

Tuesday, 31 October 2023

OVERVIEW AND SCRUTINY BOARD

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

Wednesday, 8 November 2023

commencing at **5.30 pm**

The meeting will be held in the Grace Murrell Room C, Riviera International Conference Centre, Chestnut Avenue, Torquay TQ2 5LZ

Members of the Board

Councillor Twelves (Chairwoman)

Councillor Bryant
Councillor Cowell (Vice-Chair)
Councillor Douglas-Dunbar
Vacancy - Conservative

Councillor Harvey
Councillor Hutchings
Councillor Long
Vacancy - Conservative

Together Torbay will thrive

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

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

OVERVIEW AND SCRUTINY BOARD AGENDA

1. **Apologies**
To receive apologies for absence, including notifications of any changes to the membership of the Board.
2. **Minutes** (Pages 4 - 12)
To confirm as a correct record the minutes of the meetings of the Board held on 5 and 11 October 2023.
3. **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.)
4. **Urgent Items**
To consider any other items that the Chairwoman decides are urgent.
5. **Draft Key Performance Indicators for the Special Educational Needs and Disabilities (SEND) Local Area Strategy** (Pages 13 - 19)
To review the Draft Key Performance Indicators for the Special Educational Needs and Disabilities (SEND) Local Area Strategy.

(Note: the Members of the Children and Young People's Overview and Scrutiny Sub-Board and key partners have been invited to the meeting for this item.)
6. **Budget Monitoring Quarter 2** (To Follow)
To consider the submitted budget monitoring report for Quarter 2 2023/2024 and make recommendations to the Cabinet/Council.

7. Safer Communities Torbay Annual Review

(Pages 20 - 53)

1. **Domestic Abuse and Sexual Violence:** To receive an update on key developments, delivery and plans.

Presented by: Shirley Beauchamp, Domestic Abuse and Sexual Violence Commissioning and Strategy Lead, Torbay Council and Collette Eaton Harris, Interpersonal Trauma & Violence Lead, NHS Devon.

2. **Torbay Combating Drugs Partnership:** To review progress 1 year in.

Presented by: Bruce Bell, Director of Public Health, Torbay Council.

3. **Operation Loki:** To receive an update on the impact, learning and next steps.

Presented by: David Hammond and Hayley Costar, Devon and Cornwall Police.

4. **Anti-social Behaviour:** To consider the local picture, development and delivery.

Presented by: David Parsons – Strategic Lead for Community Protection, Torbay Council and Victoria McGeough, Partnership Lead Manager, Torbay Council.

5. **Other key areas of work:** To receive an update on Prevent and Modern Slavery.

Presented by: Victoria McGeough, Partnership Lead Manager, Torbay Council.

Minutes of the Overview and Scrutiny Board

5 October 2023

-: Present :-

Councillor Twelves (Chairwoman)

Councillors Cowell (Vice-Chair), Steve Darling, Douglas-Dunbar, Harvey, Hutchings,
Joyce, Barbara Lewis and Maddison

(Also in attendance: Councillors Billings, Bye, Fellows, Chris Lewis, Long, Penny and
Tranter)

19. Minutes

The minutes of the meeting of the Board held on 6 September 2023 were confirmed as a correct record and signed by the Chairwoman.

20. South West Water Spotlight Review

The Overview and Scrutiny Board undertook a spotlight review on issues of concern regarding services provided by South West Water (SWW) and to see how the Council could work together with SWW to improve outcomes and communication for the residents of Torbay and examined the written responses to initial key lines of enquiry and supporting documents (full details of which can be found at <https://www.torbay.gov.uk/DemocraticServices/ieListDocuments.aspx?CId=218&MIId=25724&Ver=4>):

- South West Water Spotlight Review Key Lines of Enquiry and responses;
- Representations from members of the public to South West Water;
- Officer question to South West Water;
- South West EPA data report 2022; and
- Presentation from South West Water.

The Board heard evidence from the following:

- Helen Dobby (Director of Wastewater Services, Recovery, Treatment and networks, SWW);
- Jay Harris (Waste Water Services Regional Operations Manager, SWW);
- James Hodgson (Operations manager, SWW);
- Rob Parsons (Tor Bay Harbour Master – Divisional Director Maritime & Coastal Services); and
- David Pickhaver (Principal Policy and Project Planner, Strategy and Project Management).

The Board acknowledged the work being done by South West Water to improve water and manage drought which was set out in their Water Resources Management Plan and Drought Plan 2025 to 2050 and the Drainage and Waste Management Plan. This included proposals to:

- Increase supply through: storing more water; using river water wisely; using groundwater; recovering wastewater; balancing the flow of water; and diversified water resources;
- Reducing demand through: preventing and fixing leaks; installing smart meters; and promoting community water efficiency; and
- develop a long term plan for drainage and waste water and by 2050 they would have: maintained flooding risk; improved storm overflow performance; raised treatment standards; maintained compliance of their treatment works; and built resilience against wider climate change risks.

Members noted the investment in services such as WaterFit Live (<https://www.southwestwater.co.uk/waterfit/>) and the establishment of a Storm Overflow Task Force to prioritise reduction in spills and improved performance of storm overflow. As well as continuing to promote their “free find and fix” offer for customers with private leaks at their homes. Concern was raised around storm overflows and it was explained that these could occur both in the event of heavy rain and also in the event of a blockage in the system which could occur at any time. These events were closely monitored and investigated to ensure that any blockages could be removed. It was clarified that the water that comes from overflows was treated and 95% of this was surface and rain water. It was noted that whilst there were some occurrences of sewage spillage the Tor Bay Harbour Master advised that this was often misreported, especially around the beaches and coastal areas which could be impacted by wind direction and tidal activity. Councillors and members of the public were encouraged to monitor and report water quality around our beaches and use the WaterFit Live and the Environment Agency Swimfo sites (<https://environment.data.gov.uk/bwq/profiles/>).

The Board acknowledged the appetite from the representatives of South West Water to work more closely with the Council and other agencies to improve communication and promote reporting of incidents to improve data collection and campaigns to help people make positive changes to their behaviours to help save water and prevent inappropriate items being placed in the water system.

The Board requested that South West Water provide more information/a written response to the following:

- to provide more information on the Environment Agency Catchment Data Explorer - see <https://environment.data.gov.uk/catchment-planning>;
- to explain why Livermead beach does not show on the map as a designated bathing beach and what action was being taken to address the release of sewage onto that beach, which was popular for people swimming with dogs, jet skis and other water sport users;
- whether Torbay being an UNESCO Geopark has any impact on consideration regarding water quality and protection of the natural environment;

- as there was a significantly higher number of occurrences of overflows from Ilsham Valley Pumping station in 2020 of 123 events, how does South West Water intend to make a reduction of 20 or below by 2030;
- to provide details of the capital programme for reduction in overflows and infiltration, increased storage and separating surface water from combined systems;
- to provide the statistics relating to water usage and rainfall for the past 10 years so that Members can understand the trends and challenges;
- what proportion of the water pipework still has lead and what was the plan to replace it;
- how much of the water and sewerage infrastructure needs replacing and what was the timeframe for completing this work;
- South West Water had a 10.9% increase in dividends to its shareholders and paid £2m in bonuses to Executives and residents have been told in order to enhance the quality of their water bills would have to go up significantly, how could this be justified;
- it was mentioned that the Chief Executive Officer of SWW had foregone her bonus in light of the current cost of living crisis and applied this to water poverty initiatives including WaterShare (<https://www.southwestwater.co.uk/about-us/what-we-do/improving-your-service/watershareplus>), if they were acknowledging water poverty was a major issue in the region how was the £112m shareholder dividend justified;
- an update on the issues being investigated by OFWAT regarding accuracy of information relating to water leaks and what was being done to address this;
- how could SWW demonstrate that their services offer value for money to customers in light of the high costs of bills and payments to shareholders and Executives;
- what action was being taken to manage black acanthine in the infrastructure; and
- what was the reason for the drinking water tasting disgusting and what was being done to address this.

The Board requested that the Environment Agency be requested to provide a written response to the following issues for which they were the responsible agency for:

- currently water quality testing was only carried out between May and September, what consideration had been given to carrying out water quality testing all year round and could this be revisited in light of Torbay Council's ambition to be a premier tourism destination;
- to explain why Livermead beach does not show on the map as a designated bathing beach, which was popular for people swimming with dogs, jet skis and other water sport users;
- what assurance could be given that the testing and standards for water quality had not been subject to negotiations with water companies and that there was an improving direction rather than concessions being made; and
- what assurance could be given to the loophole that regulators could discount 1 out of 7 water quality samples when there was an atypical event and what was classed as such event.

