on 26 February 2015.
2. Whilst not part of the Council's formal governance arrangements, the principles were also confirmed by the Conservative Group following the Local Elections in May 2015.
3. All Councillors should have the opportunity to express their views on the Mayor's proposals for policy development and on the governance arrangements of the Council.

Chairman

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**Meeting:** Overview and Scrutiny Board **Date:** 8 July 2015

**Wards Affected:** All Wards

**Report Title:** Torbay Retail and Tourism BID – Update

**Executive Lead Contact Details:** Councillor Richard Haddock, Executive Lead for Business  
01803 845837; [Richard.Haddock@torbay.gov.uk](mailto:Richard.Haddock@torbay.gov.uk)

**Supporting Officer Contact Details:** Kevin Mowat, Executive Head of Business Services  
01803 292429; [Kevin.Mowat@torbay.gov.uk](mailto:Kevin.Mowat@torbay.gov.uk)

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## 1. Key points and Summary

- 1.1 In September 2014, the Council agreed to allocate up to £100,000, over a two year period, to develop the Torbay Retail and Tourism Business Improvement District (TRTBID) and to endorse the TRTBID Task Group to take forward the development and consultation stage of the TRTBID project.
- 1.2 The Mosaic Partnership was commissioned to develop the TRTBID and after several months of consultation, a Summary Business Plan was issued at the end of May 2015. Comments have been received from many businesses and this feedback has informed the Final Business Plan, which is almost complete.
- 1.3 Following the feedback and the results of the TRTBID consultation, the Task Group has taken the decision to extend the timetable for ballot for the TRTBID. This will now take place from mid October – mid November 2015.
- 1.4 This report provides the background and an update on the current position in respect of the TRTBID.

## 2 Introduction

- 2.1 The Council is expecting large budget cuts over the next three years and it is recognised that, after March 2016, it will need to review level of direct funding it provides in support of tourism activity. In September 2014, the Council considered an alternative funding model that would ensure that the destination marketing and visitor information service continues to increase tourism across Torbay. Consequently a TRTBID proposal is being developed that would see the retail and tourism business sectors working in a collaborative way to increase staying and day visitors, which in turn would increase footfall within the town centres and retail areas.
- 2.2 There are currently two retail Business Improvement Districts (BID's) operating; one in Paignton Town Centre and the other at Babbacombe. The Torquay Town Centre BID ended earlier this year. After consultation with all the existing retail

BID leaders, it was agreed that a TRTBID, which combines both retail and tourism businesses, was the best option going forward.

- 2.3 By developing a combined arrangement between both retail and tourism it was considered that the marketing of the destination and all it had to offer would have the greatest impact in central support and marketing when Torbay is faced with competition from other destinations and shopping centres.
- 2.4 A new TRTBID would only proceed following a successful ballot of those businesses that would be liable to pay the annual BID levy. However, if a 'Yes' vote was secured then the levies would deliver £1m per annum for the five-year period of the TRTBID. The operating budget would provide for town centre specific activities as well as national and international destination marketing. This would make Torbay the largest and most valuable Retail and Tourism BID currently operating within the UK.
- 2.5 A TRTBID is an arrangement whereby business (retail and tourism related) get together, decide what additional improvements they want to make, how they are going to manage and deliver those improvements, and what it will cost them. This can include services like additional cleaning, infrastructure improvements; marketing activity and events like the Christmas Lights. The agreed improvements all go into a business plan to cover the whole period, which is voted on by all those who would be within the designated geographical area and would have to pay (the BID Levy). The TRTBID period can last for a maximum of 5 years and must be able to demonstrate how it has benefited businesses that have funded it.
- 2.6 The BID Levy payment model has been developed through the consultation stage so that it is fair to all size of businesses and so that all businesses included are aware of the payment they will have to make at the time they vote on the proposed TRTBID. It is proposed that the TRTBID levy will be applied to all businesses with a rateable value of £7,500 or more, who have a rates categorisation linked to the retail and tourism sectors, as pre-determined by the TRTBID Task Group.
- 2.7 The ballot's success is dependent on over 51% of those who voted, voting 'Yes'. This must be 51% of individuals who voted and must be 51% of the rateable value of those who voted. This is to ensure that it is fair to both large and small businesses equally. If the vote is won; then all businesses balloted and identified in the geographical area from all the sectors included in the TRTBID proposal will be duty bound to pay the agreed BID Levy (whether or not they voted Yes or No).
- 2.8 The local authority is responsible for collecting this BID Levy on behalf of the TRTBID organisation as part of the normal business rate charging process. If businesses fail to pay the BID Levy then the same recovery systems for other forms of business rates apply.
- 2.9 The TRTBID would enable both sectors to benefit significantly. The retail sector would see increased footfall and income throughout the shopping areas, and the tourism sector increased staying and day visitors.
- 2.10 A new TRTBID for Torbay will allow businesses to have more control and be more involved with the marketing and strategic development of Torbay. The

ultimate aim is to ensure that Torbay attracts more visitors, more spend, more investment so that existing businesses prosper, and new ones choose to locate here.

- 2.11 The exact projects and activities, which the TRTBID undertakes to achieve, are being decided by businesses through a major consultation exercise, which will result in the development of a structured business plan that all businesses who will ultimately pay the BID Levy can sign up to. This document will be active for the life to the five-year period and will ensure that all who are participating can see the outcomes and achievements from their investment.
- 2.12 This TRTBID will involve tourism and retail working more closely together and the existing two retail BIDs and many other tourism and retail businesses are included as part of a proposed new BID Company. Unlike the existing and previous BIDs, the new company will include all shopping areas rather than a specific focus on the town centres. It will also provide for revenue opportunities to be maximized to support the promotion of Torbay as a leading UK destination.
- 2.13 A TRTBID is seen as an exciting and sustainable way to manage an area and this model is increasingly being used by destinations to ensure that they are competitive in both marketing and managing their offer. Recently Bournemouth, Dartmouth and Great Yarmouth have introduced TBIDs, where business get together and fund activities such as marketing and promotion.
- 2.14 A TRTBID Task Group has assisted the TRTBID Project Manager to engage all the local retail and tourism businesses to develop the priorities identified by the potential BID Levy payers. The Task Group fully represents the geographical area and is balanced to reflect the value of all sectors equally. Members of the Task Group have been drawn from the existing Town Centre BID organisations, other groups representing all retailers, tourism organisations including, hoteliers, self-catering accommodation providers and holiday parks, as well as visitor attractions. The Council is represented on the Task Group, as it will pay a significant levy for a variety of tourism related properties, including toilets, leisure facilities, visitor attractions, beach huts, the harbours and all car parks.
- 2.15 The development of the TRTBID has had to comply with The Business Improvement Districts (England) Regulations 2004, where there are strict processes to be followed to undertake the development and the implementation of a BID.
- 2.16 If a 'Yes' vote is achieved then a TRTBID organisation will be developed. The representation will reflect the makeup of the BID Levy payers. For example if 60% of businesses who are balloted are from the retail sector then this would be reflected in representation on the organisations Board.
- 2.17 Every BID Levy payer would be able to nominate and vote democratically for their representatives and the governance would be fully transparent. Levy payers would hold the Board to account for the activities of the company and how the money is spent. It is expected that all BID Levy payers have open access to the general matters part of all Board meetings to ensure that all developments throughout the period are transparent and open to challenge.



2.18 The key officers of the organisation will be elected from within the Board itself. Any costs for the management and operations of the organisation will be funded from the annual TRTBID Levy contributions.



Meeting: **Overview and Scrutiny Board  
Council**

Date: **8th July 2015  
23<sup>rd</sup> July 2015**

Wards Affected: **All Wards**

Report Title: **Provisional Outturn 2014/15 – Subject to External Audit**

Executive Lead Contact Details: **Mayor Oliver, [mayor@torbay.gov.uk](mailto:mayor@torbay.gov.uk)**

Supporting Officer Contact Details: **Martin Phillips, Chief Financial Officer,  
[Martin.phillips@torbay.gov.uk](mailto:Martin.phillips@torbay.gov.uk)**

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## **1. Purpose and Introduction**

- 1.1. The revenue outturn report provides a summary of the Council's revenue income and expenditure for the financial year 2014/15 and makes recommendations with respect to any uncommitted resources.
- 1.2 A separate report will be presented to the Overview and Scrutiny Board and Council of the final capital outturn position.
- 1.3 For 2014/15 the Council's revenue budget achieved a balanced position.

## **2. Proposed Decision**

### **Overview & Scrutiny Board**

- 2.1 That the revenue outturn position for 2014/15 be noted.
- 2.2 That the Overview and Scrutiny Board be asked to report directly to Council on any recommendation it may have following its review of the outturn position.

### **Council**

- 2.3 That it be recommended to the Council that:
  - (i) A sum of £0.253m is approved as carry forward into 2015/16 to the Crisis Support Fund to support vulnerable members of the community
  - (ii) the revenue underspend of £14,000 is transferred to the Council's general fund reserve.
  - (iii) Members to note that the transfers above in 2.3 (i) to (ii) are subject to the final audit of the Council's accounts.

### 3. Reason for Decision

3.1 The Council's accounts must be finalised and signed by the Chief Finance Officer before the end of June each year in accordance with statute. The 2014/15 accounts are available from the Council website:

<http://www.torbay.gov.uk/index/yourcouncil/financialservices/statementofaccounts.htm>

The presentation of the financial outturn report concludes the regular reporting to Council on its 2014/15 revenue expenditure and makes recommendations to Members with respect to any uncommitted budgets there may be available at year end.

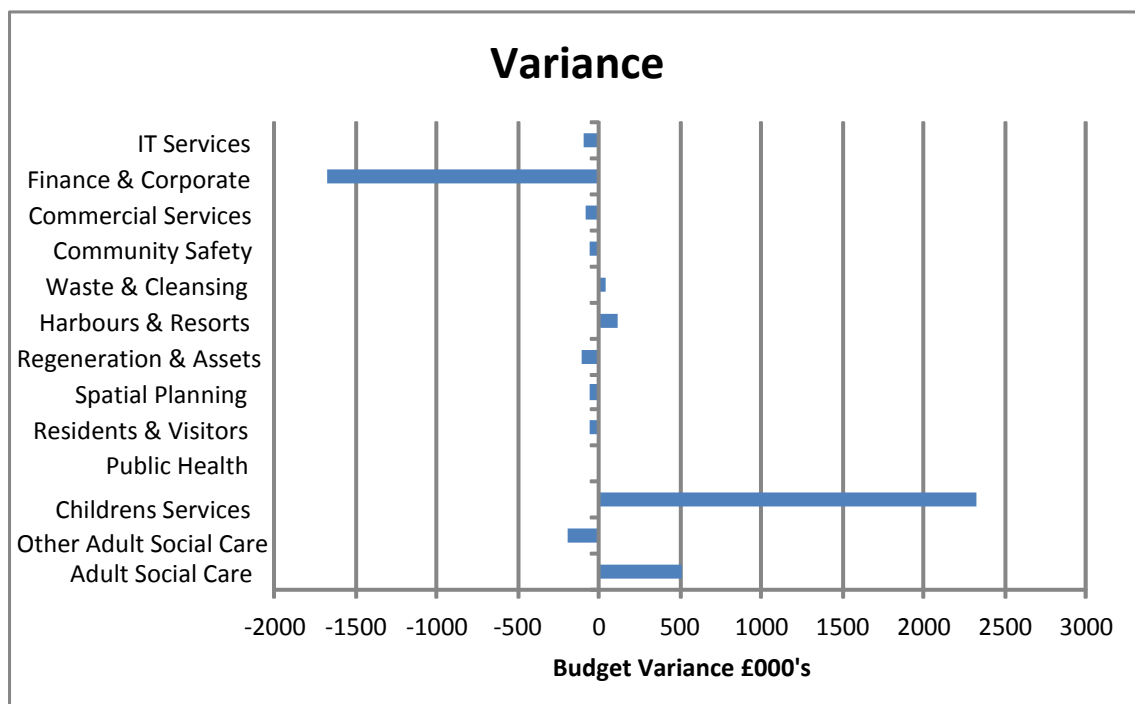
3.2 Approval of the carry forward request to support vulnerable members of the community through the Crisis Support Fund will provide additional, one off, financial resources to continue this support.

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## Supporting Information

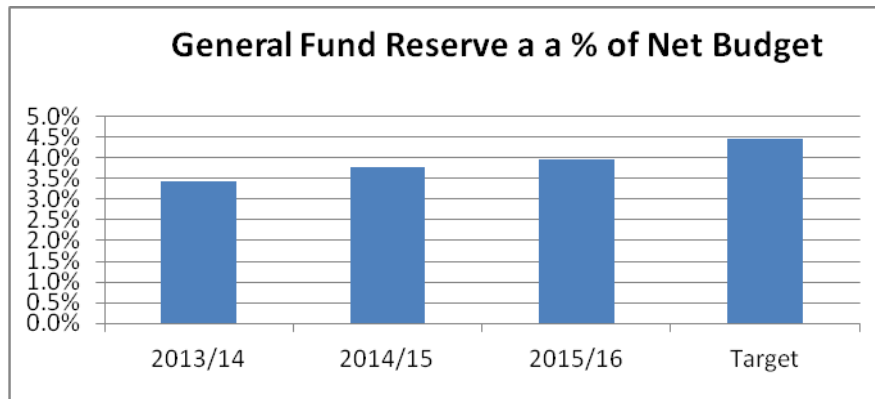
### 4. Position

4.1 The Council's revenue outturn for 2014/15 was a small underspend of £14,000, on a net budget of £115.8m, an improvement from the quarter three reported position. A summary of outturn compared to budget for each Executive Head area after carry forwards is as follows:



4.2 As previously reported the significant variances in year was within children's services and corporate issues. The overspend on this service, after the application of £2m contingency and £1.25m of reserves, was £2.3m.

- 4.3 This overspend in Childrens services was offset by a net underspend and/or additional income across other Council services.
- 4.4 The recommended transfer of £14,000 to the Council's general fund reserve increases that reserves' balance to £4.370m, a level equal to 4% of the Councils 2015/16 net revenue budget. The identified target level in the 2015/16 Review of Reserves report was 4.5%.



- 4.5 Approval of the carry forward request to support vulnerable members of the community through the Crisis Support Fund will provide additional, one off, financial resources to continue this support. The Crisis Support Fund reserve after the proposed transfer will be £0.604m. This is additional to the 2015/16 revenue budget for Crisis Support payments of £0.312m.
- 4.6 This report compares the revised budget position for 2014/15 to the revenue outturn position as at the end of the financial year and summarises the key variances.
- 4.7 The outturn position indicated in this report is the final position subject to the Council's external auditors, Grant Thornton, completing their annual audit of the accounts in June and July 2015. As part of any audit review, there is the possibility that changes may be made to the overall outturn position for the Council. However, should any variations to the figures be necessary these are not expected to be materially significant.
- 4.8 Carry Forwards
- 4.9 The Council's Financial Regulations states that; subject to the approval of Council when considering the end of the financial year position, any net under spends within a directly controllable revenue budget may be carried forward into the following financial year.
- 4.10 There is one carry forward which is recommended by the Chief Finance Officer for approval of £253,000 within Finance that is being referred to Council for a decision. It is recommended that the under spend in the Crisis Support Fund is carried forward and ring fenced to support the vulnerable in the community in 2015/16 and beyond. This carry forward proposal has been included within the overall outturn figures.