Resolved (unanimously):

1. that all bodies and agencies including but not limited to Torbay Council, Tor Bay Harbour Authority, and South West Water be aware of the importance and interrelated nature of water systems in Torbay. They are vital to supporting delivery of the Community and Corporate Plan and the Torbay Story vision of the premier marine and natural experience; whilst meeting the needs of existing and future populations and enabling urban regeneration to take place in a safe and sustainable way;
2. that South West Water (SWW) be requested to liaise with the Director of Corporate Services and the Director of Pride in Place - Torbay Council and its partner bodies across the spectrum of water related issues including:
 - to promote campaigns to raise awareness about the need to save water, protect the environment and ecology (e.g. not putting fat down the drain or flushing sanitary products or wet wipes; avoiding storm water connections to the combined sewer network);
 - to ensure sufficient monitoring and reporting of sea water quality across Tor Bay and that this information is also shared with the public;
 - to understand and plan for the infrastructure needed to accommodate growth, regeneration, climate change and permitted development rights developments in Torbay; and
 - to support and encourage the use of Sustainable Drainage Systems and water sensitive urban design across the built environment;
3. that the Director of Pride in Place be recommended to prepare guidance to amalgamate existing policy relating to flooding and drainage as a guide for officers, Members, developers, householders etc. and that this to be made a Supplementary Planning Document (SPD) after a draft has been prepared by January 2024;
4. that all Councillors and relevant Council officers be encouraged to attend the Planning Modular Session – Draining and Flooding Issues scheduled for 17 January 2024 to raise awareness of the issues and ensure appropriate considerations are given through the Planning process and development of future policies;
5. that the Overview and Scrutiny Board monitor the implementation of the proposals 1 to 4 above in 2024 and invite the Environment Agency to contribute to the discussions;
6. that all Councillors be encouraged to report any local issues with SWW to provide key local data;
7. that the Director of Pride in Place be requested to consider publicity and QR codes signposting the public to the beaches webpages and the South West Water Waterfit and the Environment Agency Swimfo sites;

8. that the Director of Adults and Community Services be requested to keep the Overview and Scrutiny Board informed of the outcome of the investigations into Brokenbury Quarry; and
9. that the Democratic Services Team Leader be requested to write to the Environment Agency and SWW on behalf of the Board to request a written response to the outstanding questions raised at the meeting.

Chairwoman

Minutes of the Overview and Scrutiny Board

11 October 2023

-: Present :-

Councillor Twelves (Chairwoman)

Councillors Brook, Cowell (Vice-Chair), Douglas-Dunbar, Harvey, Hutchings, Law, Barbara Lewis and Maddison

(Also in attendance: Councillors Steve Darling, Chris Lewis, Long, Penny, David Thomas and Tyerman)

21. Apologies

An apology for absence was received from Councillor Tranter, who was represented by Councillor David Thomas.

22. Communications

Further to the meeting of the Overview and Scrutiny Board held on 6 September 2023 Councillor David Thomas gave a formal public apology to Councillor Cowell in connection with incorrect reference to meetings of the Cabinet on Climate Emergency being abandoned which were later confirmed to have been adjourned but concluded.

23. Community and Corporate Plan

As part of the consultation, the Board considered the Cabinet's draft Community and Corporate Plan which was due to be approved at the Council meeting on 7 December 2023. The Leader of the Council, Councillor David Thomas, and the Director of Corporate Services, Matthew Fairclough-Kay attended the meeting to respond to points raised by the Board.

Members noted that a Council Business Plan would sit beneath the Community and Corporate Plan showing how the Council would deliver the priorities of the Community and Corporate Plan. This was due to go to Cabinet on 5 December 2023 and the Board requested consideration of this document prior to approval by the Cabinet.

Resolved (unanimously):

That subject to the following, the Cabinet be recommended to present the draft Community and Corporate Plan to Council for approval:

- Page 4 - to provide a link to the Torbay Story and consider promoting this wider across the Council's website to raise awareness;
- P15 - to strengthen the priority around quality of housing 'Improve the delivery, affordability and quality of housing **(including housing standards)** for residents in Torbay';
- Page 17 - to explore adding another measure of long term private rental compared to short term private rental e.g. Air-B&B;
- to add an extra measure for development in economic growth to increase the proportion of people aged 20 to 40 years staying in Torbay;
- P17 - Raise skill levels, particularly in high value careers **and empower people to upskill through driving training opportunities raising skills across all sectors.**
- P17 - amend 'Proportion of employment in ~~specific~~ **current and emerging** sectors;
- to review the language in the document such as asset based community development approach and people will be allowed to fulfil their potential; and
- to consider engaging with hard to reach groups and minority groups such as LGBTQ+ to ensure that their voices are heard.

24. Capital and Growth Highlight Report on Capital Programme Monitoring

The Board reviewed the submitted report which set out a review of the Council's Capital Projects and outlined the new governance arrangements for the management of the Capital Programme and provided a high level overview of the key strategic projects. Members also considered a briefing note on increased costs to complete the Harbour View Hotel project to enable it to be opened in Spring 2024. Members asked the following questions:

- what was being done to address project delivery teams facing internal resourcing constraints which was affecting the speed in delivering projects and reacting to issues;
- what impact would bringing the TDA back in house have on delivery of the Capital Programme;
- how can the Overview and Scrutiny Board fully consider the performance of delivery against the Capital Programme when the report does not provide details about many of the projects that were showing as amber and red;
- what were the changes to Torquay Harbour Public Realm and what was the reason behind the preferred option;
- what assurance could be given that there would be sufficient public communication and engagement on the preferred option for the Torquay Harbour Public Realm;
- why had the Torquay Town Deal and Paignton Future High Streets not met since the Election;
- how had the Community Board been engaged in the proposals for the Torquay Harbour Public Realm;
- would the additional funding required to complete the Harbour View Hotel project be sufficient to ensure it is completed by Spring 2024; and
- how would the Council ensure that lessons learned from the continued increasing costs for the Harbour View Hotel were taken into account for future projects.

Resolved (unanimously):

1. that future Capital Projects reports include a summary for the projects showing amber and red and risks associated with any slippage and a sample of the layout for this to be provided in advance to Members of the Overview and Scrutiny Board to ensure that the expected information is contained;
2. that the lessons learned report on Harbour View Hotel be presented to a future meeting of the Overview and Scrutiny Board; and
3. that the Overview and Scrutiny Board supports the proposal for the Director of Finance to use his delegated powers to authorise up to £540,000 to meet the additional costs to complete the Harbour View Hotel development and that these costs are met through capital reserves rather than borrowing with the final position reported as part of the revised Capital Investment Programme which will be submitted to Council in January 2024.

25. Torbay Council Investment Portfolio - KPI Dashboard

The Board considered and noted the submitted report which provided an update on the performance of the Council's investment portfolio. The Council had invested £212m between 2017 and 2019 which resulted in around £4m investment to the Council's Revenue Budget each year. Members noted the risks around the Asset Management Reserve closing balance of £3m and the notable events over the next five years which it was projected would require substantial draw down from the Reserve. Members asked the following questions which were responded to by the Cabinet Member for Housing, Finance and Corporate Services, Councillor Tyerman:

- were the figures gross or net;
- what was the breakdown for the £13m gross;
- how would the Council meet any shortfall if the Asset Management Reserve was not sufficient;
- how was risk managed for the investment portfolio;
- what consideration has been given to disposing of assets and what was the impact on the Revenue Budget of such proposals;
- do we have a profile of voids and leases to know when they are due and how long the void periods were;
- was there a matrix of value of properties and rental income; and
- was there an opportunity to sell some of the assets and use the cheaper borrowing to drive economic development in Torbay.

26. Armed Forces Covenant and Military Compensation Call-in of Cabinet Decision

The Board had before it details of a call-in by five Members of the Council of the decision of the Cabinet in respect of the Notice of Motion - Armed Forces Covenant and Military Compensation. The Call-in Promoter, Councillor Steve Darling, explained his reasons for call-in to the Board and the Leader of the Council, Councillor David Thomas responded (on behalf of the Cabinet Member for Adult and Community Services, Public Health and Inequalities).

In his response the Leader of the Council gave assurance that the following wording would be included in the Housing Assistance Policy:

“Due to the unique obligation and sacrifice of danger for serving and veteran military personnel, any lump sum payments received through military compensation as well as military war pension will be disregarded as part of the Disabled Facilities Grant means test.

All other aspects of the means test conditions still apply where a client does not receive a passporting benefit.”

Resolved:

That no further action be taken in respect of the call-in.

27. Prostate Cancer UK Campaign 'Boys need bins' Call-in of Cabinet Decision

The Board had before it details of a call-in by five Members of the Council of the decision of the Cabinet in respect of the Notice of Motion - Prostate Cancer UK Campaign 'Boys need bins'. The Call-in Promoter, Councillor Long, explained his reasons for call-in to the Board and the Leader of the Council, Councillor David Thomas responded (on behalf of the Cabinet Member for Adult and Community Services, Public Health and Inequalities).

Resolved:

That no further action be taken in respect of the call-in.

Chairwoman

Meeting: Overview and Scrutiny Board

Date: 8 November 2023

Wards affected: All Wards

Report Title: Draft Key Performance Indicators for the Special Educational Needs and Disabilities (SEND) Local Area Strategy

When does the decision need to be implemented? N/A

Cabinet Member Contact Details: Councillor Bye, Cabinet Member for Children's Services

Director/Divisional Director Contact Details: Nancy Meehan, Director of Children's Services.
NancyMeehan@torbay.gov.uk

1. Purpose of Report

The SEND inspection of Torbay's Local Area Partnership took place in November 2021, the inspection report published in January 2022, requested that the Local Area develop a written statement of action showing how they intended to address the significant weaknesses outlined in the report. The Written Statement of Action, which was finalised and approved by Ofsted and CQC in May 2022, defines eight areas of improvement. A SEND Strategy for the whole Local Area is one of these eight areas.

Over the course of the last year the SEND Strategy has been fully coproduced with young people, parents and carers and colleagues from across the partnership.

The SEND Strategy, approved unanimously at Cabinet and at the Integrated Care Boards (ICB) in recent months, is a long-term strategy to enable us to fulfil our Statutory duties in relation to SEND and to ensure that all young people in Torbay can thrive regardless of their additional needs.

To ensure that we fulfil the SEND Strategy a set of underlying Action Plans have also been coproduced for each of the five priorities. The purpose of this report is to explain the Key Performance Indicators which make up the action plans and which will ensure we can deliver on the promises we make to young people with SEND and their families.