#### 4.11 Net Revenue Expenditure

4.12 Net revenue expenditure after transfers to/from reserves was £116.4m. A summary of expenditure compared to outturn position for each service area is as follows:

Service	Gross expenditure £m	Gross Income £m	Net Budget (revised) £m	Outturn £ms	Variance to Budget £m	Reported to Quarter Three £m
Adult Social Care - Trust	43.4	(0.7)	42.7	43.2	0.5	0.6
Other Adult Social Care	3.2	(1.3)	1.9	1.7	(0.2)	(0.1)
Childrens Services	79.8	(54.5)	25.3	27.7	2.4	2.8
Public Health	8.1	(8.1)	0	0	0	0
Residents & Visitors	17.7	(10.4)	7.3	7.2	(0.1)	0.1
Waste & Cleansing	12.3	(0.8)	11.5	11.5	0	0
Harbours & Resorts	3.6	(3.6)	0	0.1	0.1	0
Spatial Planning	7.7	(2.2)	5.5	5.5	0	0.1
Economic Development and Assets (TDA)	6.4	(2.6)	3.8	3.7	(0.1)	(0.1)
Community Safety	4.0	(1.7)	2.3	2.2	(0.1)	(0.1)
Commercial & Business Services	6.4	(1.8)	4.6	4.5	(0.1)	0
Financial Services including Corporate	93.4	(85.8)	7.6	5.9	(1.7)	(1.4)
IT Services	4.9	(1.6)	3.3	3.2	(0.1)	(0.1)
<b>Sub Total Net Expenditure</b>	<b>290.9</b>	<b>(175.1)</b>	<b>115.8</b>	<b>116.4</b>	<b>0.6</b>	<b>1.8</b>
Sources of Finance	-	(115.8)	(115.8)	(116.4)	(0.6)	(0.4)
<b>Total Net Expenditure</b>	<b>290.9</b>	<b>(290.9)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1.4</b>

4.13 A brief summary of the main variances and the principal reasons for any underspends or overspends within each directorate are summarised below:

<b>Service</b>	<b>Variance to Budget £m</b>	<b>Main Variances in 2014/15</b>
Adult Social Care	0.5	Primarily additional spend on the Joint Equipment Store and higher client numbers than planned in adult social care.
Other Adult Social Care	(0.2)	Contractual and vacancy management savings.
Childrens Services	2.4	The projected overspend is primarily due to budget pressures within Safeguarding and Wellbeing due to the number, length of placements and cost of independent sector placements (ISP), residential placements and increased staffing costs due to the ongoing use of agency social workers within the Safeguarding and Wellbeing service.
Public Health	0	Ring fenced budget
Residents & Visitors	(0.1)	A net underspend at year end where pressures at Torre Abbey, enforcement income and sports services have been offset by administrative savings and vacancy management across Residents and Visitors service. In addition strict financial control across all services and a moratorium on spending to maintain spend within the approved budget and receipt of additional income e.g. engineering team
Waste & Cleansing	0	A balanced position at year end, where increased costs of disposals were offset from income from the EFW contract
Harbours & Resorts	0.1	Budget pressures from essential works to beaches and lower than anticipated income.
Spatial Planning	0	A balanced position at year end, where a shortfall in income was offset by lower concessionary fare costs.
Economic Development and Assets (TDA)	(0.1)	Due to a return of unspent funds for regeneration projects
Community Safety	(0.1)	Budget pressures within the Housing Options service, due to increased costs for temporary accommodation, have been offset by savings within Environmental Health and other services due to vacancy management.
Commercial & Business Services	(0.1)	A combination of salary savings and increased income in trading areas.
Financial Services including Corporate Budgets	(1.7)	Vacancy management savings within Financial Services and Exchequer and Benefits, lower external audit inspection fees and actual income and expenditure on benefits. A number of corporate budgets are "accounted for" within the Finance budget and were used in the year to offset the overspend and include the release of a council contingency. In addition savings have been identified with reduced pension costs and higher than

		budgeted for NNDR section 31 grant income.
IT Services	(0.1)	Primarily salary savings
Sources of Finance	(0.6)	Income from NNDR Pool & additional Education Support Grant
<b>Total</b>	<b>0</b>	A net £14,000 underspend for 2014/15

#### 4.14 Schools

4.15 A balanced budget position has been declared for Schools Block Activities after making a contribution to the Dedicated Schools Grant reserve of £0.2m. This position will be reported to the Schools Forum. Members are reminded that the Dedicated Schools Grant can only be used for schools related activities.

4.16 Schools will be carrying forward balances of £2.9m (£2.8m 13/14) on their delegated funds from 2014/15 to 2015/16 – these resources are earmarked for schools related expenditure.

#### 4.17 Public Health

4.18 A balanced budget position has been declared for Public Health services, which are funded from a ring fenced grant, after making a contribution to reserves of £0.3m. This position will be reported to the Public Health England. Public Health will be carrying forward balances in total of £1.1m from 2014/15 to 2015/16. These resources are earmarked for public health related expenditure.

#### 4.19 Redundancy and associated costs

4.20 In 2014/15 the Council incurred £0.5m of redundancy and associated costs, mostly linked to the ongoing Council budget reductions. These have been funded from the Comprehensive Spending Review Reserve (CSR Reserve).

#### 4.21 Reserves

4.22 A review of all Council reserves is completed on an annual basis as part of the budget setting process for the forthcoming financial year. Subject to any adjustments post external audit a summary of Council reserves as at 31<sup>st</sup> March 2015 were as follows:

Reserve	31/3/14	31/3/15 outturn	Notes:
General Fund Reserve	4.4	4.4	
CSR Reserve	3.8	3.1	Use in year to fund redundancy and associated costs
Schools Reserve	2.8	2.9	
Earmarked Reserves	27.4	24.9	
<b>Total Reserves</b>	<b>38.4</b>	<b>35.3</b>	

- 4.23 During 2014/15 £1.250 million was applied to mitigate the Childrens Services overspend from the PFI Sinking Fund reserve. This reserve will need to be repaid by children's services in future years as the reserve is required to fund future contract costs along with future repayment of the £3.4m of reserves identified for the Childrens Services cost recovery plan agreed by Council in October 2014.
- 4.24 As noted in the summary to this report the general fund reserve is at £4.4m a level equal to 4% of the 2015/16 net revenue budget. This is below the target level of 4.5% which reflects the level of financial risks facing the Council.
- 4.25 The CSR reserve, a reserve set up a few years ago to support the Council through the period of funding reductions is £3.1m as at year end. The reserve was primarily used in year to fund £0.5m of redundancy and associated costs. In 2015/16 the reserve will be used to fund the agreed transitional funding for a number of services in 2015/16 (£0.3m) and may need to be used to fund the 2014/15 costs of the judicial review for care home fees where the initial judgement went against the Council.
- 4.26 Financial Risks as at 31/3/15
- 4.27 There are a number of financial risks facing the Council; the key risks are identified below.

<b>Risk</b>	<b>Impact</b>	<b>Mitigation</b>
Achievement of £12m of approved savings for 2015/16	High	15/16 Budget monitoring and "saving tracker" monitored by senior staff.
Potential impact and costs of judicial review for care home fees	High	Balance of CSR reserve and 2015/16 social care contingency
Achievement of Childrens Services cost reduction plan	High	Regular monitoring of performance
Identification and achievement of £33m of savings for 2016/17 to 2018/19	High	Issue identified in Medium Term Resource Plan and 2016/17 budget timetable.
Additional demand for services particularly in both adults and childrens social care	High	15/16 Budget monitoring and use of service performance data.
Additional Costs associated with Deprivation of Liberty and Safeguarding (DOLS) statutory duty	High	15/16 Budget and performance monitoring in consultation with Torbay And Southern Devon NHS Provider Trust.

4.28 Revenue Grant and S106 Carry Forwards

- 4.29 Where the Council receives grant funding from central government or other funding sources, such as S106 developer contributions, which have not been spent as at year end, these are carried forward into an earmarked reserve or as a "receipt in advance". These are held on the Council's balance sheet at year end and will be brought forward into 2015/16.



#### 4.30 Collection Fund

4.31 As a billing authority the Council is responsible for collection of, and subsequent distribution of, Council tax and Business Rates (NNDR) in the Torbay area.

4.32 There was an in year surplus of £0.7m on the Council Tax part of the Collection fund in excess of the 2015/16 budget estimate of the surplus. The Council's 84% share of this surplus will be used to support the 2016/17 budget.

4.33 There was an in year deficit of £0.1 on the NNDR part of the collection fund compared to the 2015/16 budget estimate of the position. The Council's 49% share of this deficit will be funded from the 2016/17 budget. The financial impact of the position on NNDR and the Council's share of NNDR under the Business Rate retention scheme is particularly volatile with central government changes to NNDR, the Council's membership of a Devon Wide NNDR "pool" and changes in actual NNDR collection including the impact of backdated NNDR appeals. The final NNDR position for 2014/15 including the Devon wide pool will not be finalised until September 2015, therefore the Council's revenue outturn for NNDR shows a balanced position with any variance transferred to the NNDR reserve until the 2014/15 position is finalised.

#### 4.34 Statement of Accounts

4.35 This report deals with the Council's management accounts for 2014/15. The Council's statutory Statement of Accounts for 2014/15 was a public document in June, (available on the Council's website), and will be presented to Audit Committee for Approval in July 2015 along with the external auditors report on those accounts. The Statement of Accounts is a more detailed document, produced in line with accounting guidance and will contain more detail on the Council's 2014/15 financial position. The accounts are subject to an extensive external audit.

#### 4.36 Capital Outturn and Treasury Management Outturn

4.37 The Council's capital outturn for 2014/15 will be presented to OSB and then Council as a "sister" report to the revenue outturn report.

4.38 The Council's Treasury Management outturn report on the Council's borrowing and investment activity in 2014/15 including the prudential indicators for capital expenditure and its financing will be presented to Audit Committee and then Council.

#### 4.39 Subsidiaries and Associates

4.40 The Council has 100% ownership of three companies and a shareholding in three others. The financial performance (based on draft accounts) of these companies as at 31/3/15 is as follows.

Company	Council share %	Surplus/(Deficit) for year £m	Net Equity - Surplus/(Deficit) £m
Torbay Development Agency (TDA)	100	(1.5)	1.1

English Riviera Tourism Company (ERTC)	100	(0.2)	(0.3)
Oldway Mansion Management Company	100	0	0
TOR2 - provisional as at 31/3/15	19.99	0.5	n/a
TOR2 – final to year end June 2014	19.99	0.4	(1.5)
PLUSS	25	0.8	2.0
Career's South West (pre IAS19)	25	(0.1)	1.7

4.41 All companies with defined benefit pension schemes had a deficit in year and reduced net equity due to changes in the discount rate used by the actuary in calculating the overall pension liability.

#### 4.42 Debtors

4.43 The key issues with respect to debtors are:

	2013/14 in year collection rate %	2014/15 in year collection rate %	2014/15 Income Collected to date £m	Arrears/Due as at 31/3/15 £m	Write offs in 2014/15 £m
Council Tax	94.9	95.5	65.8	5.3	0.5
NNDR	97.2	95.6	35.6	0.9	0.4
Sundry Debtors	n/a	n/a	n/a	3.9	0.1

4.44 Write offs above £5,000 have been circulated to Members of the Overview and Scrutiny Board as an exempt annex to this report and are available to all other Members upon request on a confidential basis.

## 5. Possibilities and Options

5.1 Members could consider alternative uses for the uncommitted budgets identified within this report.

## 6. Fair Decision Making

6.1 Not applicable

## 7. Public Services (Social Value) Act 2012

7.1 Not applicable

## **8. Risks**

- 8.1 There is a risk that the Council will have insufficient reserves to meet any unforeseen events. The maintenance of the general fund balances of £4.4m and the Childrens Services reserve of £3.4m will assist in ensuring the Council's reserves are sufficient to assist with its medium term financial planning and manage unforeseen events.

## **Appendices**

None

## **Additional Information**

Council's Officer Senior Leadership Team has reviewed the report.



Meeting: **Overview & Scrutiny Board  
Council**

Date: **8th July 2015  
23rd July 2015**

Wards Affected: **All**

Report Title: **Capital Investment Plan Update - (Outturn 2014/15) – subject to  
audit**

Executive Lead Contact Details: **Mayor Oliver, [mayor@torbay.gov.uk](mailto:mayor@torbay.gov.uk)**

Supporting Officer Contact Details: **Martin Phillips, Chief Financial Officer,  
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## **1 Purpose**

- 1.1 The Council's capital investment plan with its investment in new and existing assets is a key part of delivering the Council's outcomes. This is the final Capital Monitoring report for 2014/15 under the Council's budget monitoring procedures. It provides high-level information on capital expenditure and income for the year (subject to Audit), compared with the latest budget position as at quarter three reported in February 2015.
- 1.2 The Council's capital expenditure in 2014/15 was £20.4m with £2.6m of funding re profiled to be spent in future financial years.

## **2 Proposed Decision**

### Overview & Scrutiny Board

- 2.1 That the outturn position for Council's Capital expenditure and income for 2014/15 be noted.
- 2.2 That the Overview and Scrutiny Board be asked to report directly to Council on any recommendation it may have following its review of the outturn position.

### Council

- 2.3 That Council note the outturn position for the Council's Capital expenditure and income for 2014/15.
- 2.4 That Council note the action taken by the Chief Finance Officer, under the Officer Scheme of Delegation, to carry forward the unspent budgets for expenditure or work in progress (together with their funding) from 2014/15 to 2015/16.
- 2.5 That Council notes the funding of the capital investment plan for 2014/15 as outlined in paragraph 7.1.

- 2.6 That Council approves the allocation of £1.020m of the 2015/16 Disabled Facilities Grant, part of the Better Care Fund, to support Disabled Facilities Grants to vulnerable adults and Council re allocates £0.4m of unspent prior years Disabled Facilities Grant to support Infrastructure works. (para 6.19)
- 2.7 That Council approves the allocation of £0.461m of the 2015/16 Adult Social Care capital grant, part of the Better Care Fund, to support Adult Social Care expenditure. (para 6.25)

### **3 Reasons for Decision**

- 3.1 Quarterly reporting to both the Overview and Scrutiny Board and to Council is part of the Council's financial management process.

### **4 Summary**

- 4.1 Members of the Overview and Scrutiny Board and Council have received regular budget monitoring reports on the Council's Capital Investment Plan throughout the year. This report is the monitoring report for the fourth quarter 2014/15 which is also the financial year end. Variations reported are those arising in this quarter and any other changes reported will be reflected in the 2015/16 quarter one Capital Investment Plan update to OSB and Council in September 2015.
- 4.2 Outturn expenditure for the year was £20.4 million compared with the budgeted spend in the last monitoring position of £22.8 million. In percentage terms, spend was 89% (79% 13/14) of the latest forecast.

### **5 Supporting Information**

- 5.1 The original capital budget for 2014/15 reported to Council in February 2014 was £29.5 million. That was subsequently revised during 2014/15 for re profiling of expenditure from 2013/14, new schemes and re profiling spend to future years. All changes with reasons have been included in previous monitoring reports. Actual spend during 2014/15 was £20.4m, which is detailed in appendix 1.
- 5.2 Capital budgets of £2.6m will be carried forward to 2015/16 to enable schemes not completed or progressed in 2014/15 to be continued in the current year along with the funding sources for the scheme.
- 5.3 The Council set its Prudential Indicators for 2014/15 and monitoring arrangements for "affordable borrowing" in February 2014. The detailed Outturn Indicators are presented as part of the Treasury Management Outturn Report to be presented to Audit Committee in July and Council in September.
- 5.4 The expenditure predictions as at January 2015 were presented as part of the Capital Investment Plan Update to Council in February 2015. That Report noted anticipated expenditure of £23.2 million in 2014/15. This has been revised to a total of £22.8m with £0.3m of housing schemes re profiled to 2015/16.
- 5.5 Appendix 1 provides a schedule of the outturn for spending and funding in 2014/15.