2. SEND Local Area Strategy

In the SEND Strategy we have a shared vision, which also aligns with the recent National changes and plans featured in the SEND Review and recent Green Paper on SEND ([Summary of the SEND review: right support, right place, right time - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/summary-of-the-sen-send-review-right-support-right-place-right-time)), ensuring this Strategy is 'future-proof'.

Our shared vision is:

- SEND is everybody's business - embedding the vision and values into the practice of everyone who works with children and families from 0-25 years.
- Identify and respond to needs early - in ways that value lived experience and expertise, offering personalised care and support.

- Deliver in the right place at the right time - always asking ‘so what difference are we making in the life of this child or young person?’

This vision has been broken into five key priorities, which were chosen by our children, young people, their families and from colleagues across the Local Area Partnership:

Our vision will be delivered through five priority areas:

- 1) SEND is everyone’s business – embedding our values through education, health and social care, changing culture and reforming our workforce
- 2) Identify and act on children’s needs at the earliest opportunity, through valuing lived experience and expertise
- 3) Understand the needs of our children, young people and families and make sure joint commissioning supports service delivery and we make best use of all resources
- 4) Make sure that all early years providers and mainstream educational settings support an inclusive approach to education
- 5) Improve transition planning for young people moving into adulthood

3. Measuring our Progress with Key Performance Indicators

Our Key Performance Indicators (KPIs) have been designed to measure our progress in this Strategy based on what our Children, Young People and Families will see. Of course, we will measure our progress through key datasets we hold but it is important to focus our KPIs on the tangible differences this Strategy will make for our families.

Every six weeks a “BRAG” rating will be reviewed (Red, Amber, Green, Embedded) to indicate our progress on a measure. This will be based on evidence we have identified in each action plan. This evidence will be a mixture of both quantitative data (an example of which is summarised in Appendix 1) and qualitative data; based on feedback directly from our families gathered through our Parent Carer Forum, Newsletter and website analytics, Participation Survey, Children and Young People’s Panel and various other sources such as our roadshow and online events.

The progress on each priority will be heard at our new SEND Project Board, where the five priorities make up the standing agenda items and will be submitted quarterly at the SEND Executive Board and the Children’s Continuous Improvement Board. These updates will also be fed into the Written Statement of Action Monitoring Visits completed by the Department of Education on a quarterly basis.

4. The Five Priorities and their Key Performance Indicators

1) SEND is everyone's business.

This priority is focused upon ensuring our new Culture for SEND is embedded across the Partnership. [Our pledge - Torbay Council](#)

In this priority our evidence will come from our Annual Participation Survey and regular feedback our Parent Carer Forum. We will measure data and feedback from our Local Offer websites. We will also be measuring the progress of our Pledge implementation across the partnership.

What will Children, Young People and their families see?	BRAG	Evidence
<ul style="list-style-type: none"> Children, young people, parents and carers will report increased confidence in their experiences. 		
<ul style="list-style-type: none"> Our annual participation survey will show evidence of year-on-year improvements, demonstrating a change in the lived experience of the system and professionals. 		
<ul style="list-style-type: none"> All partners will know the Local Offer and what the contribution of their service and other services should be. 		
<ul style="list-style-type: none"> Children, young people, parents and carers will know how to seek support and can navigate the system with greater understanding and ease. 		

2) Identify and act on children's needs at the earliest opportunity.

This priority focuses upon identifying needs early so that prevent problems from occurring and prevent needs from escalating. In this priority valuing the Lived Experience of young people and their families is key.

In this priority our evidence will come from our Joint Strategic Needs Assessment, from schools forum, feedback from our Parent Carer Forum and data about outcomes for children and young people with SEND.

What will Children, Young People and their families see?	BRAG	Evidence
<ul style="list-style-type: none"> Children, young people, parents and carers will feel listened to and heard within the local area. 		

<ul style="list-style-type: none"> • Staff in early help services, schools and settings will feel confident about their role in providing support early and in identifying when a child or young person has needs which extend beyond their scope of practice 		
<ul style="list-style-type: none"> • Young people, parents and carers and workers across the local area will know how to get support for all levels of need. 		
<ul style="list-style-type: none"> • Children, young people, parents and carers will report that they feel like partners in the decisions made about their support plans, including the choices available and any limitations in that choice. 		
<ul style="list-style-type: none"> • As a local area, we will be able to understand how well outcomes for children and young people are being improved and how things might need to change to make a greater impact. 		

3) Understand the needs of our children, young people and families.

This priority is focused on ensuring we have the “right support in the right place at the right time” (DFE, March2022) and that we understand the needs of our population in Torbay, thereby commissioning support and services to get the best use of our resources for our children and young people.

In this priority our evidence will come from our Joint Strategic Needs Assessment, our Graduated Response toolkits where need is met early, progress towards our Joint Commissioning Strategy and the links to our budget (and the Safety Valve Management Plan).

What will Children, Young People and their families see?	BRAG	Evidence
<ul style="list-style-type: none"> • A dynamic and live Joint Strategic Needs Assessment (JSNA) will support our commissioning, transformation and resource management. 		
<ul style="list-style-type: none"> • Families will be able to access support earlier preventing problems from becoming worse and resulting in higher levels of need. 		
<ul style="list-style-type: none"> • Families will be involved in the co-design of new services and in the reshaping of resources. 		
<ul style="list-style-type: none"> • Budgets across education, health and care will be understood by the local 		

area to enable and inform the reshaping of resources.		
<ul style="list-style-type: none"> • There will be a reduction in the higher needs block spend. 		

4) Make sure that all Early Years Providers and Mainstream Educational Settings support an inclusive approach to education.

This priority is focused on the roll out of our new Graduated Response toolkits. These toolkits support inclusion in our educational settings - [SEND Support and Provision – Graduated Response - Family Hub \(torbayfamilyhub.org.uk\)](#).

In this priority our evidence will come from feedback directly from children and young people through surveys and our panel. Our attendance and exclusion data (appendix 1) will also support us to measure this area.

What will Children, Young People and their families see?	BRAG	Evidence
<ul style="list-style-type: none"> • Children and young people with SEND will report that they feel supported and can trust the adults around them. 		
<ul style="list-style-type: none"> • Children and young people with SEND will be taught predominately in mainstream education alongside their peers. 		
<ul style="list-style-type: none"> • Children and young people with SEND will have high attendance rates. 		
<ul style="list-style-type: none"> • Children and young people with SEND will have reduced suspensions and exclusions year on year. 		
<ul style="list-style-type: none"> • Provision across the education system will demonstrate a greater inclusive practice, equality of opportunity and consistency. 		

5) Improve transition planning for young people moving into adulthood.

This priority is focused on ensuring our young people with SEND have the support, provision and resources to help them succeed as they progress into adulthood. In this priority we will start this transition from age 14.

In this priority our evidence will come from the young people themselves and whether they feel they have the right support in the right place at the right time. We will also monitor and measure the Preparation for Adulthood within our Education, Health and Care Plans.

What will Children, Young People and their families see?	BRAG	Evidence
<ul style="list-style-type: none"> • Our young people will experience a transition to adulthood that enables them to achieve their aspirations and goals. • Young people will talk confidently about the future and be able to articulate the agreed plan. 		
<ul style="list-style-type: none"> • Our young people will tell us they have choice and feel well supported. 		
<ul style="list-style-type: none"> • There will be detailed Preparing for Adulthood outcomes in place for all young people. 		

Summary and Conclusion

To conclude our draft Key Performance Indicators are being finalised by members of our Local Area Partnership imminently, with the first round of monitoring due in November 2023 at our first re-constituted Executive SEND Strategic Board.

In Summary our Key Performance Indicators for our SEND Strategy represent a real shift in our culture for SEND where the Lived Experience and Expertise of both our children, young people and their parents and carers are of equal value alongside our more traditional data measures.

We feel by placing emphasis on both qualitative and quantities measures we will be able to progress our SEND Strategy in a meaningful way and one which positively impacts our families across the Bay.

Appendices

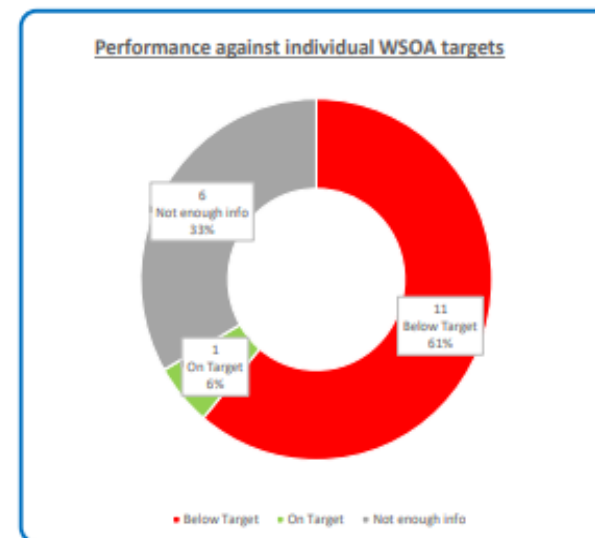
Appendix 1: Example of Summary Data Dashboard

Torbay Local Area Written Statement of Action

Performance Snapshot: 19/09/2023

WSOA Reference	Description	Current Performance	Target	Current indicator	Last Data Set	Frequency
4B & 11C & 18A	RSA and per school	26	15	0	Aug-23	Monthly
4B	Absence rates	13.4%	12.1%	0	2021/2022	Annually
4C & 13	Reduction of suspension	10.17%	5.91%	0	2021/22 Autumn and spring term	Annually
4C & 13	Reduction in exclusions	0.17%	0.04%	0	2021/22 Spring term	Annually
11C	K numbers	12.3%	13.0%	0	Aug-23	Annually
11C	EHCP Numbers	6.2%	4.3%	0	Aug-23	Annually
11E	Developing Pathways					
11F & 12B	Prevention					
11G	Annual Health Checks					
12A.1	Early Intervention Self Harm Service (EISH)					
12C	Mental Health					
12D	Mental Health Support Team					
14A	NEET Numbers	6	15	0	Aug-23	Monthly
14B & 17B	19yr old Qualifications L2 & L3	12.0%	17.3%	0	2021/2022	Annually
14D & 17A	Apprenticeship numbers 16-19	3	10	0	Aug-23	Monthly
14D & 17A	Apprenticeship numbers 20-25	4	9	0	Aug-23	Monthly
15A.1	Annual Reviews Completed Annually	61%	100%	0	Aug-23	Termly
15C	Timeliness	42%	100%	0	Aug-23	Monthly

Awaiting discussion with health colleagues on how to translate their information into a snapshot



REPORT FOR OVERVIEW AND SCRUTINY PANEL

8 November 2023

Domestic Abuse and Sexual Violence

1. Domestic Abuse and Sexual Violence Strategy 2023 to 2030

The new DASV Strategy “Breaking the Chain” was approved in March 2023 following a public consultation. It was informed by a comprehensive strategic review of the domestic abuse response in Torbay undertaken in 2021/22.

The review incorporated:

- A review of the effectiveness of the Multi Agency Risk Assessment Conference (MARAC - *a collaborative multi-agency process to improve the safety of victims of domestic abuse at risk of serious harm and homicide*)
- The Safe Accommodation Needs Assessment as required by the Domestic Abuse Act 2021 (DAA21)
- A lived experience listening exercise.

The focus and direction for the response to sexual violence was informed by:

- The findings from a 2021 pan Devon project into understanding the needs of those experiencing sexual violence (The Call to Action project) involving people with lived experience, Torbay, Devon, Plymouth, the Office of the Police and Crime Commissioner, the then Devon CCG and the Innovation Unit consultancy;
- A local position statement on sexual violence in Torbay using prevalence data and demand for sexual violence services.

The Strategy has five Pillars of activity:

- a) Embedding Lived Experience and Co-Production
- b) Preventing Harmful Behaviours
- c) Identifying Harmful Behaviours
- d) Disrupting Harmful Behaviours
- e) Developing Data and Understanding

It aims to:

- Elevate responses to sexual violence to achieve parity with domestic violence over the lifetime of the Strategy
- Ensure that all victims disclosing Domestic Abuse and/or Sexual Violence feel that they are believed
- Hold those who harm accountable and not their victims
- Change the narrative and address myths and victim blaming language and practice
- Embed trauma informed practice and improve understanding of how trauma frames victims’ responses
- Develop a robust evidence base and consistent monitoring
- Broaden knowledge and understanding of what constitutes domestic and sexual violence and abuse both in the workforce and across the general public, framed in the context of relationships.

The Strategy is overseen by the Domestic Abuse and Sexual Violence Executive Group (DASVEG), a multi- agency partnership including representatives from the Community Safety

Partnership, Devon and Cornwall Police, Probation, NHS Devon, Adults and Childrens Services, and domestic abuse and sexual violence service providers. The DASVEG reports into the Community Safety Partnership Board and also links across to the TSCP Board. There is an active DASV Network attended by operational staff from statutory, provider and voluntary agencies across the Bay where policy, learning and good practice is shared.

The Delivery Plan that sits below the Strategy will necessarily be a multi-agency, partnership document and is in the process of being developed with a number of engagement exercises scheduled for November. In keeping with the Strategy principles it will be co-produced with people with lived experience as well as services and practitioners working with people experiencing domestic abuse and sexual violence.

The Delivery Plan is expected to be presented to the DASVEG for approval in January 2024.

The Strategy can be found at:

<https://www.torbay.gov.uk/safer-torbay/domestic-abuse-and-sexual-violence-strategy-2023-to-2030-1/>

2. MARAC Review

A key part of the Disrupting Harmful Behaviour pillar of Delivery Plan is to deliver the recommendations of the MARAC review. The MARAC Steering Group (MSG) oversees the effectiveness of the Multi-Agency Risk Assessment Conference (MARAC). The MSG recently reconvened with refreshed representation and with the benefit of the independent report to guide the focus of the action plan. The recommendations of that report included a review of the MARAC operating protocol (MOP) and the information sharing agreement, improved governance around partner agency participation, a review of our rates of repeated domestic abuse and ensuring that all partner agencies are training their workforce to be able to properly identify and refer in appropriate cases.

The MSG now has named primary and deputy representatives. The MSG is currently reviewing the first draft of a new MOP and this is due for ratification at the DASVEG in January 2024.

3. Domestic Abuse Act 2021 – Safe Accommodation Duty

The Domestic Abuse Act 2021 received Royal Assent in April 2021. Part 4 of the Act established a new duty upon Tier 1 local authorities in England, including Torbay, to provide support to victims of domestic abuse and their children in refuges and other safe accommodation. This is referred to as the Safe Accommodation Duty, although the duty itself is not a requirement to provide “safe accommodation”, but instead to assess the needs of and provide support to victim survivors and their children within safe accommodation. The Act sets out definitions of what is meant by the terms “safe accommodation” and “support”.

It is important to note that, for the first time, the Act defines children who witness or experience domestic abuse as victims in their own right.

Under the new duties, every three years Torbay Council must prepare and publish a local domestic abuse support in safe accommodation strategy based on a robust needs assessment. The first needs assessment, looking at what is available in Torbay, what is needed, and informed

by the experiences of people who have used domestic abuse services in Torbay, was carried out during the summer of 2021.

The Safe Accommodation Strategy was published in January 2022 and sits beneath the broader DASV Strategy outlined above. It can be found at:

<https://www.torbay.gov.uk/council/policies/community-safety/safe-accommodation-strategy/>

The Act also requires us to have in place a Local Domestic Abuse Partnership Board to oversee the delivery of the Safe Accommodation Strategy -this function is exercised by the existing DASVEG as outlined in 1.above.

4. Working with NHS Devon and the Peninsula to Improve the Wider System Response

NHS Devon's strategy on domestic abuse and sexual violence has led to work in Primary and Secondary care in Torbay.

The Interpersonal Trauma Response Service (ITRS) for GPs has been commissioned by NHS Devon for 5 years from April 2023, building on the evidence base created by a pilot project (IRIS) that was trialled in Devon and Torbay. This new service will provide Torbay GP surgeries with training for their whole team on identification of adults affected by domestic abuse, sexual abuse or sexual violence, children affected by domestic abuse and adults causing harm. The service will also support patients identified as well as staff who have experienced abuse. The service will support where abuse is non recent, or where risk is low or medium levels which provides a resource that is otherwise missing in our system response to DASV.

More information on the Interpersonal Trauma Response Service can be found at:

<https://www.fearfree.org.uk/itrs-for-professionals/>

<https://www.fearfree.org.uk/itrs-for-clients/>

TSDFT is piloting an Independent Domestic Violence Advisor (IDVA) role within Torbay Hospital to support patients and staff affected by domestic abuse. The model was first piloted by the Royal Devon and Exeter Hospital in North Devon over a decade ago and is now recognised nationally as best practice for NHS Trusts. The model has been evidenced to reduce injuries, use of health care, readmissions and supports NHS Trusts with discharge arrangements. The role is hosted by Torbay's commissioned domestic abuse service.

Since the Covid pandemic and the introduction of the Domestic Abuse Act, partnership working between Torbay and its neighbouring Peninsula Authorities and other key agencies has strengthened immeasurably, with Torbay now an active participant in a number of regional groups and initiatives. Collaborative work includes co-ordinating a regional response to the Domestic Abuse Act, pooling training, joint funding bids and sharing knowledge, experience, and good practice. The work of the Peninsula Group has been noted by the Domestic Abuse Commissioner's Office as an example of good practice.

Prepared by:

Shirley Beauchamp - Domestic Abuse and Sexual Violence Commissioning and Strategy Lead
and

Collette Eaton Harris – Interpersonal Trauma and Violence Lead, NHS Devon



“Breaking the Chain” Torbay Domestic Abuse and Sexual Violence Strategy

Overview and Scrutiny Panel
8th November 2023

Development of the Strategy

- Domestic Abuse Strategic review completed alongside statutory Safe Accommodation Needs Assessment and Strategy (DAA21)
- Review included comprehensive Listening Exercise with 25 victims of DVA
- Call to Action sexual violence work with Devon and Plymouth 2021 including Lived Experience interviews with victims of SVA
- Are You OK Survey 2021
- Sexual violence position statement
- DASVEG decision June 2022 for new strategy to be combined DA & SV

Headline Review Findings

Victims don't report because they think they won't be believed

Victims are not always sure that what they have experienced is DV/SVA

Victims fear statutory interventions (e.g. children removed) if they report

Victims who do report have negative experiences

System focuses on the victim rather than holding the perpetrator accountable

Page 25
Victims find it difficult to find a safe place to live if they choose to leave

System responses are not trauma informed - instead they re-traumatise

Risk management by the MARAC could be more effective

Culture of victim blaming and myths evident within the system

Limited or no understanding of the needs of victims from minoritised communities

No consistent and coordinated data recording – strategic response is not always evidence based