Column (1) shows the revised budget for the year.

Column (2) shows the actual payments during the year.  
 Column (3) shows the variance between outturn and revised budget.  
 Column (4) shows the net budget to be carried forward to 2015/16.

- 5.6 In order to meet the timetable for the statutory closure of accounts it is inevitable that assumptions are made with regard to the final outturn figures which will be part of the audit of the Council's accounts. Any material changes will be reported to a future meeting.

## 6 Expenditure Outturn & Performance

- 6.1 The actual service expenditure in 2014/15 was £20.4 million. The outturn for individual projects is provided in Appendix 1. A summary at service level is in the table below –

	<b>Latest Budget</b>	<b>Outturn</b>	<b>Spent</b>	<b>Variation</b>
	<b>£m</b>	<b>£m</b>	<b>%</b>	<b>£m</b>
Adult Services	0	0	0	0
Childrens Services	5.8	6.3	109	0.5
Place	14.4	12.3	85	(2.1)
Public Health	0.9	0.7	78	(0.2)
All Services	1.7	1.1	65	(0.6)
<b>TOTALS</b>	<b>22.8</b>	<b>20.4</b>	<b>89</b>	<b>(2.4)</b>

- 6.2 In overall terms there was net variation in the Plan spend of £2.4million, which is 11% of the revised budget. A summary of the significant re profiling and reasons is included below.

- 6.3 The re profiling of budget within the net £2.6m of variations identified in appendix one to be carried forward to 2015/16 is summarised by scheme (in excess of £0.250m) in the table below:

<b>Scheme</b>	<b>Re Profiling</b>	<b>Reason</b>
	<b>£m</b>	
Cockington Primary Expansion	0.3	Project progressing faster than anticipated
White Rock Primary Expansion	0.7	Project progressing faster than anticipated
Princess Pier Decking	(0.3)	Scheme not started by March 2015
TEDC Capital Loan	(0.6)	Loan not drawn down in 14/15
Oldway Estate	(0.4)	Drawdown of lease not actioned in 14/15

- 6.4 The Capital Investment Plan spans 4 financial years and includes development projects where spending is expected to run for a number of years. It is normal that annual budgets need to be re-phased between years as schemes develop through feasibility, design and construction stages. On occasion consultation

with end-users, affordability of design and negotiation with external funders can significantly delay anticipated start dates.

- 6.5 During the year, budgets were regularly re-scheduled between the four years of the plan and the reasons were reported to Council.
- 6.6 On a number of schemes, even though works had not been undertaken by the year end a number of contractual commitments have been entered into, to progress the scheme.
- 6.7 Where project costs have exceeded budget, and funds could not be brought forward from future year's budgets, services were asked to identify additional sources of funding. No scheme has been carried forward to 2015/16 which will be a call on (new) funding allocated in for future years.
- 6.8 The Chief Finance Officer is authorised under the Officer Scheme of Delegation to approve re-phasing of expenditure between years provided the impact does not exceed the overall level of the approved programme and the available funding resources. Under this delegation, net budget provision of £2.6 million has been carried forward into 2015/16 to fund commitments on works in progress and to enable approved schemes to be completed. Conversely budgets for 2015/16 have been reduced on those projects which have spent in advance (within the overall capital budget for the project). A revised Capital Investment Plan, incorporating the budgets carried forward and any schemes that are now significantly changed will be presented with the first Capital Investment Plan update in 2015/16.
- 6.9 In addition to the re profiling of expenditure to future years the corresponding budgets for the funding of these schemes are also carried forward. Where funding has been received but not applied, this funding is reflected on the Council's balance sheet as usable reserves.

#### **Individual Project Monitoring - Main Variations & Management Action**

- 6.10 Appendix 1 shows the expenditure in 2014/15 on each individual project. A number of projects have been completed during the year and are now delivering improved services to users. A summary of schemes in the year is below.
- 6.11 **Childrens Services**
- 6.12 During 2014/15 a total of £6.3m of resources allocated to Childrens Services was spent mostly on school enhancement primarily for additional pupil places (basic need) including £2.5m at Cockington Primary school, £1.1m at White Rock Primary school and £0.6m at Torre Primary school.
- 6.13 Childrens Services presented a report on the revised reallocation of (previously approved) funding on school projects. The Capital Investment Plan will be updated for these changes on the 2015/16 Quarter One report. Link to the Childrens Services' report below:

<http://www.torbay.gov.uk/DemocraticServices/documents/s22563/Review%20of%20School%20Places%20in%20Torbay.pdf>

#### 6.14 **Place Services**

6.15 During 2014/15 a total of £12.3m of resources allocated to Place Services were spent on a range of projects. These included £2.8m contribution to South Devon Link Road, £3.4m on other transport related schemes and £1.8m on beach huts. The Velopark in Paignton was completed during the year (£0.3m of spend in year) along with a programme of installing LED lights in street lighting to reduce future costs (£0.5m of spend in year). In addition the new cross Bay ferry service started with new pontoons in both Torquay and Brixham harbours, (£1.1m of spend in year)

6.16 Expenditure was incurred on infrastructure assets partly linked to the storm damage during early 2014 funded from a number of sources including the Environment Agency and Small Ports Recovery Fund. (£1.2m of spend in year).

6.17 New refuse vehicles (£0.4m) were purchased, funded from the PFI contract, to enable TOR2 to deliver domestic waste to the new Energy From Waste Facility in Plymouth. This was a joint 25 year PFI contract with Plymouth City and Devon County Councils which started operation in April 2015.

#### 6.18 **Public Health**

6.19 During 2014/15 a total of £0.8m of resources allocated to Public Health services including £0.5m on Disabled Facilities Grants (DFG) to enable adaptations of dwellings for vulnerable adults. It is recommended to Council to allocate £1.0m of Disabled Facilities Grants to that service in 2015/16 which is in line with forecast levels of expenditure. Expenditure over the past three financial years has been £0.5m, £0.7m and £0.5m. It is also recommended that Council re allocates £0.4m of unspent prior year Disabled Facilities Grant to support future Infrastructure works such as cliff repairs and storm damage.

#### 6.20 **All Service**

6.21 During 2014/15 a total of £1.1m of resources allocated to Council wide services was spent mostly on the Office Rationalisation Project (£0.4m in year) which enabled the Council to vacate leased properties at Pearl Assurance House and Commerce House and relocate staff to Aspen Way, Harbourside in Paignton and Old Parkfield. Expenditure in year was also incurred on capital grants to the Riviera Centre (£0.2m) and on a replacement self service payroll and HR System (£0.3m in year).

#### 6.22 **Better Care Fund**

6.23 The Better Care Fund is a national government initiative to encourage Health bodies and Councils to work together, For Torbay this is a £11m pooled budget with the Southern Devon Clinical Commissioning Group (CCG). The pooled budget is primarily revenue funds however there are two capital grants within the fund which were received by the Council.

6.24 One of these grants is the Disabled Facilities Grant. In April 2015 the Council received its 2015/16 allocation of Disabled Facilities Grant of £1.020m which although paid direct to the Council by the Department of Communities and Local Government has been “passported” to the Council from the Better Care Fund. As



an un-ringfenced grant it is recommended that Council approve this allocation for Disabled Facilities Grants in 2015/16.

6.25 The second grant, notified but not yet received, is the Adult Social Care capital grant. This is expected to be £0.461m for 2015/16. This grant is also part of the Better Care Fund and is expected to contain conditions as to use, however the Department of Health have not yet notified the Council of these conditions. As the demand for capital expenditure in adult social care can be low, it may be more supportive of adult social care to “swop” this capital funding for revenue funding from another Council service or with the Clinical Commissioning Group. It is therefore recommended that Council approve this grant allocation to support adult social care.

#### 6.26 **Contingency**

The Council approved a capital contingency of £0.6 million. This contingency is still in place to provide for unforeseen emergencies or shortfall in projected income over the 4-year Plan period and represents approximately 1% of the total Capital Investment Plan.

### 7. **Receipts & Funding**

7.1 Resources used in the year to fund the actual spending, compared to the anticipated use of resources, are as follows –

	Revised Budget	Outturn	Variation
	£m	£m	£m
Borrowing – of which	6.4	5.0	(1.4)
Supported: (by Government	0.1	0.5	0.4
Unsupported: (under Prudential	6.3	4.5	(1.8)
Grants	13.7	13.0	(0.7)
Other Contributions	0.5	0.6	0.1
Revenue & Reserves	1.6	1.7	0.1
Capital Receipts	0.6	0.1	(0.5)
<b>Total Funding</b>	<b>22.8</b>	<b>20.4</b>	<b>(2.4)</b>

#### **Grants**

7.2 Capital Grants continue to be the major funding stream 64% (61% in 13/14) for the Council to progress its investment plans. An element of these grants result from “bids” to other public sector bodies. With ongoing significant reductions on public sector expenditure expected, this funding stream is significantly reduced for future capital projects. The Council used £13.0 million of grants in 2014/15 to support its capital expenditure. As at 31 March 2015 the value of grants received but not yet applied was £5.0 million (£10.2m 2013/14). This sum is reflected in the Council’s balance sheet.

7.3 In April 2015 the Council received its 2015/16 allocation of Disabled Facilities Grant which although paid direct to the Council by the Department of Communities and Local Government has been “passport” to the Council via the Better Care Fund.

7.4 In February 2015, after the quarter three report had been written, Department of Education issued the following allocations for schools.

2015/16 Devolved Formula Capital	£0.090m
2015/16 Condition Funding	£0.506m
2017/18 Basic Need	£4.229m

The Devolved Formula Capital grant is ring fenced for schools and will be included in the next Capital Investment Plan Update. £0.4m of the 2015/16 Condition funding and £1.363 m of 2017/18 Basic Need allocation have previously been included in the Plan, therefore the balances of £0.106m Condition funding and £2.866m of Basic Need allocation will need to be allocated by Council. Both of these grants are un ring fenced.

### **Borrowing**

7.5 Borrowing was kept within Affordable Borrowing limits and the effect on the Revenue budget was within budget (see Prudential Indicators in Treasury Management Outturn 2014/15 Report).

7.6 In addition to the £0.5 million of borrowing “supported” by central government, unsupported (Prudential) borrowing of £4.5 million was utilised to fund (or part fund) expenditure on the following major projects:

- South Devon Link Road
- Harbour Pontoons
- Beach Huts
- Paignton Velopark
- Street Lighting

7.7 If no additional capital contributions to the South Devon Link Road are received then the level of prudential borrowing required will remain at up to £20m. This cost will impact on the Council’s revenue budget in 2016/17 once the road is operational. The repayment of £20m over 25 years will be an annual cost to the service of £1.3 million.

7.8 Repayment of the prudential borrowing by services varies between projects and reflects the anticipated use of the asset or a suitably shorter period over which the service feels is appropriate, however prudential borrowing is never taken over a period which is greater than the anticipated life of the asset.

7.9 The Council sets aside an amount in its revenue budget (known as minimum revenue provision) for the repayment of the borrowing on its maturity including a sum for the value of the debt inherited from Devon County Council in 1998. In 2014/15 it set aside £4.2m in respect of capital expenditure by the Council, along with £0.5m in relation to the PFI scheme for Westlands and Homelands Schools (funded by the PFI Grant). This ensures that in the long term all borrowing and long term liabilities will be repaid.

7.10 Borrowing is related to the funding of non current (fixed) assets. The costs of these assets tend to be spread over the long term which is line with the long term use of these assets. The value of Council long term assets as at 31/3/15 was over £300 million. It should be noted that as schools convert to Academy status the value of the asset is removed from the Council’s balance sheet however the

Council remains liable for any borrowing or long term liabilities in relation to these schools up to the date of transfer. In 2014/15 the value of schools that converted to Academy status removed from the Council's balance sheet was over £11 million. More schools are expected to convert during 2015/16.

### **Capital Receipts –**

7.11 Capital receipts in the year were £1.8 million. Receipts included the following:

- £0.1m Right to Buy Housing “clawback”
- £1.6m Land sales including Old Paignton Library, sites on Waterside Road and Higher Lodge at Cockington.

In year £0.1m of these receipts were applied in 2014/15 to fund capital expenditure, therefore the Capital Receipts reserve had a balance of £3.5m at year end.

7.12 The approved Plan relies upon the generation of a total of £3.6 million capital receipts from asset sales of which £1.8m was received in 2014/15, leaving a target of £1.8m to be achieved. This target is expected to be achieved provided that -

approved disposals currently “in the pipeline” are completed, the Council continues with its disposal policy for surplus and underused assets and, no more new (or amended) schemes are brought forward that rely on the use of capital receipts for funding.

7.13 Assets proposed for disposal are reported to Council for approval, with the latest report to Council in October 2014.

7.14 In accordance with the Council's approved capital strategy, the £0.1m of “right to buy” receipts received in 2014/15 will be allocated to housing schemes.

### **Capital Contributions – S106 & Community Infrastructure Levy**

7.15 The general target for securing capital contributions to fund the 4-year Capital Investment Plan, following review of the Budget in February 2013 was £0.5 million. In addition the South Devon Link Road business case estimated external contributions including s106 payments of £2.1m to help fund the scheme (£0.1m, received to date).

7.16 The intention is that capital contributions are applied to support schemes already approved as part of Capital Investment Plan and not allocated to new schemes unless the agreement with the developer is specific to a particular scheme outside the Capital Investment Plan.

7.17 Income from Section 106 capital contributions so far in 2014/15 amount to £0.5 million, however the majority of the contributions are for specific schemes.

7.18 It is expected that, linked to the adoption of the Local Plan later in 2015, a Community Infrastructure Levy scheme will also be approved.

CAPITAL INVESTMENT PLAN 2014/15- OUTTURN UPDATE

Annex 1

	Total 2014/15 Revised	Total 2014/15 Outturn	Total 2014/15 Variance	Total Reprofile to 2015/16
	£'000	£'000	£'000	£'000
<b>PB</b> = Approved Prudential Borrowing schemes				
<b>ADULT SERVICES</b>				
Mental Health Care Initiatives	7	0	(7)	7
Autism Innovation - IT Enhancements	19	0	(19)	19
	<b>26</b>	<b>0</b>	<b>(26)</b>	<b>26</b>
<b>CHILDRENS SERVICES</b>				
2 Year Olds Provision	113	0	(113)	113
Asbestos Removal	7	0	(7)	7
Barton Primary Cap Project	473	437	(36)	36
Capital Repairs & Maintenance 2011/12	6	0	(6)	6
Capital Repairs & Maintenance 2012/13	155	93	(62)	62
Capital Repairs & Maintenance 2013/14	155	164	9	(9)
Capital Repairs & Maintenance 2014/15	10	32	22	(22)
Childrens Centres	13	11	(2)	2
Cockington Primary expansion	2,207	2,471	264	(264)
Coombe Pafford Council contribution	100	100	0	0
Devolved Formula Capital	274	139	(135)	135
Education Review Projects	11	1	(10)	8
Ellacombe Primary expansion	50	16	(34)	34
EOTAS Halswell House	1	0	(1)	1
Key Stage 1 Free School Meals	122	110	(12)	12
Mayfield expansion	18	20	2	
Preston Primary - ASD Unit	5	5	0	0
Roselands Primary expansion	516	479	(37)	37
Schools Capital from Revenue		13	13	0
Short Breaks for Disabled Children	0	0	0	0
St Margaret Clitherow Primary expansion	185	306	121	(121)
St Margarets Academy expansion	5	0	(5)	5
Torbay School Hillside	120	99	(21)	21
Torre CoE Primary expansion	662	608	(54)	54
Warberry CoE Primary expansion	296	107	(189)	189
Whiterock Primary expansion	353	1,063	710	(710)
Youth Modular Projects	0	0	0	0
	<b>5,857</b>	<b>6,274</b>	<b>417</b>	<b>(404)</b>
<b>PLACE</b>				
Babbacombe Beach Road	0	0	0	0
Barton Infrastructure	43	34	(9)	9
<b>PB</b> Beach Hut Acquisition/Renewal (Broadsands, Meadfoot)	1,790	1,606	(184)	184
Brixham Harbour - Victoria Breakwater	4	(5)	(9)	
<b>PB</b> Council Fleet Vehicles	132	73	(59)	59
DfT Better Bus Areas	400	239	(161)	161
DfT Local Sustainable Transport Fund (Ferry/Cycle)	164	272	108	(108)
Env Agency - Winter 2013/14 Storms damage	408	420	12	
Flood Defence schemes (with Env Agency)	257	213	(44)	44
Haldon Pier - Structural repair Phase I/2	500	326	(174)	174
Livermead Sea Wall structural repair	69	54	(15)	
Meadfoot Sea Wall structural repair	43	39	(4)	4
NGP - Strategic Cycleway	0	(45)	(45)	45
<b>PB</b> NGP - Torbay Innovation Centre Ph 3 (EPIC)	0	0	0	0
NGP - Windy Corner Junction	1	0	(1)	1
Oddicombe Beach Chalets	193	157	(36)	36
Old Toll House, Torquay	10	4	(6)	6
<b>PB</b> On Street Parking meters	53	52	(1)	1
Paignton Picture House	50	0	(50)	50
<b>PB</b> Paignton Velopark	323	346	23	
Princess Pier - Structural repair (with Env Agency)	200	0	(200)	200
Princess Pier Decking	254	0	(254)	254
<b>PB</b> Princess Promenade ( Western Section) Repairs	0	9	9	
Princess Promenade Phase 3	0	6	6	
Public Toilets - Utilities saving measures	38	27	(11)	11
Riviera Renaissance (Coastal Communities Fund)	170	169	(1)	1
Sea Change - Cockington Court	9	14	5	
Small Ports Recovery Fund - Winter 13/14	295	291	(4)	4
<b>PB</b> South Devon Link Road - Council contribution	3,000	2,768	(232)	232
St Michael's Chapel, Torre	66	24	(42)	42
<b>PB</b> Street Lighting - Energy reduction	515	469	(46)	46

CAPITAL INVESTMENT PLAN 2014/15- OUTTURN UPDATE

Annex 1

	Total 2014/15 Revised	Total 2014/15 Outturn	Total 2014/15 Variance	Total Reprofile to 2015/16
SWIM Torquay - improve facilities	9	23	14	0
TCCT - Grant re Green Heart Project	100	0	(100)	100
<b>PE</b> TEDC Capital Loans	575	0	(575)	575
TOR2 grant - Refuse transfer vehicles	432	426	(6)	6
Torbay Leisure Centre - structural repairs	26	0	(26)	26
Torquay Harbourside Public Realm	0	0	0	0
<b>PE</b> Torquay Inner Harbour Pontoons	765	793	28	
<b>PE</b> Torre Abbey Pathway	3	1	(2)	2
Torre Abbey Renovation - Phase 2	100	54	(46)	46
Torre Valley North Enhancements	0	0	0	0
Transport - Edginswell Station	159	164	5	
Transport - Gateway Enhancement	14	17	3	
Transport Integrated Transport Schemes	1,487	1,385	(102)	99
Transport Structural Maintenance	1,358	1,446	88	(88)
Transport - Torquay Gateway Road Improvements	50	25	(25)	25
Transport - Torquay Town Centre Access	75	64	(11)	11
Transport - Western Corridor	240	340	100	(100)
	<b>14,380</b>	<b>12,300</b>	<b>(2,080)</b>	<b>2,158</b>
<b>PUBLIC HEALTH</b>				
<b>Community Safety</b>				
Disabled Facilities Grants	427	548	121	(121)
Private Sector Renewal	58	0	(58)	58
<b>Housing</b>				
Affordable Housing	10	0	(10)	10
Empty Homes Scheme	0	0	0	0
Hele's Angels scheme	0	0	0	0
NGP - HCA Match Land Acquisitions	236	0	(236)	236
Sanctuary HA - Hayes Road	0	0	0	0
Sanctuary HA - Langridge Road , Pgn (4 units adapt)	0	0	0	0
Sovereign HA - Beechfield (102 units + adapt 3 units)	0	0	0	0
Torbay Enterprise Project	160	198	38	(38)
	<b>891</b>	<b>746</b>	<b>(145)</b>	<b>145</b>
<b>ALL SERVICE PROJECTS (incl General Contingency)</b>				
Enhancement of Development sites	30	21	(9)	9
<b>PE</b> Office Rationalisation Project Ph 3 - Project Remainder	607	437	(170)	170
Oldway Estate works	400	0	(400)	400
Payroll Project	370	283	(87)	87
Riviera Centre renewal	246	216	(30)	30
Various ICT Improvements	15	24	9	
Capital Expenditure from Revenue	0	133	133	0
General Capital Contingency	0	0	0	0
	<b>1,668</b>	<b>1,114</b>	<b>(554)</b>	<b>696</b>
<b>TOTALS</b>	<b>22,822</b>	<b>20,434</b>	<b>(2,388)</b>	<b>2,621</b>
<b>CAPITAL INVESTMENT PLAN - QUARTER 4 2014/15- FUNDING</b>				
Supported Borrowing	156	504	348	
Unsupported Borrowing	6,299	4,496	(1,803)	
Grants	13,712	12,992	(720)	
Contributions	474	650	176	
Reserves	1,211	809	(402)	
Revenue	359	869	510	
Capital Receipts	611	114	(497)	
<b>Total</b>	<b>22,822</b>	<b>20,434</b>	<b>(2,388)</b>	



# Adult Social Care Local Account 2014 - 2015

A local account of how adult social care services in Torbay have been delivered and performed throughout 2014-15, with forward intentions for 2016-17



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## 1. Foreword by Councillor Julien Parrott – Executive Lead for Adults

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This is the fourth year that we have published a 'Local Account' for Adult Social Care Services. The Annual Account reviews the year from 1 April 2014 to 31 March 2015 and looks forward to next year, 2016-17. This year the publication of the Local Account also coincides with the start of a new Council following the elections in May and a new role for myself as the Lead Councillor for Adult Social Care Services.

I am proud to be involved in this as I know that Torbay and Southern Devon Health and Care NHS Trust and Torbay Council are well known for working in partnership to ensure that high quality care services, which also offer value for money, are available to people who live and work in Torbay. This partnership has now spanned ten years and I am looking forward to playing a part in ensuring that these services continue to succeed.

Each year, an annual agreement is drawn up between the Council and the Trust. The Trust then reports to the Council on performance and financial matters on a regular basis throughout the year. This Local Account summaries our successes as well as information about how the local NHS and the Council have managed significant changes. Although difficult at times, this has led to a greater quality of life for individuals and provides us with huge learning when embarking on change in the future.

During the course of the next year we are anticipating that the Care Trust and Torbay Hospital will join forces to form a new and stronger organisation which will continue to provide these vital services into the future. The forthcoming year will undoubtedly continue to provide both the Council and the new Trust with an equal amount of challenge not only because of the financial constraints but also because of the demands on our service as our population grows older. We are, as always, committed to facing those challenges and changes by ensuring that we listen to what you have to say and including you in decision making processes.

We will continue to work to ensure that people are able to support themselves and remain living as independently as possible, for as long as possible by ensuring they have the right support, advice or services available. To achieve this, the Trust and the Council will be working ever more closely with local communities, local people and colleagues in the voluntary sector.

Delivering the right care, in the right place, at the right time and at the right cost is key and we hope that the Local Account will provide you with an insight into our work, the outcomes for local people and our priorities for delivering adult social care over the next year.

**Yours faithfully,**

**Councillor Julien Parrott  
Executive Lead for Adults**



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## 2. Our intentions for adult social care services in 2016-17

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### *This section of the Local Account sets out our intentions for 2016-17*



When we first embarked upon integrated health and adult social care services in 2005 we had a vision about ensuring that every person receives the right care, in the right place and at the right time. This is still something that flows through all that we do at the Trust and an ethos that all of our staff hold. In developing and planning the services we provide and arrange we refer to 'Mrs Smith and her family' to remind ourselves that what we do, and the way we do it, affects real people who live and work across Torbay.



The forthcoming year will be challenging as budgets become tighter, both within the Trust and for all our partners. However we remain committed to supporting our staff in making fair and equitable decisions to ensure that Mrs Smith and her family receive the services they need in the most effective way.

In Torbay we have a reputation for being at the forefront of developing new ways of working. As we look forward to future years we are working with colleagues at Torbay Hospital to join forces and form a new integrated care organisation. This new organisation will work closely with GPs from across the area, partners in voluntary organisations as well as Mrs Smith and her family to develop new solutions which result in better services being delivered ever closer to where people live.

As partnership organisations we only ever want to build upon and continue to improve the services we provide and the outcomes for our local population. We do have to do this within tighter financial constraints but the statement below sets our commitment for the next year to the people of Torbay.



**Jon Andrewes**  
Chair  
Torbay and Southern Devon Health and Care NHS Trust



**Mandy Seymour-Hanbury**  
Chief Executive

**Social care in Torbay the next 5 years:**

Social care continues to be on a journey of transforming from the provision of a set of means tested good local services, provided by committed and caring staff to a more personalised set of solutions that are integrated to NHS and volunteer and community sector provision.

As more of us have a mixture of needs that involve medical care as well as social support that exceeds the separate responsibilities of individual organisations, it is impossible to consider how we meet these challenges in isolation from the NHS, volunteers and are own family and friends.

**Financial Challenge:**

Finance for social care has seen a reduction in real terms, and the discussion locally and nationally is how to bridge that funding gap and find and re-design new models of care. We know that there are future demand pressures for social care and we are working with partners locally on how to manage that demand within given resources. Part of the solution will be commissioning an integrated care organisation (ICO) , featuring local teams of professionals, primary care and volunteers as the 'new front door' to care and ensuring digital solutions and information and advice are in place whether you are self-funding your care or the state pays for it.

**Care Act:**

The Care Act has been one of the key changes in legislation affecting the way we provide social care. Colleagues have been working hard to ensure we were compliant with the changes which came in on 1 April 2015 and are now working to complete the next set of changes for 1 April 2016. Some resources have been found from new government grant which recognises the new pressures the care act created, but we are still in debate with government about ensuring these changes are fully funded. Our current estimates do not believe that they have been fully covered.

The Care Act in its widest sense is a welcome piece of legislation. It clarifies and updates the legal position on many areas of social care. It also puts the emphasis firmly on prevention and consideration of the well being of individual and communities. We need to nurture resilient healthy families and community to ensure that we are less likely to need support through acute episodes of physical or mental health illness. We need to build on the many community assets we already have in our communities, buildings, services and people.

**Personalisation and community assets:**

One of the features of the next 5 years will be more customised and personal solutions for health and care needs. People rightly want greater control over what happens to them and co-produce (i.e. decide jointly) choice over care support and treatment. 'What matters to me,' as the key question for care, not 'What is the matter with me'.

The model of care we have developed through an integrated care organisation is based on enabling people to live as long as possible in the community. The route of this is care based in localities with primary care working with local integrated teams of professionals as well as volunteers from the voluntary sector. There is work to be done to fully put in place a new model of care combined with a greater stress on integrated housing based support and the mainstream use of individual budgets (Integrated Personal Commissioning –IPC) - we are a pilot for this national agenda –but still it at an early stage. Care will be supported as now by carers who are family members and friends, and we need to find new ways to support informal arrangements in our communities and to strengthen community arrangements.

**Safeguarding and quality:**

Safeguarding remains a critical focus for our statutory responsibility for adults in our community, and we continue to ensure all partners are active and involved and challenge what we do in this arena. However quality and safe services go beyond formal safeguarding thresholds, and we need to improve and maintain the services people can access. We continue to work with CQC as the regular of quality provision in our area as well as the market of providers of social care on quality measures and improvements.

**Workforce:**

The local model of care provides fresh opportunities for economic development and workforce development. The new approach to domiciliary care- living well at home (LW@H) is taking an approach to recruit more and new types of individuals into the care workforce. Working with workforce development in the NHS we need to ensure there are less divides and more opportunities to transition between the independent sector and the local authority and the NHS- so careers can be developed in care and health with new types of job roles for the benefit of local people.

**Leadership:**

Local accountability through the Health and Well Being Board (HWBB) remains a key part of ensuring governance and democratic accountability and debate for the changes we will need to agree across partners and with communities over the next 5 years.

Locally relations remain good with good system leadership, and although some leaders have moved on for new opportunities and new ones have arrived- that transition and commitment to the same value base remains strong.



**Caroline Taylor**  
**Director of Adult Social Care Services**  
**Torbay Council**

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### 3. Our performance in 2014-15

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This section of the Local Account looks at how we have performed and delivered on our responsibilities for adult social care in 2014-15. It aims to provide information to local residents to enable them to determine whether the NHS and the Council have done everything possible to ensure that the best care is provided to the elderly and the most vulnerable in Torbay.

The document provides the reader with the results of the national targets and local performance targets set by the NHS and the Council and where possible indicates whether the performance has been achieved or not by using red, amber and green ratings.

Green	Exceeded, achieved or within 5% of the performance target
Amber	Narrowly missed performance target by between 5% and 10%
Red	Performance needs to improve, target missed by 10% or more

Both organisations are aware from previous feedback that this information on its own is not always helpful to the reader in determining whether things have improved for themselves, their loved ones or the people they care for. So with that in mind, the commentary that follows seeks to provide some real examples of how the work this year has made a difference to individuals or groups.

The themes for these examples will be aligned to the four performance outcomes agreed between the Council and the Trust at the start of the year, these being:

- Outcome 1 – Enhancing quality of life for people with care and support needs
- Outcome 2 – Delaying and reducing the need for care and support
- Outcome 3 – Ensuring people have a positive experience of care and support
- Outcome 4 – Safeguarding people whose circumstances make them vulnerable and protecting them from avoidable harm

A description of what you might expect under these headings is also provided so that you can judge whether this is what you told us or experienced. Torbay and Southern Devon Health and Care NHS Trust and Torbay Council are always striving to improve, develop and enhance services through lessons learnt and best practice and we have described how we plan to do that in the future. We have also included details of some things you might not be aware of which might help you or someone you know in the future; these include some of the very latest innovative solutions to providing high quality care.

As always there is the inevitable focus on the financial position and performance from 2014-15 as well as details of the budget going forward into 2015-16 and how we plan to allocate and spend the resources available to us. There will be a review of how we have used the resources available and how we have ensured best value for money at all times. We are also keen here to provide you with an open and transparent review of the risks both organisations are facing in the forthcoming year together with plans to mitigate these risks where possible.

Finally, we have asked your local Healthwatch in Torbay and Overview and Scrutiny members to review the Local Account and ensure we have provided an open and transparent view of client experience and oversight of the service provided, in line with the views of members and constituents in Torbay. We have also asked our Experts by Experience panel to review the Local Account and have made amendments to the account to improve the information, layout and look of the account.