Response to sexual violence is limited despite high profile

Voice of victims is unheard in strategic response

The Five Pillars



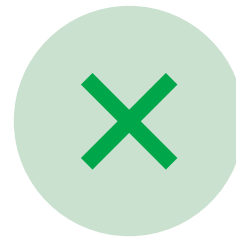
**EMBED LIVED
EXPERIENCE
AND
COPRODUCTION**



**PREVENTION
OF
HARMFUL
BEHAVIOUR**



**IDENTIFICATION
OF
HARMFUL
BEHAVIOUR**



**DISRUPTION
OF
HARMFUL
BEHAVIOUR**



**DEVELOP DATA
AND
UNDERSTANDING**

The Objectives

- Trauma–informed support for victims and survivors and their families
- Prevent harm in the first place whilst disrupting harmful behaviour
- Hold those who harm accountable for their actions
- Ensure that victims know they are believed
- Address victims and survivors fears about system generated reprisals
- Recognise that sexual violence is the poor relation to domestic abuse in terms of the strategic response and take bold steps to address the imbalance
- Support children and young people as victims in their own right
- Activities underpinned by listening and acting on the voices of lived experience

Co-Producing the Delivery Plan

Page 28

70+ recommendations refined into headline activities (Under each Pillar) and suggested actions



Virtual stakeholder engagement events in November to:

- review the key activities and actions to ensure the objectives are addressed
- identify any gaps or duplication
- Identify priorities



A separate exercise will take place with people with lived experience to gather their views and suggestions on the plan



The feedback will be reported to the DASVEG in January 2024 for final decisions on timings and resources

Outcomes

Response to DASV is informed and designed by those with lived experience

System response to SV is elevated to parity with that of DVA

Everyone – victims, workforce and wider community – understands how DVA and SV presents in intimate relationships and the mechanisms victims use to keep themselves and their children safe

Victims are believed, know where to seek help they can trust that supports what they need at the time without fearing system reprisals

Removing the invisibility of the person causing harm and not holding the victim accountable (Victim blaming)

Improving our understanding – data, trends, quality, typologies of abuse.

Domestic Abuse Act 2021

Safe Accommodation Duty

- Domestic Abuse Act 2021 introduced a requirement on Tier 1 Authorities to provide support to victims of domestic abuse and their children in designated safe accommodation. This includes those from outside the area.
- Three yearly needs assessment of safe accommodation and support provision and victim and CYP, to be refreshed annually.
- Produce a Safe Accommodation Strategy setting out how identified gaps will be met.
- Establish a Local Domestic Abuse Partnership Board

How we are meeting the Safe Accommodation duty

- 22 units of “safe accommodation” – self- contained properties of various sizes dispersed across the Bay, with specialist support
- Joint working between Housing Options and the commissioned DV service to ensure DV victims are moved from temporary accommodation and into safe accommodation
- Safe Accommodation Strategy in place and needs assessment being refreshed
- Collaboration and joint working with neighbouring authorities
- DASVEG acts as the statutory Local Domestic Abuse Partnership Board

Collette Eaton-Harris
Interpersonal Trauma & Violence Lead,
NHS Devon and Chair of MARAC Steering Group

Page 32

MARAC Action Plan

- Develop MARAC Operating protocol and information sharing agreement as a matter of urgency
- Improve agency representation and participation
- Review rates of repeated domestic abuse
- Training for workforce to ensure understanding of dynamics of domestic violence, and appropriate referral into MARAC
- Improved data collection
- Increased focus on the person causing harm

Improving the System Response – Health

Page 34

NHS Devon
Strategy on
domestic abuse
and sexual violence

Interpersonal
Trauma Response
Service in GP
practices

Specialist
Independent
Domestic Abuse
Adviser (IDVA) pilot
in Torbay Hospital

Domestic Abuse: a health issue



Page 35

Patient A presented at least 135 times in primary care and 16 times in secondary care over a 10 year period. Her main presenting problems were; sexually transmitted infection (20), emergency contraception (14), menstrual disorders (9), contraception (6), thrush (6), IBS (5), musculoskeletal symptoms (5) unwanted pregnancy (4), stress and low mood (4), attempts at IUD insertion (3), injury or assault (2), multiple unexplained symptoms (2), other (2), miscarriage (1), homelessness (1), out of hours service (4).

These are all conditions strongly associated with DASV. In total, over 14 years 101 prescriptions and 31 sick notes were issued.

Torbay's Drug and Alcohol partnership

Annual update

Background

A new national 10-year drug strategy, 'From Harm to Hope' (2021) has been published that seeks to deliver the findings and recommendations of Dame Carol Black's landmark independent review. The 10-year drug strategy sets out three core priority areas:

1. Break drug supply chains
2. Deliver a 'world-class' treatment and recovery system.
3. Achieve a shift in the demand for drugs.

Each priority area has several commitments which provide a breakdown of the areas of activity partnerships will be required to address for these priorities to be achieved. There are 18 commitments the partnership has been developing plans around over the past 12 months.

The expectations of how the whole of Government and public services will work together and share responsibility for delivery against these core strategic priorities is outlined within the 'Guidance for Local Delivery Partners', released in June 2022.

Following publication of the Government's strategy ministers set up the National Combating Drugs Unit and requested the formation of localised partnerships, referred to as Combating Drugs Partnerships, to be developed to monitor progress against the strategy's aims and objectives.

In Torbay a decision was made to deliver our local partnership across a Torbay footprint with the Director of Public Health assuming the role of Senior Responsible Officer for the first year. It was agreed that the Torbay partnership would include alcohol within its scope and be called the Torbay Drug and Alcohol Partnership (TDAP).

The Role TDAP

At a local level, success is reliant on partners working together to understand the Torbay population and how drugs are causing harm across the bay area, including any challenges in the local system and the changes that are needed to address them.

The partnership commits to working together to deliver the objectives outlined within the drug strategy, providing a focused point of reporting and scrutiny, thereby ensuring an open and transparent partnership with clear ownership, responsibility, and accountability. Members of TDAP have a responsibility to share information and intelligence relevant to these objectives to support joint strategic and prioritisation planning.

Responsibilities include but are not exclusive to the following:

- Development of a local Delivery Plan to capture Torbay activity against the three Priority Areas / supporting Commitments and monitor national outcomes and supporting metrics.
- Provide expert advice and data to support the development of a joined up local strategy, agreeing the appropriate steps needed to meet the needs identified.

- To influence the development and implementation of strategies and commissioning intentions that have the potential to impact the drugs strategy.
- To identify and escalate system risks via the relevant strategic and/or operational governance group for follow up / action.

TDAP was formed in August 2022, and the first meeting took place on the 28th September 2022. Over the past year the partnership has met frequently, helping to generate a Torbay wide shared understanding of the key areas of underperformance or concern, that specifically link to the priority areas identified within the drug strategy. A breakdown of the TDAPS's key achievements have been listed below.

Milestones

The key milestones achieved to date have been:

- The formalisation of how TDAP operates, including membership, terms of reference, it's governance as well as the outlining the roles and responsibilities of the group.
- Completion of the partnership's Joint Strategic Needs Assessment, developed with contributions from the Office of Police and Crime Commissioner (OPCC), the Probation Service, Devon and Cornwall Police, Office of Health Improvement, and disparities (OHID), Childrens Services, Children's Society (Young Persons substance misuse service), Community Safety, Torbay and Devon's Public Health teams. This document being used to identify key TDAP priorities for action which informs the TDAP Delivery Plan
- Establishing TDAP's outcome metrics, identifying areas of improvement and best practice. These metrics will help steer the delivery plan and identify subsequent task and finish groups.
- Completion of TDAP's annual membership review, ensuring the right individuals are present and can contribute to TDAP's progress.
- A mapping exercise has identified 17 existing groups currently working in some way towards the commitments outlined within the drug strategy, whilst also highlighting gaps.
- The creation of task and finish groups focused on the gaps identified from the mapping exercise.
- The successful completion of all national audit requirements for the 2022/23 reporting period.

Progress against Core Priority areas - examples

Break drug supply chains

Devon and Cornwall Police

Devon and Cornwall police have been working under the direction of the Police and Crime Commissioner's (PCC) drug strategy to deliver key activities aimed at disrupting the supply of drugs, both at a peninsular and local level.

Torbay's local policing team have been working closely with National Police Proactive teams to complete dedicated operations (including county lines intensification weeks) targeting the trafficking and supply of drugs coming into and being circulated within Torbay. Working in

collaboration national proactive teams has maximised intelligence sharing and allowed Torbay's police force to target the highest threats related to county lines. resulting in the successful disruption and closure of key County Lines.

Several dedicated operations remain underway that are targeting County Lines into Torbay, focusing specifically on securing cash and commodity.

Devon Prisons

Local prisons (HMPS Channing's Wood and HMPS Exeter) have invested in measures to reduce the trafficking of illicit substances into prison custody, including the introduction of a Rapiscan machine that will identify if paper has been laced with illicit substances and a body scanner that is able to detect prisoners attempting to conceal illicit substances / mobile phones on entry into prison.

The drug strategy lead at HMP Channing's Wood reports a significant increase in the number of seizures following the implementation of this equipment, increasing disruption to the supply of drugs entering the prison estate. The ability to send off substances seized to the seizure diagnostic team has also helped improve the prisons awareness as to which substances are in circulation, shaping the response taken by the prison to manage this.

Deliver a world class treatment and recovery system.

Increasing numbers in treatment

In line with the Government's commitment to increase numbers accessing substance misuse treatment, work has taken place to improve pathways between the drug and alcohol service and Torbay's Criminal Justice partners i.e., prisons, police custody and the courts to develop new pathways into treatment from prisons and police custody. Latest data reports (the National Drug Treatment Monitoring System) show an increase of 92 additional people entering drug and alcohol treatment and a 21% increase in the number of people leaving prison and engaging with community treatment when compared to the same reporting period last year (Q1 2022/23 v Q1 2023/24, Domes data).