We do hope that you will find this Local Account useful and informative and would encourage you to contact us to provide feedback on this or to ask where you can find out further information which might be of use to you or a loved one.

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## **4. How have we performed?**

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### **i. Outcome 1 – Enhancing quality of life for people with care and support needs**

#### **What does this mean for the people of Torbay?**

This is about individuals being able to live their lives to the full by maintaining their independence, not feeling isolated or lonely because they were able to receive the right level of high quality support, designed by them. It is also about carers being able to balance their role as a carer as well as maintaining their desired quality of life.

## How have we performed?

Measure	2013/14			2014/15				
	Target	Actual	Rating	Target	% Target	Actual	% Achieved	Rating
Proportion of clients receiving a direct payment & contracting for their own care	490	507	✓ 3	472	10%	489	10.4%	✓ 3
Proportion of clients who know the size of their weekly care costs	3,429	3,036	✗ 1	3,306	70%	2,919	61.8%	✗ 1
Proportion of clients who have received an annual review	3,107	3,484	✓ 3	2,563	80%	2,280	71.2%	✗ 1
Proportion of clients who have a copy of their care support plan	4,673	4,580	✓ 3	4,583	95%	4,342	90.0%	! 2
Proportion of assessments completed within 28 days of referral	1,487	1,609	✓ 3	1,810	70%	1,875	72.5%	✓ 3
Proportion of clients receiving their care within 28 days of assessment	1,289	1,479	✓ 3	1,222	85%	1,362	94.7%	✓ 3
Adults with learning disabilities living in settled accommodation	268	258	✓ 3	282	69%	274	67%	✓ 3
Adults in contact with secondary mental health services in settled accommodation	218	187	✓ 3	162	77.0%	133	63.0%	✗ 1
Adults in contact with secondary mental health services in employment	16	7	✗ 1	12	5.5%	6	2.8%	✗ 1

The table above shows service users within Torbay continue to have rapid access to social care services. 73 per cent of people referred for an assessment are seen within 28 days and 95 per cent of the packages of care needed for service users start within a month of assessment.

Our performance on ensuring that service users are kept informed of the cost of their packages of care is 62 per cent, which falls short of the 70 per cent target. This is something we will be addressing through a programme of work to develop personal budgets. This is important because knowing the amount helps people take greater control in the care they receive and determine whether it provides value for money. Some of the people also opt to organise their own care and so receive what is known as a 'direct payment'.

Performance for adults supported by secondary mental health services is lower than we would like. The high unemployment rate and seasonal employment patterns within Torbay contributes to this. Improving employment opportunities for learning disability and mental health service users is a key priority and our multi-agency work will continue to ensure that this happens.

### Telehealth and care

We continue to provide community or telephone alarms but these alarms are increasingly being paid for privately by individuals and their families, who are living independently but seeking the security of knowing they could contact someone in an emergency. This service is provided by a local call centre.

We received over 75,000 alarm calls in 2014-15 from our customers and 99 per cent of these were answered within 30 seconds. An average of 135 calls per month were referred to the Ambulance service; this demonstrates how effective the service is and the peace of mind that it gives to the user and their family. If you are interested in having an alarm at home for yourself or a family member, please call us on 0300 456 4861 for more information.

We pride ourselves on working to the highest telecare standards. The call centre which supports our telehealth and care services is based locally in Torquay. All such call centres have to undergo inspections known as Telecare Services Accreditation. Our call centre was subjected to this annual audit and passed with complimentary comments on the professional way that we work.

### **Case study**

Mrs G is a very independent lady who is in her 80's and lives alone. She takes much pride in her garden. She has a gardener in twice a week but is also a very keen gardener herself. She lives in a large detached house in a remote location with the nearest neighbour one mile away.

One morning she went into the garden to do some weeding, tripped over with her walker and was unable to get herself up. Owing to her location she would not be heard if she had called out so she had no choice but to lay there until her gardener arrived some hours later. She was uninjured and subsequently made a full recovery.

However, because of her fall and the fear this may happen again, Mrs G contacted Torbay TeleHealthcare and asked if we had any equipment that could summon assistance when she was in the garden. A TeleHealthCare Development Officer (TDO) was asked to undertake an assessment on her property. The TDO took a lifeline alarm unit, a falls detector and a choice of pendants. The TDO spoke in depth with Mrs G and demonstrated the falls detector to her. It soon became apparent that the falls detector would not suffice as it would trigger every time she bent down/over to prune or weed etc. The TDO then demonstrated the pendants. The TDO took a pendant into the garden and did a range test from the furthest points of the garden but they didn't all make a call so the TDO relocated the alarm to her "music room" and did the tests again. This time every call was successful and she was happy with this. Mrs G agreed to hang her pendant by the front door and would simply put it on every time she went out to the garden. The notes that the call operators read were updated to say "uses the pendant outside only" so they know that if a call came through and they had a "no response" then they were to action the call out list instead of attempting a call back.

This has allowed Mrs G the flexibility and independence of continuing with her gardening whilst offering reassurance that in the event of a problem, help is only a button push away.

### **Dementia care and awareness in Torbay**

It is estimated that only 43 per cent of those who have dementia have had it diagnosed. The Trust recognises the significant impact dementia can have on a person and their family life. In Torbay and South Devon, the Trust has made significant progress in providing the right kind of care for people with dementia. The Trust has adopted the national standards of best practice and has introduced a wide range of measures aimed at helping people with dementia. All of our 11 community hospitals have 95 per cent or more of staff trained in dementia awareness and can display the Purple Angel. The Purple Angel signifies recognition and understanding of dementia and has become an iconic symbol in the promotion of dementia awareness globally. We continue to work closely with carers who look after people with dementia so they can understand what to expect and know how to respond in situations.



## ii. Outcome 2 – Delaying and reducing the need for care and support

### What does this mean for the people of Torbay?

This is about individuals having the best opportunity possible to manage their own health and care because they have the right support and information. Early diagnosis and intervention means that dependency on intensive services is reduced and when it is required it means that individuals are helped to recover in the right setting which isn't necessarily in a hospital environment.

### How have we performed?

Measure	2013/14			2014/15		
	Target	Achieved	Rating	Target	Achieved	Rating
Number of people living permanently in a care home as at 31 March	697	683	✓	644	654	✓

In order to help people live as independently as possible, for as long as possible, we are committed to reducing the reliance on nursing home and residential home care.

During the last four years the number of individuals living permanently in a care home (at the end of the year) has reduced each year and this trend continued in 2014/15. With an ever growing elderly population this enables those who most need this type of specialist care to receive it, whilst helping others to stay as independent as possible in the comfort of their own home.

We continue to work closely with the care homes within Torbay and rely heavily on the intermediate support they provide which can often avoid an emergency admission into an acute hospital. Our ability to place people at very short notice into temporary beds is part of our intermediate care service. This service is of renown nationally with many other local authority and NHS organisations looking to replicate it. The joined up (or integrated) nature of services also helps ensure patients have shorter stays at the local acute and community hospitals. The average length of stay for emergency patients at South Devon Healthcare NHS Foundation Trust (Torbay Hospital) is amongst the lowest in the country and those patients experiencing a delayed discharge are minimal. This is achieved by having streamlined communication processes between teams to ensure patients can have rapid access to the service they need when they return home.

The Trust's reablement service (the IHSS team) has been developed over the last two years to provide an enabling domiciliary care service that works with people going through a change in their health and social care needs, which has affected their abilities. The staff have received further training and are now managed and led by an Occupational Therapist, which means that they are able to approach service users with an enabling approach to their care and 'do with' rather than 'do for' the person.

This has been a very successful service with 88% of clients completing reablement needing no ongoing or the same amount of support that they previously received.



IHSS supports people who have recently come out of hospital, or those who have been supported in the community through their changed health need, and the team works very closely with Intermediate Care teams across Torbay.

**Case study:**

Doris, a 76 year old lady residing in Torquay with her daughter suffered a significant and rapid deterioration in her mobility. She was seen at home by her GP and diagnosed with a crush vertebral fracture. Her daughter struggled to manage and called in to the Zone via a self-referral.

CRT attended to provide immediate response as Doris was unable to get off the toilet and her daughter was unable to assist.

The Intermediate Care Occupational Therapist and Physiotherapist went out to assess Doris at home; owing to her low level of mobility and pain issues, it was advised that a short term residential placement was needed to address pain control and regain Doris' mobility with a view to returning home as soon as possible.

Whilst Doris was in the residential placement she was seen by the Intermediate Care Nurse, Occupational Therapist and Physiotherapist, as well as by her own GP. She also received visits over the weekend by Intermediate Care therapists to help improve her mobility.

Doris had a five day length of stay in a placement and then returned home with an Occupational Therapy discharge home visit to support her and a reablement package of care, provided by IHSS to start the following day. The aim is for Doris to regain independent living skills and to provide support to her daughter to help in her care to return to full independence in her home environment.

**iii. Outcome 3 – Ensuring people have a positive experience of care and support**

**What does this mean for the people of Torbay?**

This is about individuals and carers being aware of the support that is available to them and when it is accessed, that it is sensitive to their needs and provides them with a positive experience.

**How have we performed?**

Measure	2013/14			2014/15		
	Target	Actual	Rating	Target	Actual	Rating
Carers receiving a needs assessment, a review , information, advice, etc.	1396	1589	✓	1,502	1773	✓

As can be seen from the section below, supporting carers – both young and old - has been and remains a high priority in 2015-16.

## Supporting carers

Actively supporting carers – both young and old – remains a high priority for the Trust, Torbay Council and the local NHS commissioning group. We take a whole systems approach to supporting carers, involving all relevant agencies and ensuring that advice and support is available at key points in a carer's journey, regardless of the agency they are engaging with at that time. The basis for our local priorities is 'Measure Up', Torbay's interagency carers' strategy, with the consultation about the priorities for 2015-17 having been led by Healthwatch and including the views of over 700 carers. This latest edition of Measure Up is being published and contains a detailed action plan for agencies to enable them to achieve these priorities.

Some of the priorities seek to address the changes brought into force in April 2015 with the implementation of the Care Act and the new rights for carers which it contains. Many of the aspects of the Care Act, such as early identification and support of carers, providing good quality information and advice and whole family working had already been promoted as good practice in Torbay. The current model of carers services, which combines direct access to support (our universal offer) and targeting specific groups of carers, including those with more complex needs, is well suited to the requirements in the Act. There will however be challenges such as capacity issues, particularly for carer support in primary care as more carers become aware of the support available to them and for awareness training to make sure that everyone is aware of their new responsibilities.

A further challenge is for services to adults including specialisms such as mental health, rather than carers' services, with increased responsibilities for including **all** carers in discussions about the support to the person they care for, with particular attention to young carers. Again this further develops what Torbay had highlighted as good practice and has actively been working towards with its strategy for carers under 25.

This multi-agency strategy for carers under 25 has had its own successes this year. It was developed in 2013 after four years of multi-agency working with a Memorandum of Understanding for Young Carers, ensuring that Adults and Children's Services work together with services that carers under 25 come into contact with. By the end of 2014 owing to the fact that so many of these strategy targets had been achieved a new action plan was devised in conjunction with these carers with additional targets around employability and accessibility.

Some of the issues for carers under 25, such as being identified at the first opportunity and being involved in discussions about the care of the person for whom they care, are the same for any age of carer. One of the key opportunities for improvement is at the point of a person's admission to hospital, and Carers Services has continued to address this as a priority area. Building on the success of the previous year's Commissioning for Quality and Innovation (CQUIn) target about improving carer's involvement in hospital discharge, new targets were set for both the acute and community hospitals. These were about including carers in conversations, particularly around medication, improving communication and improving practical issues for carers such as parking. The community hospitals made huge strides in addressing their processes to include carers and the acute hospital is continuing its pilot to include the carers in discussions around medication. The acute hospital led the way

in agreeing free hospital parking for registered carers when supporting the person they care for and this was also agreed at the community hospitals that charge for parking. Cost reduction on meals and access to refreshments at Torbay Hospital was also agreed – small changes that can make a significant difference to a carer's life.

Another priority area is the GP practice, where in 2014 we introduced Health and Wellbeing Checks for Carers to be completed by the Carer Support Workers present in each GP practice. The data from the 2011 census showed that 8.6 per cent of carers in Torbay report very bad/bad health, significantly higher than the England average, and our local research strongly suggests that there is underreporting of health problems by carers. This 'light touch' assessment will enable early support to be put in place and systematic referral for more complex cases, whilst work will be undertaken with each GP practice to promote the early identification of carers to enable them to have the appropriate support as quickly as possible.

Again these principles of early intervention, prevention and a focus on the health and wellbeing of carers are all embodied in the Care Act. Others, such as direct access for carers to information, advice and support, encouragement of self-care, and development of community capacity and self-help networks to support carers are already in place in Torbay and will be further strengthened by the action plan within Measure Up.

- Our carers information service (Signposts) currently responds to 240 enquiries per month. The National Carers Survey shows that most carers in Torbay find it easy to find carers' information, but we will work to improve this further.
- Our partnership work with voluntary organisations to develop an enabling approach and self-assessment has been an important area of development which encourages early intervention and mutual support. This will be enhanced by the Ageing Well projects with Mencap and Crossroads managed by the Community Development Trust.
- Carers being supported by volunteers are already built into the Crossroads service and at a low level within Torbay Hospital. This should be increased with links to the Volunteers in Care Torbay (ViCTor) project.

The number of local carers identified and being supported in Torbay is currently about 4,500; just over 1 in 4 of residents of Torbay who identified themselves as carers in the 2011 census. This is good compared with many other authorities but still means that 3 in 4 carers are not getting the support to which they are entitled. As awareness of the new rights for carers in the Care Act increases this should lead to increased demand, not just for Carers Services, but on other parts of the system such as packages of care for clients which should include breaks for their carer. It will be interesting to see the actual impact of the Care Act for next year's annual report.

### **Transformation in learning disability services 2014/15**

During 2014 a major change programme for the provision of services for people with learning disabilities has been underway. Two key documents were published in 2013 and 2014, which encapsulated the Trust's commitment to modernising services for people with learning disabilities. These reports and recommendation were based on key principles:

- Maximizing personalisation and choice from a diverse market place
- Supporting people with learning disabilities to access mainstream services, with reasonable adjustments
- Access to high quality specialist services, targeted to people who need them most when they need them most.

The Operational Commissioning Strategy for People with Learning Disabilities was approved by the Trust Board in May 2014 and before that by the Health and Well Being Board of Torbay Council in April. As part of the strategy the Trust Board supported the development of the High Needs Service for our In House day services.

The approach to the redesign process for Learning Disability Services puts access to mainstream services and community resources at the heart of the change process. It considers these two key principles as fundamental requirements to the delivery of personalisation, safe services and financial savings. The proposals also acknowledged that specialist services have a vital role in meeting the needs of the most vulnerable and complex people in our community. Our strategy is in line with the national approach to the modernisation of services that has been in place for some time.

### **Modernisation of in-house day services**

Our strategic approach to support planning for people with learning disabilities concentrated on meeting people's outcomes by maximising the use of natural community support and providing support to enable people to make their own safe choices. The decision was made to commission services on people's behalf and co-ordinate the provision of information and support planning, rather than directly provide services ourselves.

The approach has had a strong ethos of co-production and a variety of mechanisms have been employed to ensure that future services are what people want and will use. The following activities were undertaken to ensure engagement and co-production were central to development of new services:

- The Festival of Ideas – this engagement event gathered information from users and carers about what they want from the future
- The Day Service Family Carer Group – this group has been meeting to discuss the ongoing change programme and to ensure that family carers can input into the proposals
- Service user engagement exercises – all service users were asked for their views on what their future services should be
- Presentation to the Learning Disability Partnership Board – this statutory, voluntary and user board was asked their view on the proposed changes
- Consultation/briefing with older carers and MENCAP – these two carer groups were briefed and their views incorporated into the consultation
- Community Learning Disability Teams engagement exercise – staff were consulted to gather their views on the potential impact on their clients.

### **High Needs Day Care**

Work is now complete on the creation of a high needs service for people with profound and multiple learning disabilities. These service users need high levels of specialist care and support.

## **Support Planning**

A Support Planning service has been in place since February 2015 which offers person centred support plans, managed budgets and is developing a network of providers. The service offer choices from the independent sector and maximises the use of free/community services – with a focus on employment. A friendship network is now in place to address social isolation and to develop a peer support network for people who do not fit National Eligibility Criteria. People self-refer to this free service and only pay for the activities they attend.

## **Transport**

The Transport policy came into effect in April 2014, covering all care groups. The policy outlined eligibility for funded transport and emphasised person centred solutions and maximising independence. The introduction of the policy coincided with Torbay Council's removal of the taxi coordination's services. People with learning disabilities were supported to make different arrangements, delivering a social care saving of £105,000.

## **Redesign of the Community Learning Disability Team**

The new model of integrated support for people with learning disability is split into these key aspects:

- Consultation with social care staff is now complete and their transfer to mainstream zones social care staff will have been implemented by mid May 2015. There will be corresponding changes in senior management arrangements from LD specific management to management from within the zones.
- The Learning Disability Support Unit will be created in May 2015, to be incorporated into the Single Point of Contact.
- A restructure has been agreed with Devon Partnership Trust staff based in Torbay, with LD specialist nurses based in zones offering advice to nursing and therapies to make reasonable adjustments for people with learning disabilities to TSDHCT provided services.
- Specialist clinical support will come from a DPT lead Intensive Assessment and Treatment Team (IATT), to be created in summer 2015.

### **Case study**

“Via Shirley’s support plan it was established that she very much enjoys spending time with her friends and family and going to swimming and pottery.

She has been going to Hollacombe CRC for five days per week for many years and feels it is time to move on and do different things. A new plan has been agreed for her including weekly trips to swimming with support, walking activities, pottery and time at SPACE (Support Planning Team) and shopping with her brother and friends.

Shirley moves from Hollacombe in April and her programme of activities is funded within her personal budget.”

#### **iv. Outcome 4 – Safeguarding people whose circumstances make them vulnerable and protecting them from avoidable harm**

##### **What does this mean for the people of Torbay?**

In practice the term ‘**safeguarding**’ is used to mean both specialist responsive services where harm or abuse has or is suspected to have occurred, and other activity designed to promote the wellbeing and safeguard the rights of adults.

In its broadest sense it is everybody’s business: the public, volunteers and professionals, working together to ensure everyone is treated with dignity and respect, enable people to have choice and control in their lives and provide compassion in care.

Safeguarding adults has been placed on a statutory framework by the Care Act 2014. The local authority has specific safeguarding duties and must take a lead role in facilitating responses to adult abuse concerns and receiving assurance that responses are completed in accordance with the adults preferred outcomes.

The duties apply to adults aged 18 or over to which the local authority has reasonable cause to suspect that an adult in its area (whether or not ordinarily resident there):

- (a) has needs for care and support (whether or not the authority is meeting any of those needs)
- (b) is experiencing, or is at risk of, abuse or neglect, and
- (c) as a result of those needs is unable to protect himself or herself against the abuse or neglect or the risk of it.

The Care Act requires that local authorities must make enquiries, or cause others to do so if the above criteria is met (s.42Care Act 2014).

##### **How do we ensure that vulnerable adults are protected from abuse?**

Torbay Safeguarding Adults Board leads the work on safeguarding adults, working with partner organisations to make sure there is a joined-up system to respond to concerns.

We have invested time and effort into training and raising awareness about safeguarding adults for both staff and the public. During 2014-15, there was a 5 per cent increase in concerns that required local safeguarding adult procedures. The continuing trend remains upward with local authorities expecting to see additional increases in response to their new Care Act Duties. In 50 per cent of cases, the investigation concluded that the alleged abuse was ‘substantiated’ or ‘partially substantiated’ which shows that abuse is being detected more reliably.

The rise in referrals continues to place pressures on the staff teams involved in safeguarding across the Safeguarding Adult Partnership. We aim to ensure that all safeguarding concerns are handled in a consistent way and acted upon in accordance with local multi-agency policies and procedures. However, it was not always possible to meet our targets for timescales during 2014/15 which resulted in some delays in holding safeguarding meetings within target. The focus on making safeguarding personal has also meant practitioners are

promoting more person centred responses rather than process driven responses to adult abuse concerns.

We have implemented a more detailed training strategy and programme which links to national core competencies and compliance frameworks for safeguarding adults, identifying clearly the right level of training required for each job role. We have increased the number of staff undertaking induction-level training; uptake has been very positive with 96% of Trust staff receiving at least an induction level training.

### How did we perform?

Measure	2013/14			2014/15				
	Actual	Target	Rating	Target	% Target	Actual	% Achieved	Rating
Proportion of safeguarding meetings held within 5 days to agree a strategy for client	163	174	!	184	75%	89	36.3%	✗
Proportion of safeguarding multi-organisational case meetings held within 20 days	95	125	✗	104	70%	72	48.7%	✗
Number of repeat safeguarding referrals in last 12 months	20	16	✗	n/a	16	n/a	21	✗

In June 2014, a high level Local Government Peer Review undertook a holistic overview of Safeguarding Adult Systems in Torbay. The review found many strengths in Torbay, with a clear outcome that our integrated model of health and social care has improved safeguarding in Torbay. Safeguarding was seen as everybody's business with good leadership within the Council, Safeguarding Adults Board and Trust.

The review regarded the work of the Experts by Experience Group as extremely innovative. The service user led group undertake discovery interviews with adults at risk who have received support from safeguarding responses and asks for their feedback on this experience. Feedback has been positive with participants valuing the safeguarding response, the support of practitioners and feeling safer as a consequence. Learning from experience is also reported to the Safeguarding Adult Board, Trust Safeguarding Committee and Practitioners to ensure learning can be fully embedded into practice. Examples include consistency of people within the process and reducing recommendations to further reduce power imbalances within safeguarding meetings.

In the Autumn of 2014, the Trust utilised its internal auditors to further examine our Safeguarding Adult Systems. Auditors reported the Trust has good control and governance surrounding the identification and protection of adults at risk of abuse with a number of good practice areas highlighted. The key priority to address was the capacity and resilience of the safeguarding adult single point of contact service which is currently being reviewed by the Trust and overseen by the Safeguarding Adults Board.

### Assuring the quality of care in Torbay's residential homes

The BSQT undertook comprehensive quality assessments with care homes in 2014/15 as part of the team's proactive monitoring work. This covered a greater depth of assessment to provide a comprehensive understanding of service quality and areas of potential risk. Use of the monitoring tools has already led to early intervention and support for care homes to prevent an identified area of concern becoming more serious.

During this past year the Care Quality Commission (CQC) also revised their regulatory inspection process and our local Healthwatch Torbay launched an online “feedback centre” to complement their “Enter and View” visits to care homes. To avoid unnecessary duplication and ensure that the BSQT role complements that of its partners CQC and Healthwatch, the team has reviewed all the data available in this area including Trust Datix incidents, safeguarding alerts and complaints. This has led to the team refocusing their quality assessment to concentrate their efforts in key areas for 2015/16. These include client support plans and risk assessments, medications management and staff training. The homes also complete an annual quality self-assessment developed by the team which includes myriad areas of their business. This is shared with the BSQT on a regular basis.

The team aims to carry out two pro-active visits with the homes annually. When there is a requirement to support a home following a CQC inspection, Provider of Concern Process or safeguarding Whole Home Investigation, the BSQT is likely to hold a Service Improvement Plan which underpins essential actions to raise standards.

### **Improving the safeguarding process**

The action plans from the peer review, internal audit and feedback from the experts by experience group will inform our plan to improve safeguarding systems. In addition, the Torbay Safeguarding Adults Board has changed its structure to provide a thematic focus to its business plan. Key themes addressed so far are transitional services for young people and keeping people safe in their own home.

### **Future plans**

The creation of the ICO is expected to provide greater opportunity for health and social care partners to work more seamlessly. In addition, the peer review highlighted that it expected the ICO to result in less bureaucracy, fewer avoidable admissions to hospital and more support for people in their community. The safeguarding governance arrangements within the ICO will play a key role to ensure that these expectations are met.

In March 2014, the Supreme Court made a ruling that has altered the way in which the Deprivation of Liberty Safeguards are considered. The new ‘acid test’ determines whether the person’s liberty is deprived:

- 1) Is the person subject to continuous supervision and control?
- 2) Is the person free to leave?

This resulted in a 2500% increase in applications during 2014 / 2015 and the number of applications will continue at the increased amount. The ability of the Trust to recruit assessors and train additional assessors to manage the increase will need to be carefully monitored to provide assurances that the Trust meets its supervisory body functions as required by law and national guidance.

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## **5. Financial position and use of resources**

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The financial review provides an overview of the financial performance of adult social services in the Torbay area for 2014-15.



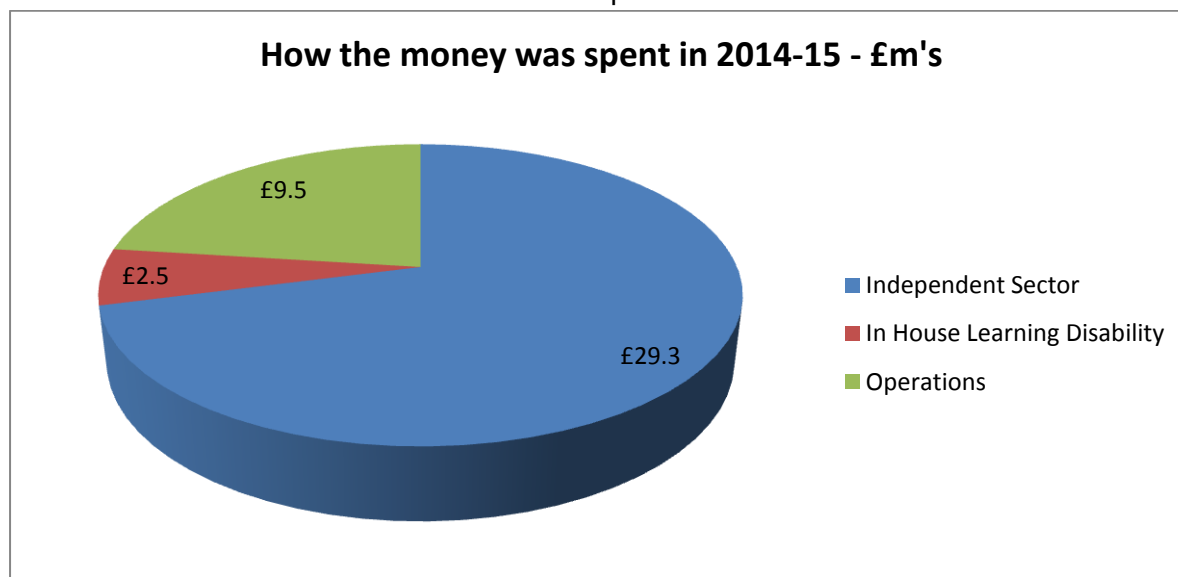
Torbay and Southern Devon Health and Care NHS Trust, provides adult social care (ASC) on behalf of Torbay Council, providing integrated health and adult social care services across Torbay. The Trust is responsible for community health services in Southern Devon and works with a range of local voluntary sector organisations, and with several NHS providers. The Trust serves a population of around 375,000 people and employs around 1,800 staff.

During 2014-15 the Trust had a turnover of £155.7m. During this financial year the Trust managed its budget within the funds available and reduced the number of clients in long-stay residential care. This is a significant achievement given the financial challenges the Trust has faced, set against a back drop of increasing demand and complexity of services needed to meet client needs. It also means we have been able to deliver more care closer to home.

In 2014-15 the budget for ASC in Torbay was £41.2m. The total net spend in 2014-15 was £41.3m resulting in a minor £0.1m overspend. Despite this minor overspend there was a £0.7m reduction on the 2013/14 total of £42.0m and in 2014-15, £2.6m of CIP savings were achieved by the Trust on ASC. The material CIP factors underpinning this are detailed below:

- There was a reduction in residential / nursing placement numbers (standard cases) during the 2014/15 financial year.
- There was a significant reduction in packages of care costing over £606 per week (13 cases). This was particularly evident within the Learning Disability Team.
- There was a significant increase in contributions from clients in receipt of Domiciliary and Day Care services.

The chart below shows how the £41.3m was spent.



### Spend analysis 2014-15

The Trust spent £2.5m on its in-house learning disability services in 2014-15, including costs of £1.2m for two residential homes and £1.3m on the provision of day care.

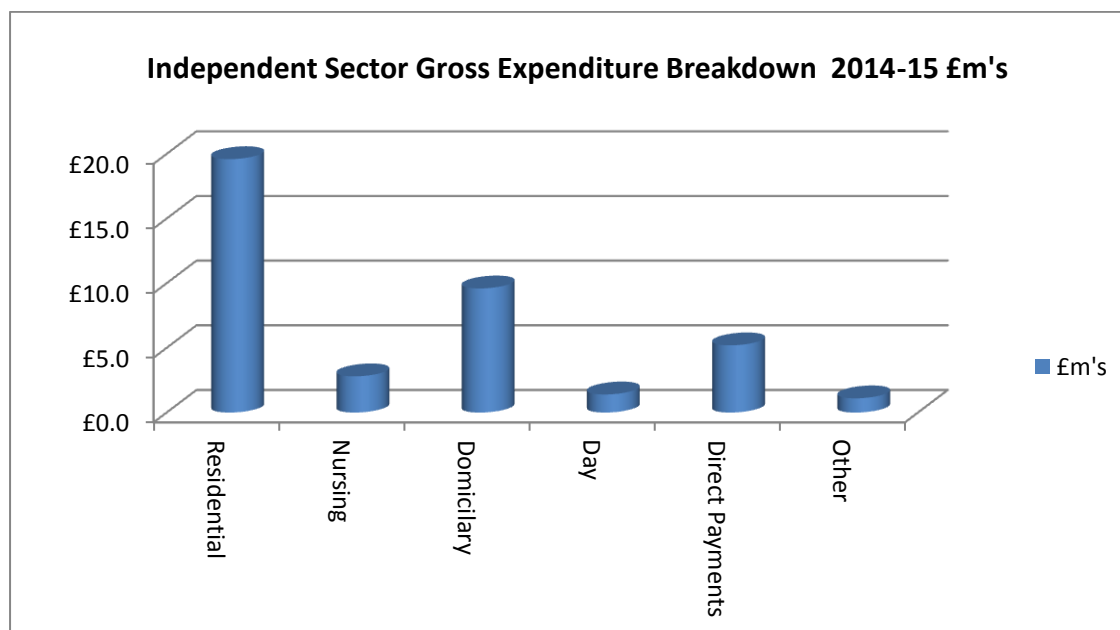
Operational costs totalled £9.5m in 2014-15. This is the cost of providing care management and social care support across Torbay and includes the cost of social workers, community care workers, occupational therapists, physiotherapists, finance and benefit assessors and commissioning and support service staff.