Broadening of substitute prescribing options

Torbay's Drug and Alcohol treatment provider, Torbay Recovery Initiative (TRI) are working in partnership with Torbay Council's community safety team, public health and the OPCC to pilot a new treatment medication called Buvidal.

Buvidal has been found to be an effective alternative treatment option for individuals who have previously experienced difficulties with staying in drug treatment. The Pilot is due to go live from November 2023.

Achieve a shift in the demand for drugs.

A lot of scoping work has taken place regarding this commitment to help understand what is currently in place and where the gaps remain. The focus of this priority area relates to the identification of vulnerable adults / children most at risk of substance use and/or exploitation, whilst ensuring the consequences are sufficient to reduce the likelihood that individuals would choose to

engage in drug use and or criminal activity. An example of this work is how schools support individuals with substance use and their exclusion policies to support individuals maintaining an education and finishing school.

The healthy learning webpage for teachers across Torbay has recently been updated with additional information and resources to support them in understanding the prevalence of drug and alcohol use within Torbay, the factors likely to increase risk of drug and alcohol use in young people, along with resources they can adopt as part of their curriculum and where they can direct young people for support should drugs and/or alcohol be an issue requiring specialist intervention.

A collaboration between community safety and public health has seen funding provided to co-commission a young person's substance misuse outreach worker to deliver place and education-based support, and despite some initial challenges with recruitment, this post has now been filled and is operational.

Torbay Youth Justice Service has developed a prevention service for children who have not entered the formal justice system to provide targeted early help.

Strategic Approach

Year 1 has solidified the partnership and provided a foundation and structure for the TDAP to operate. TDAP members have a good understanding of the drug strategy priorities and have demonstrated a commitment to work together to share knowledge and expertise across their disciplines to help generate a joined-up response and action.

The membership is under no illusion as to the challenges linked to the aims of this strategy, however, recognise the cross-cutting nature of the issues presented and the need to work together as a collective if they are to succeed.

The partnership has developed some key resources (e.g., joint needs assessment, delivery plan and its outcome metrics) which in partnership with the new data sets provided by OHID, has generated a good awareness of Torbay's system strengths and areas for further development. This places the partnership in a strong position as it moves forward into Year 2.

For Year 2, the TDAP will focus on three main areas. Firstly, the review of the projects that have been implemented to date from the Supplemental Substance Misuse Treatment and Recovery Grant (SSMTRG) to support the ambitions of the 'From Harm to Hope' strategy and plan for Years 2 and 3. Secondly, developing the TDAP performance dashboard and using this to monitor impact and finally, to target the gaps against the commitments as identified from within the mapping exercise which will see an increased in focus on Torbay's Young People, Mental Health and Family-Centred recovery.



Devon and Cornwall Police and Crime Panel

15th September 2023

Anti-Social Behaviour and Operation Loki

1. Purpose

This report provides the Police and Crime Panel with an overview of the actions taken by the Police and Crime Commissioner in relation to Anti-Social Behaviour.

This report is delivered to the Panel alongside an evaluation of Operation Loki which outlines key performance outcomes and next steps.

2. Background

2.1 Tackling anti-social behaviour is a current priority for the government, who released their Anti-Social Behaviour Action Plan in May, as well as being a key part of the Police and Crime Plan. The Anti-Social Behaviour Action Plan states that everyone has the right to live without fear of facing anti-social behaviour, to leave their home without fearing intimidation, to shop in a vibrant high street free from disorder and disrepair, and to use and enjoy their parks and community spaces.

2.2 The role of the Commissioner is to set the strategic priorities for policing through the Police and Crime Plan and to hold the Chief Constable to account for the delivery of an effective and efficient police service, and to secure resources for policing. Tackling anti-social behaviour (ASB) is a priority in the Police and Crime Plan and is a strategic priority for Devon and Cornwall Police.

2.3 The tactical response to ASB is primarily delivered by neighbourhood policing teams who are geographically spread across the force. These teams include PCSOs and police officers who collaborate with local partners to deliver a partnership focused, problem-solving approach to ASB.

3. Salient Points

3.1 Investment in neighbourhood policing teams has remained a priority for the Commissioner. In July 2023, the Chief Constable also committed a further police sergeant and five police officers to each BCU within Devon and Cornwall, totalling 24 additional



officers to support neighbourhood policing and tackle anti-social behaviour and neighbourhood crimes.

3.2 PCSO numbers have been maintained, with a recruitment exercise and subsequent intake of 17 PCSOs being achieved in July 2023. Discussions for the next recruitment phase are underway.

3.3 A policing operation, called Operation Loki has been adopted by Devon and Cornwall Police to tackle ASB. Operation Loki, the evaluation of which is outlined below, will continue to be supported as a strategic priority, ensuring effective policing and partnership work is dedicated to prevention and intervention, enforcement and making communities safer.

4. Operation Loki:

4.1 Operation Loki focused on targeted neighbourhood policing within the Safer Streets areas. The operation initially ran for a period of four weeks, consecutively in six areas across Devon and Cornwall, (Torquay, Exeter, Barnstaple, Plymouth, Truro, and Falmouth). It was extended to Paignton for a further two weeks.

4.2 The strategic objectives were:

- proactive engagement with partners and key stakeholders,
- a visible and proactive policing operation utilising intelligence and information to influence policing tactics,
- focus on prevention and direct action, specifically around ASB and Violence against women and girls (VAWG) related offences,
- engage and connect with local communities to improve public confidence.

4.3 Each area tailored their activities to target specific local issues, deploying a range of policing tactics and powers. These included violence against women and girls, anti-social behaviour and drugs use and supply.

All Operation Loki areas					
ACTIVITY	Week 1	Week 2	Week 3	Week 4	Total
Person Search	54	57	76	58	245
Vehicle Stop	5	9	7	10	31
Licensed Premises Visited	48	28	19	20	115
Community Engagement events	190	185	135	156	666
Total est. number of persons engaged with	8,275	9,029	6,263	3,823	27,390
Arrests	43	51	33	29	156

Intel Submissions	120	94	65	87	366
SAFEGUARDING					
Public Protection Notices Submitted	30	26	17	19	92
Partnership Safeguarding Referrals Completed	33	16	15	14	78

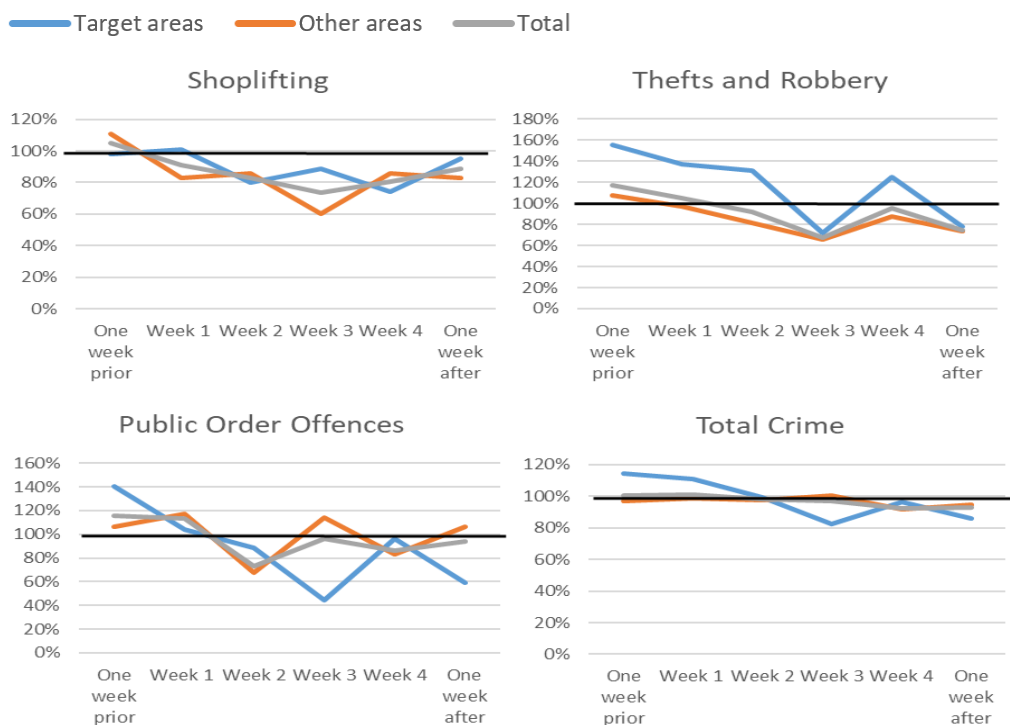
4.4 Many of the areas focussed their activity on specific locations within the areas i.e., a few streets, however, broader activity for specific themes outside of these areas also took place.

5. Performance: Operation Loki

5.1 ASB generally decreased in the target areas, but this was often accompanied by a displacement to the surrounding areas.

5.2 Operation Loki appeared effective in generally decreasing acquisitive crime across the four weeks in the target areas without causing displacement to the surrounding areas, which also saw decreased levels of acquisitive crime.

5.3 Across the target and surrounding areas, total crimes including many offence types such as public order offences, shoplifting, thefts, and robberies steadily decreased throughout the Operation Loki periods.

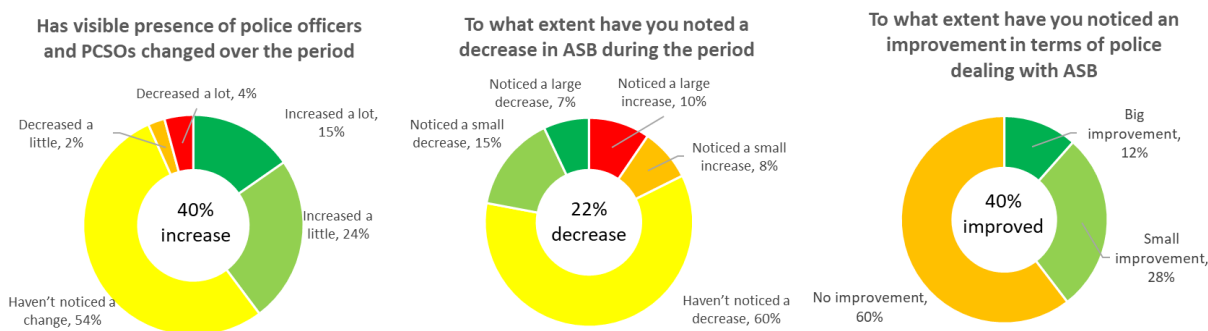


5.4 Drug offences generally increased in the target areas when there was a focus on drugs during Operation Loki as a result of proactive work.

Drug seizures across the Operation Loki Areas					
ACTIVITY	Week 1	Week 2	Week 3	Week 4	Total
Drug Seizures	20	27	28	32	107
Heroin	£160.00	£185.00	£10.00	£210.00	£565.00
Diazepam / Valium	£40.00	£20.00	£0.00	£0.00	£60.00
Cocaine	£1,250.00	£290.00	£0.00	£500.00	£2,040.00
Crack Cocaine	£160.00	£500.00	£25.00	£40.00	£725.00
MDMA / Ecstasy	£0.00	£0.00	£0.00	£0.00	£0.00
Cannabis	£55.00	£500.00	£100.00	£1,646.00	£2,301.00
Other	£60.00	£65.00	£70.00	£80.00	£275.00
Weapons	1	3	1	1	6
Total est. Seized Drug Value	£1,725	£1,560	£205	£2,476	£5,966

5.4 40% of the public surveyed during Operation Loki said that they had seen an increase in the number of police officers and PCSOs.

5.5 The areas where many people said they had seen an increase in police presence were also areas that people said they saw a decrease in ASB. This perception didn't correlate with the recorded ASB change in the areas.



(Note that this is not a representative sample and therefore won't reflect wider representative surveys)

5.6 Around 27,000 members of public were estimated to have been engaged with either individually, or at events.

5.7 Through social media engagement, the public expressed clear approval of Operation Loki and this type of neighbourhood policing. Facebook received greater views and engagement (1,508,503 people reached) than Twitter (318,048).

6. Next steps

6.1 One of the most successful tactics utilised beyond the more traditional methods during phase 1 was pop-up police stations. The next step will be to seek Safer Streets 5 funding to secure mobile police stations (Cornwall and Devon based) and provide logistical support for its deployment on a regular basis. This will also ensure a balanced and visible engagement opportunity for both rural and urban communities.

6.2 A variety of engagement tactics were utilised during Operation Loki with the creation of a public and partners survey providing good qualitative data. This has evidenced the importance of tracking changes to public perception. Extended capability through the Community Alert 4 app has been purchased to enable a better understanding of concerns the communities have, and the impact policing and partnership interventions have.

6.3 A programme of activity for professionalisation of the neighbourhood role is ongoing with ASB training for police and partners already having taken place at the start of the year. Two dedicated neighbourhood trainer posts have been created to support this programme.

6.4 In line with the national ASB toolkit, further work is ongoing to understand our enforcement of ASB related powers and how we can work in partnership to focus on stronger punishment for perpetrators of ASB, which includes the data, reporting and accountability of ASB. Current scoping is underway to provide legal and case worker support to assist with enforcement and explore intervention initiatives.

6.5 Prevention and intervention work continues as a fundamental facet to longer-term problem solving and improving our communities in relation to ASB. Operation Loki will therefore continue to operate across Devon and Cornwall, to ensure a visible policing response and provide an opportunity for wider engagement with our communities so we understand the issues that are affecting them.

Overview Report for Safer Torbay (Torbay's Community Safety Partnership)

Overview and Scrutiny Board

8th November 2023

Introduction:

This report provides a brief overview of some of the key areas of work led by Safer Torbay and focuses on the following areas:

1. Prevent and Channel
2. Modern Slavery
3. Serious Violence
4. Youth ASB
5. Domestic Homicide Reviews

1. Prevent and Channel

1.1 Prevent:

The Counter Terrorism and Security Act 2015 (the Act) as modified by the Counter Terrorism and Border Security Act 2019, placed a duty on a number of organisations, including the local authority, to have “due regard to the need to prevent people from being drawn into terrorism”.

The Prevent Duty was created by the Home Office as part of the government's Counter Terrorism Strategy and sets out the guidance for the local authority and its partners to prevent people becoming terrorists or engaging in extremism leading to terrorism.

The Duty aims to safeguard vulnerable people from harm, just like all other types of safeguarding such as human trafficking, child sexual exploitation and domestic abuse.

Torbay Council shares a Prevent Partnership Board with Devon County Council. The Prevent Partnership Board provides a key forum for partner agencies to come together to understand the local risks and needs and to develop and deliver a co-ordinated response to reduce the radicalisation and terror risk across the Torbay and Devon geography. This includes performing a quality assurance role for the delivery of Channel locally.

The work of the Partnership is formed using both the Counter Terrorism Local Profile and local Channel data and intelligence.

The work of the Prevent Partnership Board and Channel is overseen by Safer Torbay and Safer Devon for their respective local authorities.

1.2 Counter Terrorism Local Profile (CTLP):

The CLTP identifies the threat and susceptibility in relation to terrorism and extremism in a local area. One CTLP is completed annually by Counter Terrorism Police for each region using local police and partnership data, information and intelligence. The CTLP helps the police and local partners understand and prioritise threat and vulnerability with suggested recommendations to address any risk.

The CTLP for the south west outlines that our primary concern is Self-initiated Terrorist (S-IT). The majority of concerns are linked to young white males with an interest in Right Wing /Extreme White Wing ideology and who are vulnerable due to issues such as their mental health, domestic violence within the family and social isolation. There is a significant risk with isolated individuals that their beliefs are further developed by extensive use of the online space.

Through our local referrals to Channel we know that the profile of the Torbay risk is in line with the above profile.

1.3 Channel:

Channel is a programme which focuses on providing support at an early stage to people who are identified as being vulnerable to being drawn into terrorism.

The role of Channel is to:

- identify individuals at risk
- assess the nature and extent of that risk
- develop the most appropriate support plan for the individuals concerned

Channel is attended by a core group of partners including, local authority community safety, counter terrorism police, local police, children's services, adult services, mental health services, substance misuse services, Youth Justice, probation, and education. Other specific / specialist services are invited to attend where they have particular knowledge, or a skill set to support a particular case.

Channel is subject to regular scrutiny through the Homeland Security Department in the Home Office. This includes an annual assurance statement being completed, bi-monthly development meetings with Homeland Security, dip sampling and attendance at Channel by Homeland Security Quality Assurance Leads.

Torbay's Assurance Statement is green with the exception of partnership information sharing which is amber as there is an agreement in place, but it is being renewed.

The Homeland Security Quality Assurance Lead attended a Torbay Channel in January 2023. The feedback was that Channel performs well and Torbay is considered an area of good practice and new Channel Chairs have been directed to Torbay by Homeland Security to shadow Channel as part of their induction and training into their role.

1.3 Community:

The Safer Communities Team works with local police, partners and the community to understand and respond to community tensions and to identify, monitor and respond to potential emerging issues. This includes addressing instances of stickering and graffiti that have hate crime or radicalisation links. The team also work with the Home Office, police and community to monitor

and respond to the local impact from national and international incidents such as the Israeli-Gaza conflict.

1.4 Current developments:

- Safer Communities (within Torbay Council Community Safety Team) is working with the Learning Academy to develop and renew the Prevent and Channel training on i-Learn.
- Safer Communities is also developing Council webpages and materials for use across the partnership using the Home Office Communication Strategy Toolkit.
- Safer Communities and Adult Social Care are working together to develop a bid to the Home Office to gain funds to deliver a Prevent conference to the partnership in early 2024 that will focus on upskilling the workforce to identify and respond to terrorism and radicalisation risk.
- Safer Communities continues to work with the Department for Education and local education providers to increase their understanding of Prevent and support referrals into Torbay Channel.
- Torbay and Devon responses to the CTLP recommendations are being developed and will be shared and supported through local partnership delivery both in the children's and adult's partnerships.

Please note: The Home Office has arranged a Prevent Elected Member Conference for the 8th December 2023. There are 2 spaces per Council. Invitations for this have been forwarded to Cllr. Tranter and Cllr. Bye.

2. Modern Slavery

2.1 Anti-Slavery Partnership:

Torbay Council and Devon County Council share the Torbay and Devon Anti-Slavery Partnership (ASP).

The ASP is a multi-agency forum that brings together statutory and non-statutory partners from across Devon & Torbay to tackle the growing threat of modern slavery and human trafficking (MSHT) in all its forms.

The ASP meets on a quarterly basis and is established to provide a strategic meeting framework to raise awareness, share information and expertise, and proactively work together to ensure a consistent and robust approach to tackling MSHT.

Due to the effectiveness of the ASP and due to the shared risks and needs across the peninsula, from November 2023 Plymouth and Cornwall will also be joining the Partnership to support the development of an effective and consistent whole peninsula response to modern slavery and human trafficking.

The ASP Chair reports into the south west regional ASP and is a proactive member with its breadth of partnership working being seen as good practice.

2.2 Concerns in Torbay:

Nationally there is an increase in reporting of modern slavery concerns in the adult care sector. This is also being seen locally in Torbay and the surrounding areas.

As such, Safer Communities is working with adult social care leads to support understanding of the local concerns and is providing tools, resources and support address these moving forward.