Over 70 per cent of the total net spend on ASC is the purchase of care (including residential, nursing, day and domiciliary) from the independent sector. The majority of this spend is with providers within Torbay but some specialist residential care is provided out of area. At any point in time there was on average around 2,200 people receiving a core service.

The age of the people receiving these ranged from 18 to 111 in 2014-15 and services were provided to clients with learning disabilities, dementia, sensory and physical disabilities, vulnerable people and the frail and elderly.

The net spend figure in the independent sector was £29.3m in 2014-15. Gross spend with the independent sector was £39.7m with income collected of £10.4m. The vast majority of income we collect is from charges made to clients. Under national legislation, all social care clients receive an individual financial assessment and this can result in a client being asked to contribute towards the cost of their care provision.

The gross expenditure within the independent sector is illustrated in the chart below.



### Financial outlook for 2015-16 and beyond

At a national level funding arrangements for ASC are going through a significant change process and this will take partial effect from April 2015 and be fully implemented from April 2016. In addition to this Torbay Council in line with other local authorities have funding constraints which has led to substantial budget reductions being proposed for 2015/16.

At a local level, development work continues on the formulation of an Integrated Care Organisation (ICO - acquisition of Torbay and Southern Devon Health and Care NHS Trust by South Devon Healthcare NHS Foundation Trust). Both Trusts, Torbay Council and South Devon and Torbay Clinical Commissioning Group acknowledge the tight financial constraints and jointly believe that the ICO is best placed to continue to deliver the best possible care and support within these constraints. This will be done in consultation with the Council and where it is necessary to make changes to the way services are delivered consultation will take place with the people and carers who use the service.

The total planned net gross spending on ASC in 2015-16 is £38.8m. This is funded by Torbay Council and income received from clients who contribute toward the cost of their care.

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## 7. Looking after information

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The Trust takes the responsibility of safeguarding the information we hold very seriously. All incidences of information or data being mismanaged are classified in terms of severity on a scale of 0-2 based upon the Health and Social Care Information Centre *“Checklist Guidance for Reporting, Managing and Investigating Information Governance and Cyber Security Serious Incidents Requiring Investigation.”*

For the year 2014/15, no level 2 breaches of confidentiality or data-loss incidents were recorded by the Trust, therefore no incidents required further reporting to the Information Commissioner or other statutory bodies.

<b>Summary of Serious Incident Requiring Investigations Involving Personal Data as Reported to the Information Commissioner’s Office in 2014-15</b>				
<b>Date of Incident</b>	<b>Nature of Incident</b>	<b>Nature of data involved</b>	<b>Number of data subjects potentially affected</b>	<b>Notification Steps</b>
February	Unauthorised Access	Name, address, NHS number, date of birth, health information	1	Currently under investigation
Further action on information risk	This incident is still under investigation.			

Incidents classified at severity level 1 have been aggregated and are reported below.

<b>Category</b>	<b>Breach Type</b>	<b>Total</b>
A	Corruption or inability to recover electronic data	0
B	Disclosed in error	5
C	Lost in transit	2
D	Lost or stolen hardware	0
E	Lost or stolen paperwork	0
F	Non-secure disposal - hardware	0
G	Non-secure disposal - paperwork	0
H	Uploaded to website in error	0
I	Technical security failing (including hacking)	0
J	Unauthorised access/disclosure	1
K	Other	0

The incidents reported in these tables cover information in regard to both health and social care. Of these incidents those which involved social care data were 1 (out of 8) categorised as level 1 – disclosed in error.

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## 6. Commentary from Healthwatch Torbay

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### Healthwatch Torbay response to Torbay and Southern Devon Health and Care NHS Trust Adult Social Care Local Account 2014/15

Healthwatch Torbay's role is to give Torbay people a stronger voice to influence and challenge how health and social care services are provided. (Department of Health. *Health and Social Care Act.2012*). Our various ways to consult with local people is providing a growing body of knowledge which informs our response to this Local Account.

In overview it is a pleasure to read a document that is written with public readership in mind. On the whole the work to keep our communities safe and cared for are explained well with only a small amount of unexplained terminology and acronyms. The case studies are a worthwhile way for the public to understand the processes of care. Perhaps future Accounts might push the Mrs Smith model further to illustrate the care provided to more of the hard to reach people and communities.

In today's financial climate no organisation can be expected to achieve perfection in all areas, much as we would want this to happen. In this context, Healthwatch Torbay would look to see honesty in the Account followed by reflection on reasons for target failure followed by plans for improvement. Section 4. Outcome 1 (*Enhancing quality of life*) is one opportunity. The performance table for 2014/15 showed failure to hit the target in over half those presented. This is a reduction in effectiveness compared to the 2013/14 table. Mental health appears within two of the failures. Healthwatch Torbay case studies include adult mental health issues, so would have appreciated more depth of explanation and a measurable improvement plan for the public to consider. We would also appreciate more detail of the Experts by Experience work. The Account includes very little on how user feedback is obtained and used to improve quality.

It is pleasing to end this comment with the knowledge that Healthwatch Torbay and the Trust have worked together successfully. The dementia awareness project for Care Home staff involving Torbay Dementia Action Alliance (TDAA) is an example of how service users, themselves, can be involved in changing attitudes.

The shift to "*what matters to me ... not what is the matter with me*" (Caroline Taylor) is an excellent mission statement to share with the local community. The Account gives examples of how this transition is taking place and Healthwatch Torbay looks forwards to working with Torbay people in their understanding of the seismic shift.

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## **7. Commentary from Overview and Scrutiny members**

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### **Statement from Torbay Council's Health Scrutiny Board on the Adult Social Care Local Account 2014-2015**

To be inserted

**END**

# Agenda Item 10



Title: **Draft Corporate Plan 2015-2019**

Wards Affected: **All**

To: **Overview and Scrutiny Board** On: **8<sup>th</sup> July 2015**

Contact Officer: **Steve Parrock – Executive Director Operations and Finance**

☎ Telephone: **01803 208973**

✉ E.mail: **Steve.parrock@torbay.gov.uk**

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## 1. Key points and Summary

- 1.1 The draft Corporate Plan 2015-2019 prepared by the Mayor and the Executive sets out the strategic ambitions for the Council over the next four years and the principles within which the Council will operate.
- 1.2 The Corporate Plan acknowledges the financial challenge the Council faces and sets principles as to how to achieve our ambitions within reducing resources.
- 1.3 Consultation on the draft Corporate Plan is currently taking place and Overview and Scrutiny is asked to consider and comment on the plan.

## 2. Background

- 2.1 The Draft Corporate Plan 2015-2019 is the Council's key strategic planning document setting out the overarching ambitions for the next four years
- 2.2 Set against the significant challenge of expected reductions in funding, the plan identifies two ambitions for a prosperous and healthy Torbay and three principles within which the Council will operate, namely:
  - Using reducing resources to best effect
  - Reduce demand through prevention and innovation
  - Integrated and joined approach.
- 2.3 While there is no statutory requirement to have a Corporate Plan, being clear about our ambitions gives the Council, our staff, partners and the community a clear understanding of what we seek to achieve and how to prioritise our spending.
- 2.4 The draft Corporate Plan identifies the need to explore new and innovative ways to deliver services, as well as the need to integrate with our partners to maximise value for money and deliver the best possible outcomes for our communities.

2.5 The Council will be developing long term 'Corporate Plan Delivery Plans' which will underpin this Corporate Plan. These Delivery Plans will detail how the Corporate Plan will be translated into targeted actions to achieve our ambitions within a continued reducing budget.

2.6 A Performance Management Framework will be developed to monitor our progress and delivery against the Corporate Plan and delivery plans.

### **3. Consultation**

3.1 The Draft Corporate Plan 2015-2019 is currently out for public consultation and has been published on the Council's website.

3.2 The consultation has been forwarded to our partner organisations, promoted with the public through social media and promoted to elected members and staff to gauge a range of views on the ambitions and principles identified within the draft plan.

3.3 Overview and Scrutiny Board as part of the consultation process are asked to consider this plan and feedback their comments.

**Steve Parrock**  
**Executive Director Operations and Finance**

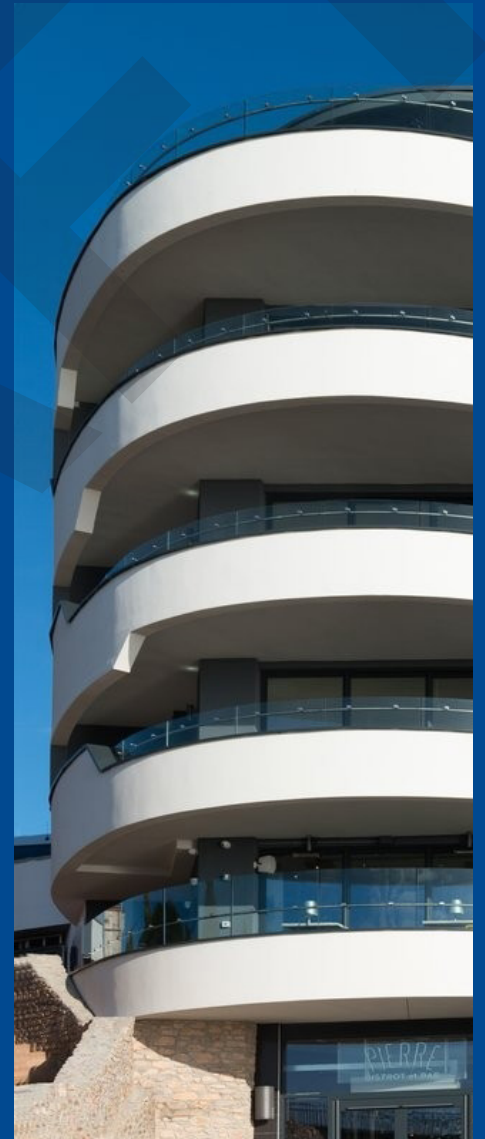
### **Appendices**

Appendix 1

Draft Corporate Plan 2015-2019



# Draft Corporate Plan 2015 - 2019



# A council fit for the future

Foreword by Mayor Gordon Oliver



It is a privilege to be elected Mayor of Torbay for a second term and to be able to build on the achievements of the last four years. Despite the challenge of reducing funding as a result of the Government's austerity measures we have still delivered or enabled significant achievements including:

- A fall in unemployment across Torbay from 4.3% in 2011 to 2.6%.
- A landmark development on Torquay's waterfront on the site of the former Palm Court Hotel.
- South Devon Link Road is well underway and on track to be completed in 2015.
- Torre Abbey has undergone its phase 2 restoration to showcase its 800 year history and won prestigious accolades.
- Children's Services have been removed from intervention, the Department for Education has lifted its improvement notice.
- Torbay along with Devon County Council and Plymouth City Council have created the Energy from Waste facility for waste which cannot be recycled.
- The council has been awarded Purple Angel Status meaning that more staff are dementia aware
- The fishing industry, supported by the council, in Brixham is thriving and has gained a world class reputation for quality.
- The Torquay Promenade and Banjo was restored and opened for the public for the first time since 2006.
- White Rock Business Park continues to move forward which will bring new jobs and investment to the area.

I made election promises to our communities to ensure the best possible outcomes for all and deliver regeneration projects which will continue to shape Torbay's economic future. However, the Government has been clear about the funding reductions which can be expected across the public sector and the next four years will continue to be challenging for Torbay. This Corporate Plan sets out the ambitions the council will work towards over the next four years as well as recognising the challenges we face and the need to do things differently.

## 1. Introduction

Torbay is a great place to live, work and visit. It has a fantastic natural environment as part of the South Devon coastline and is consistently rated among the UK's top tourist destinations. With great access to the sea from a number of harbours and beaches, our communities also enjoy the benefits of a more urban style of living. The South Devon Link Road will open up more options for people to live by the sea and work elsewhere, or commute in to work more quickly to places in the bay. It will also encourage new businesses to set up in Torbay which will help to improve the local economy.

There has been and remains a significant financial challenge to Torbay Council. Over the last four years the council has had to make difficult decisions about its services in light of the government's austerity measures and reduced levels of funding. The future for local government remains uncertain with further reductions in funding expected in 2016/17 and beyond.

It is estimated that the council will have a budget gap of £33m over the three years between 2016/17 and 2018/19, based on a financial base of £110m in 2015/16. This is a significant challenge especially when the majority of services are statutory i.e. we need to provide them by law. As we need to maintain these services further pressure will be placed on the non-statutory services the council provides.

To meet this challenge we will explore new and innovative ways to deliver services and maximise value for money. The scale of the budget gap needed means it is no longer possible to achieve the savings required by making simple efficiencies. Some services will have to change significantly or, unless statutory, some may no longer be provided.

To sit alongside this Corporate Plan, we have prepared a visual representation of how our ambitions, actions and principles sit together, as demonstrated in appendix one.

## 2. Our Ambitions

In order to create a council fit for the challenges of the future, we will focus on creating a prosperous and healthy Torbay.

By focusing on these two ambitions, we can work towards ensuring our communities are healthy and thrive.

### A prosperous Torbay

The local economy is showing signs of recovering from the recession with recent statistics pointing to a more rapid rise in salary rates in Torbay than elsewhere in the Heart of South West Local (HoSW) Enterprise Partnership area. Unemployment has also fallen more quickly than anticipated and this has been assisted by actions taken by the council and its partners to encourage investment, by businesses, in growth.

The long awaited South Devon Link Road will open in 2015, we must capitalise on that investment to ensure that our economy builds on its recent successes. This will lead to additional higher value employment and the wider benefits that brings to the area through improvements in health, educational attainment and other benefits.

The council's Economic Strategy 2013-2018 and new Local Plan sets out the need to create more employment in Torbay and this means we need to continue to secure investment in support of the right infrastructure for economic growth including road, rail and broadband as well as sites and premises. The TDA will continue to work in partnership with important sectors and businesses such as hi-tech industries and manufacturing. We will continue to encourage people to start new businesses and support them to ensure they are fully exploiting business support programmes to accelerate their growth.



We will continue to work with schools, businesses and other partners to ensure that young people are supported through work placements, apprenticeships and shadowing opportunities to build their future careers within the bay. Working in partnership we can ensure the supply of labour into the economy meets local needs. We need our care leavers to be considered for work placements, apprenticeships and mentoring support to build their confidence and experience of working life.

Revitalisation of the town centres is a critical part of Torbay's economic prosperity and the adoptions of master plans for Paignton and Torquay will promote regeneration and growth across these towns.

## A healthy Torbay

There are a number of health challenges facing Torbay, including:

- A gap in life expectancy between those people living in more deprived communities and those living in the least deprived.
- A gap in disability free life expectancy, people in more deprived areas live longer with disabilities.
- Maternal behaviours such as smoking in pregnancy continues to be high in comparison to other areas.
- High levels of overweight and obese children and adults.
- High rates of alcohol related admissions to hospital.

By working with our partners we need to ensure that our communities are supported throughout the life course. We need to address and tackle the lifestyle issues and wider economic, social and environmental determinants of health that cause ill health and the inequalities in health outcomes we see. By tackling these lifestyle issues and the wider determinants of health, individuals and communities can improve their life chances.

Across the life course, we need to ensure all children are given the best start in life. Families need to be supported to make the right choices in order to achieve the best outcomes for them and their children. We need to promote the importance of healthy lifestyles and the newly created Joint Commissioning Team will work with partners to ensure there is a focus on targeted prevention and early intervention within all plans.

Torbay's natural environment is a wonderful asset which we need to ensure is protected. By providing attractive and safe open spaces we can encourage our communities to make the most of where we live and promote healthier lifestyles. Torbay's economic prosperity is dependent on a healthy workforce and yet economic prosperity itself helps to create healthier communities. By supporting regeneration projects we will be able to improve the health inequalities which exist across Torbay.

Working with adult social care services and other community sector organisations, such as the Torbay Community Development Trust and the voluntary sector we need to explore ways in which we can ensure older people age well and are physically, mentally and socially active.

In order to achieve this within our reducing resources it is critical the council delivers through new integrated approaches with our partners. We need to ensure that early intervention and prevention programmes are successful with the ultimate aim of reducing demand in the more costly reactive (intervention) services.

### 3. Delivering for the future

In order to address the significant financial challenge the council will face over the next few years, we need to think of new ways of working. We need to look at how other areas, both locally and nationally have addressed similar threats and take the opportunity to do things differently.

We need to base everything we do on three main principles:

- Use reducing resources to best effect.
- Reduce demand through prevention and innovation.
- Integrated and joined up approach.

We will target our actions in five key areas:

- Protecting all children and giving them the best start in life.
- Promoting healthy lifestyles across Torbay.
- Working towards a more prosperous Torbay.
- Ensuring Torbay remains an attractive and safe place to live, visit and work.
- Protecting and supporting vulnerable adults.

#### Use reducing resources to best effect

##### The challenge

As part of the Government's deficit reduction plan, the council has already made budget reductions in the region of £40m over the last four years. It is expected that budget reductions will continue for the rest of the decade given expected reductions in funding from central government, 'normal' budget pressures of inflation, an ageing population and increasing demand for social care services. It is estimated the council will have a budget gap of £33m over three years between 2016/17 and 2018/19.

#### Thinking for the future

We will continue to ensure we are working to maximise efficiencies, ensuring every pound and every hour of work is well spent but the scale of the budget gap means this alone will not be enough. Therefore we will need to think and act differently:

- Some services will need to be decommissioned.
- Some services will need to be provided differently with greater community support and / or with integrated working with our partners.
- We will need to look at new ways to generate income using our current resources.
- We need to ensure statutory services are clearly defined and managed by the level of risk.

We need to take the lead on town centre regeneration, attracting new investment, new businesses, events and people to our town centres. This will secure income for the council, through business rates for example, but will also benefit our communities and key business sectors.

We need to take a lead role in housing policy and improve housing standards working with the private and community sector. We will continue to build on our success to date in dealing with unacceptable property management.

We need to recognise the skills and assets that exist within our communities and work in partnership with them to enhance the contribution they can make to their own future and that of Torbay.

These and other dynamic approaches will ensure Torbay stays at the forefront of innovation.

## Reduce demand through prevention and innovation

### The challenge

There is growing demand for our all of our services due to an ageing population, increasing numbers of people and families living with complex illnesses and needs and increasing numbers of children being referred to children's social care services. This is not unique to Torbay and this pattern is seen across the country which is reflected in the pressure on social care and health services.

The council has an important role to play in reducing this demand in the future as:

- Torbay's economic prosperity is closely linked to the health and well-being of our communities and the individuals who live here
- Failure to support vulnerable individuals, families and communities earlier on will result in higher costs for all organisations and will reduce our capacity to intervene earlier.

### Thinking for the future

Building on our current approaches of working together and existing projects, such as the Five Year Cost Reduction Plan for Children's Services, we can reduce demand for services in a number of ways:

- Multi-agency teams working within communities to deliver joined-up services and respond to the needs of those communities.
- Support families to safely care for their children within the context of their community or where this isn't possible, ensure that alternative care arrangements are made for children in a timely way.
- Create an environment where our communities flourish with good physical and mental health.

- Create integrated services where people and families are supported in all aspects of their lives where there are challenges to prevent progression to the need for more intense care.
- Create services aimed at keeping people well and preventing or delaying the onset of disability and illness.
- Create integrated services where those in their older years or those living with illness or disability are supported to live independently and at home for as long as possible.
- Work in partnership with the community and voluntary sector to build resilience and ensure they are equal partners on service design and delivery.

Prevention and early intervention must be a key component of all council services. In providing services which help to address needs earlier and aim to deal with the wider causes of all problems, the council will improve outcomes for communities and individuals, reducing the demand for reactive and intervention based services which are far more costly than preventative services.

## Integrated and joined up approach

### The challenge

Services delivered by different agencies, to only certain age groups or genders leads to services which may not be fully integrated and may not provide a holistic approach to care. This means that it is not uncommon for clients to receive care from a number of different agencies and staff simultaneously.

Although Torbay has joined-up health and social care services, along with our partners, we need to go much further if we are to address the needs of our communities as well as accomplishing this within the growing financial challenge we face.

## Thinking for the future

Torbay has a national reputation for integrated working across health and social care and has recently received Pioneer status to take this forward.

The hospital is in the process of acquiring Torbay and Southern Devon Health and Care NHS Trust to create an Integrated Care Organisation (ICO).

The Directors of Adult Social Care, Children's Services and Public Health are working with commissioners in the NHS to develop a Joint Commissioning Plan; this will include the production of local delivery models.

The creation of a Torbay Public Services Trust (TPST) across all agencies will allow for the pooling of budgets as well as attracting external investment. The TPST will enable the co-commissioning and co-delivery of services through pooled budgets by a full range of partners and is being developed as part of the Social Work Innovation Fund project.

We need to continue to work with other local authorities and partner organisations to see where there are opportunities to deliver services together.

By maximising the benefits of joint working, we will be able to continue to focus on achieving our ambitions and with reducing resources.

## 4. Next Steps: Service Development and Engagement

Throughout the course of 2015, the council will be developing long term delivery plans which will support this Corporate Plan. In developing these delivery plans consideration will be given to how we redesign our services, how we can work differently and in partnership with others and how we can generate income in order to achieve our ambitions.

A key part of service redesign will be an assessment of existing evidence and understanding of community needs. We will engage with our partners and the community on service redesign ensuring that everyone, especially those who will be most affected by proposals get the opportunity to have their say.

The future will not be easy, but despite the challenges the council faces in the forthcoming years, we are committed to working with our partners and the public to ensure that we are able to deliver on our ambitions for a prosperous and healthy Torbay.

**Ambitions**

**A prosperous Torbay**

**A healthy Torbay**

Continue the work with South Devon College and both Plymouth and Exeter Universities to promote education, training, apprenticeships and opportunities for all.  
Continue to support front line services for children and young people.

Continue the drive to create jobs.  
Work with LEP to gain maximum economic and social benefits from Government funding, including the pursuit of European funding to support specific projects.  
Support the construction of a new station / halt at Edginswell and other transportation projects.  
Expand and regenerate The Strand in Torquay.  
Revitalise our town centres.

Support the dualing of the ring road to Windy Corner, Churston.  
Look to reduce the number of traffic lights and double yellow lines where feasible.  
Pursue the possibility of creating a railhead into Brixham.  
Long term planning for sea defences and flood protection for our three towns to protect against rising sea levels.  
Promote tourism and events.  
Maximise the most of our maritime facilities.

Work with the health service to keep our local population healthy.

Continue to support front line services for older people.

Continue the close working relationships with neighbouring and other local authorities throughout Devon

Disposal of property and assets surplus to Council needs

Maintain existing Council Tax levels or keep increases as low as possible

Support a referendum, as promised with reference to the Elected Mayor system as soon as permitted in 2016

Continue to donate 50% of Mayoral allowance to good causes

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**Mayoral Manifesto Promises**

**Targeted actions**

**Protecting all children and giving them the best start in life**

**Working towards a more prosperous Torbay**

**Promoting healthy lifestyles across Torbay**

**Ensuring Torbay remains an attractive and safe place to live and visit**

**Protecting and supporting vulnerable adults**

**Life Course**

Starting Well

Developing Well

Living and Working Well

Ageing Well

**Principles**

**Use reducing resources to best effect**

**Reduce demand through prevention and innovation**

**Integrated and joined up approach**



# Agenda Item 11



**Meeting:** Overview and Scrutiny Board      **Date:** 8 July 2015

**Wards Affected:** All wards

**Report Title:** Overview and Scrutiny Board Work Programme

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## 1. Purpose and Introduction

1.1 Each year, the Overview and Scrutiny Committee is required to agree a Work Programme. The Programme needs to be robust and realistic but also flexible enough to enable emerging issues of concern to be addressed. This will help to ensure that overview and scrutiny is driving service improvement and playing a key role in the policy development process. A successful scrutiny function would have a positive impact on our customers as the community would be involved in the work being undertaken and the outcomes of that work would be focused on the community's needs.

## 2. Proposed Decision

2.1 That the outline Work Programme for the Overview and Scrutiny Board, as set out in Appendix 1 to this report, be agreed but that it be noted that additions may be made to the programme pending the outcome of the current call-in of the Mayor's decision in relation to the establishment of policy development groups.

## 2.2 Reason for Decision

To ensure that the Overview and Scrutiny Board sets a robust Work Programme for the coming year.

## Supporting Information

### 3. Position

3.1 The Constitution requires that each year the Overview and Scrutiny Board will coordinate the production of a Work Programme for the function as a whole.

3.2 As the Board is aware, the major challenge facing Torbay Council in the coming year is identifying the savings required to meet the continuing reducing amount of public sector finance. As part of the processes around fair decision making, robust

proposals must be developed which include appropriate consultation and assessment of the impacts.

- 3.3 The Board is also aware that, at the meeting of the Council held on 26 February 2015, a set of principles was adopted which included that “the Council as a whole need to focus on the matters that really matter” and that the relationship between overview and scrutiny and the executive should seek to complement each other.
- 3.4 To this end, following the Local Elections in May 2015, it was proposed that the work programmes of both overview and scrutiny (in relation to its policy development role) and the executive should be merged and managed through the reconstituted Policy Development Groups. However, the decision of the Mayor to establish two Policy Development Groups and to agree the operational guidance for those Groups is currently subject to call-in with the matter due to be debated by the Council at its meeting on 23 July 2015.
- 3.5 At this stage, it does not seem appropriate to agree the policy development (or overview) part of the overview and scrutiny work programme. Issues which the Board had identified during the course of its work in 2014/2015 included:
- Future operating models for:
    - Library Services
    - CCTV
    - Connections
  - Review of car parking
  - Effectiveness of the Integrated Care Organisation as an “agent for change”
- 3.5 The Overview and Scrutiny Board had also previously identified that the Corporate Plan should also be used as a basis for determining its Work Programme and, to this end, the Mayor and Executive Leads have been invited to attend the Board to discuss their plans for the delivery of the draft Corporate Plan.
- 3.6 The proposed scrutiny elements of the work programme are listed in Appendix 1 with a focus on holding decision makers to account for their performance (which will be monitored in accordance with the themes within the draft Corporate Plan).
- 3.6 The Board is scheduled to meet in the week prior to each meeting of the Council which will enable it to review any issues due to be considered by Council if members so wish although it is hoped that, in accordance with the principles adopted by the Council on 26 February 2015, items will be placed in the Forward Plan earlier than has previously been the case to enable more informal discussions about future decisions due to be taken by the Council.
- 3.7 In terms of the Board’s statutory responsibility to health scrutiny, it is proposed that task-and-finish groups be established to review specific issues of concern with any proposals for substantial variations to service being considered by the Overview and Scrutiny Board itself.

3.8 Overview and Scrutiny Lead Members are also planning to meet informally with Executive Leads and members of the Senior Leadership Team on a regular basis to ensure they are kept up to date on emerging issues within their areas of responsibility. Any issues which are felt to be worthy of more detailed discussion will be included on future agendas for the Overview and Scrutiny Board.

3.9 Once the Mayor publishes his timetable for consulting on his proposed budget, the Overview and Scrutiny Board will need to determine how it wishes to review the proposals (either through a series of Priorities and Resources Review Panels or by another means).

#### **4. Possibilities and Options**

4.1 The Overview and Scrutiny Board are free to determine its own Work Programme. However, regard should be given to the resources available within service departments of the Council to provide information to the Board which is not in line with broad themes work already being undertaken.

#### **5. Fair Decision Making**

5.1 The proposals in this report do not have a major community impact. However, if the proposals are accepted the reviews of the Overview and Scrutiny Board would form part of the fair decision process for the emerging proposals.

#### **6. Public Services (Social Value) Act 2012**

6.1 The proposals in this report not require any procurement and so the Public Services (Social Value) Act 2012 does not need to be applied.

#### **7. Consultation**

7.1 No public consultation has been carried out in formulating this report.

#### **8. Risks**

8.1 The exact nature and timing of the reviews identified will need to be agreed by members through the scoping process. In order to deliver successful reviews, members will need to ensure that they are clear about what they wish to review (and indeed what they will be excluding from the review). The timings of each review will also be critical to ensure that as little 'bunching' as possible occurs. The timeline for each individual review should be adhered to – this will help ensure that all the reviews can be delivered within the resources available.

8.2 A critical success factor will be members' commitment to these reviews –members need to be sure that these issues are matters which can make a difference to the community of Torbay and that they are willing to commit time and energy into

identifying consultees and key questions, meeting and discussing issues with other members, officers and consultees, reading and challenging the information presented to them and, finally, drawing conclusions, considering options appraisals and risk assessments, and formulating evidence based recommendations.

- 8.3 Members also need to receive support from officers within service departments and within relevant partners. Whilst the Scrutiny Support Team can provide day-to-day support (including research, consultation and analysis), detailed information will need to be provided through Executive Heads especially at the scoping, options appraisal, and risk assessment stages.
- 8.4 If members are not committed to the topics within the proposed Work Programme and to making overview and scrutiny a worthwhile mechanism to improve the lives of the community of Torbay (and if they do not receive adequate support from service departments), then there is a risk that no or few positive outcomes can be shown to have been achieved by Overview and Scrutiny.
- 8.5 Co-ordination with the various work programmes of the Council's Policy Development Groups is necessary to ensure there is not duplication of Overview and Scrutiny's role and workstreams and vice versa.

## **Appendices**

Appendix 1 Draft Overview and Scrutiny Work Programme

## **Additional Information**

None

# Agenda Item 11

## Appendix 1

### Overview and Scrutiny Board – Proposed Work Programme 2015/2016

8 July 2015	Appointment of Vice-chairman Work Programme Revenue Budget Outturn 2014/2015 Capital Plan Budget Outturn 2014/2015 Tourism and Retail Business Improvement District – Update Corporate Plan
9 September 2015	Performance Management Quarter 1 Revenue Budget Monitoring Quarter 1 Capital Plan Budget Monitoring Quarter 1 Monitoring Officer review of Standing Orders in relation to the Capital Budget
14 October 2015	Children’s Services Five Year Plan – Progress
25 November 2015	Performance Management Quarter 2 Revenue Budget Monitoring Quarter 2 Capital Plan Budget Monitoring Quarter 2
27 January 2016	Formalise views on Revenue Budget 2016/2017
17 February 2016	Performance Management Quarter 3 Revenue Budget Monitoring Quarter 3 Capital Plan Budget Monitoring Quarter 3
27 April 2016	Performance Management – Year End Children’s Services Five Year Plan – Progress O&S Annual Report

### Other issues identified for possible inclusion in Work Programme

Review of sample of Prudential Borrowing Schemes – did they deliver against their business plan (value for money and outcomes for the community)?

Mental Health – Health and Wellbeing Board requested an overview and scrutiny review of mental health services in Torbay