This includes provision of the newly published 'Establishing modern slavery risk assessment and due diligence in adult social care-a commissioning officer's guide' and working with the LGA National Modern Slavery and Human Trafficking Group to determine best practice and developing that in Torbay.

2.3 Development:

Safer Communities as part of the ASP is leading on the development of a Modern Slavery and Human Trafficking Partnership Training Framework using the Skills for Care Training Framework. This will act as a clear guide to commissioning and delivering good quality training to organisations according to their roles and responsibilities in relation to responding to modern slavery, from organisations that need a basic knowledge through to first responder organisations.

3. Serious Violence:

3.1 Legislation:

Clauses 7-21 of the Police Crime, Sentencing and Courts Act 2022 introduced a multi-agency 'Serious Violence Duty'.

Statutory guidance for the Duty was published in December 2022 and the Duty commenced in January 2023 with the requirement for specified authorities to be compliant with the Duty and have published Serious Violence Strategies by January 2024.

3.2 The Serious Violence Duty:

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

The aim of the Duty is to encourage organisations to share information, data and intelligence, and work collaboratively rather than in isolation to tackle serious violence. New powers are created for sharing information with each other and with the police.

The specified authorities subject to the duty are:

- Police
- Local Authorities
- Youth Justice Service
- Probation
- Fire and Rescue
- Clinical Commissioning Groups
- Local Health Boards

In recognition of the vital roles of education providers, prisons and youth custody establishments in relation to addressing serious violence, section 14 of the PCSC Act imposes a specific duty on those bodies to collaborate with specified authorities if their involvement is requested.

The Duty does not specify a 'lead' organisation or person whose responsibility is to coordinate activity or prescribe a structure within which specified authorities are expected to work. It is for the specified authorities to come together to decide on the appropriate lead and structure of collaboration for their area.

This could be Violence Reduction Units, Community Safety Partnerships (CSPs), Multi-agency safeguarding partnerships or Health and Wellbeing Boards.

In recognition of CSP's role in this area of work and considering the recent amendments to the Crime and Disorder Act 1998 which make serious violence an explicit priority for CSPs, the local decision is that CSPs will be the delivery mechanism for the Duty. This is consistent across the Devon and Cornwall geography.

3.3 Defining the local area:

Torbay is the defined area for delivery but the Duty gives scope for working in wider geographies if there are shared needs and aims.

As such it has been agreed by the 5 CSPs in Devon and Cornwall that there will be a local focus at a local authority level but where there is added value, identified common themes / areas of work will be addressed at a shared authority level or a peninsula level.

3.4 Duty requirements:

- 1. Undertake an evidence-based analysis of the causes of serious violence within their area and develop a local strategic needs assessment (SNA) which should inform the local strategy.*

The guidance makes it clear that the strategic needs assessment and resulting strategy can be 'incorporated into existing products'.

The SNA is currently being developed and led by the Data Analysts in Community Safety and Youth Justice

Through funding provided by the OPCC the CSP commissioned a review of youth violence in Torbay at the end of 2022.

This document is being used as the foundation for the development of the SNA with other key documents and data sets already developed across the partnership being used to inform the SNA further, to build a clear picture of the serious violence profile in Torbay.

- 2. Prepare and implement a strategy (informed by the local strategy needs assessment) with bespoke solutions to prevent and reduce serious violence in their area.*

On completion of the SNA the strategy will need to be developed.

Other requirements of the CSP include completing a Community Safety Strategy.

There are extensive pressures across the specified authorities currently and as such, limited capacity to undertake the development of two strategies.

The statutory guidance states that the serious violence strategy can be embedded with existing strategies and plans and doesn't have to be specific to serious violence.

Due to the nature of the two strategies above, there will be a naturally occurring overlap. As such, a hybrid strategy will be developed to meet the needs of all the two duties to ensure a consistent and robust approach to each and reduce unnecessary duplication or multiple strategic aims and objectives across the partnership.

- 3. Keep the strategy under review which should be done on an annual basis and updated where necessary.*

Once the strategy is completed it will be kept under review by the CSP Board to ensure it remains fit for purpose.

3.5 Defining Serious Violence:

In considering how to define serious violence within their area, specified authorities are required to encompass serious violence as defined for the purposes of the government's Serious Violence Strategy and include a focus on issues such as public space youth violence.

The Serious Violence Strategy sets out specific types of crime of particular concern, including:

- homicide,
- violence against the person which may include both knife crime and gun crime, and
- areas of criminality where serious violence or its threat is inherent, such as in county lines drug dealing.

These crimes must be at the core of any definition of serious violence for the purpose of its reduction and prevention.

However, there is flexibility for specified authorities in local areas to take account of their evidence-based strategic needs assessment and include in their strategy actions which focus on other related types of serious violence, this could include (but is not limited to) domestic violence, alcohol related violence, sexual abuse, modern slavery or gender-based violence.

Once the profile of serious violence is fully understood through the SNA then an evidence-based definition based on the identified local needs will be developed and to support the strategy.

3.6 Funding:

In preparation for the Serious Violence Duty the Home Office has allocated £359,106.61 to Devon and Cornwall for 2023/2024.

Through the Serious Violence Prevention Partnership (led by the OPCC) £200,000 has already been committed by the OPCC to the CSPs in FY 23/24 to support each Upper Tier authority's Serious Violence Prevention activities.

For Torbay this funding (and the funding from the OPCC for the previous financial year) has been used for the following programmes:

- The Youth Violence Review
- Mentors in Violence Prevention (delivered by Break the Cycle)
- Domestic Abuse Risk Assessment for Children (additional resource based in Children's Services)
- Serious Violence Prevention Worker (based in the Torbay Youth Justice Service)
- Substance Misuse Outreach Worker (co-commissioned with Public Health and based at Checkpoint)

The Home Office funding for 24/25 remains unallocated pending the establishment of an agreed strategic governance structure for the Duty. Once this is in place planning for the next financial year will commence using the SNA, strategy and learning from the above delivery.

4. Youth ASB

4.1 Overview:

Working with children and young people to meaningfully divert them from involvement in ASB remains a key focus for Safer Torbay and the wider partnership.

4.2 Youth ASB Forum:

To understand and respond to youth ASB in Torbay and ensure appropriate responses including safeguarding responses, the Youth ASB forum is held every fortnight and is attended by the ASB Caseworker, Town Centre Officers, Children's Services (including education), the Harbour Authority, the Community and Voluntary Sector and local police.

Referrals, information and intelligence are discussed by area and multi-agency plans and responses are put in place including but not limited to, information and referrals being sent to other key partnership forums such as MACE, ASB letters being sent, joint agency visits and inclusion of areas on police patrol plans.

4.3 Youth ASB and Safer Streets 4:

Through Safer Streets 4 youth outreach was provided by Sound Communities in Torquay throughout the summer. Early indications show that it was successful with less ASB in hotspot areas in Torquay and feedback from young people is that they really valued the provision. A full report on the programme delivery is due mid-November 2023.

4.4 Assertive Outreach (AO):

The Office of the Police and Crime Commissioner (OPCC) has funded the Assertive Youth Outreach Project across the peninsula to divert young people from ASB. The lead provider is Devon Space, who deliver in Devon and Torbay.

Referrals are made to AO by the ASB team and police when it is identified that an area is being impacted by increased youth ASB. In the school holidays the provision increases to 3 areas and in term time it operates in one.

Currently the provision is in Foxhole and is working with the local community to increase local knowledge and links to sustain young people in positive activities in their community post intervention.

4.5 Community Development:

Safer Communities is linking with community partnerships to understand the local need in more detail in relation to ASB. This is already leading to development of approaches in the local community. For example, due to the concerns raised at the recent Foxhole partnership meeting, a community training event in Mentors in Violence Prevention (MVP) is going to be delivered at Parkfield in November to increase knowledge and understanding in MVP to enable us to develop a community response to MVP. This has a good evidence base in relation to reducing crime and ASB in communities in areas such as the West Midlands, Merseyside and across Scotland.

5 Domestic Homicide Reviews

5.1 Overview of Domestic Homicide Reviews (DHRs):

Domestic Homicide Reviews (DHRs) were established under the Domestic Violence, Crime and Victims Act 2004 and became a statutory requirement in April 2011.

A Domestic Homicide Review (DHR) is a multi-agency review of the circumstances in which the death of a person aged 16 or over has, or appears to have, resulted from violence, abuse or neglect by a person to whom they were related or with whom they were, or had been, in an intimate personal relationship, or a member of the same household as themselves. Since April 2011 there has been a statutory requirement for local areas to conduct a DHR following a domestic homicide or suicide that meets the criteria.

DHRs are led by Community Safety Partnerships.

5.2 Torbay DHRs:

The status of Torbay DHRs are as follows:

- 1 DHR has just been agreed for publication by the Home Office.
- 2 DHRs are nearing conclusion.
- 1 DHR is in progress.

Of these DHRs 1 related to a homicide and 3 to suicide.

This increase in DHRs where the death occurred through suicide is being seen nationally.

Moving forward in Torbay where a DHR is linked to suicide, public health will become part of the partnership to ensure that any identified learning can be used to assist the local work in relation to suicide prevention.

Nationally there is a significant increase in DHR referrals. Although this has not been seen in Torbay at the point of writing, it has been seen in Plymouth, Devon and Cornwall and so we are aware we could see an increase moving forward.

Due to the increasing numbers and complexity of DHRs across Devon and Cornwall, DHR leads from Torbay, Devon, Cornwall and Plymouth now meet on a bi-monthly basis to share learning, discuss themes and to support a co-ordinated system wide response to approach and learning from DHRs.

