

Monday, 12 April 2021

CABINET

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

Tuesday, 20 April 2021

commencing at **5.30 pm**

The meeting will be held remotely via Zoom (the links to the meeting are set out below)

<https://us02web.zoom.us/j/87580805366?pwd=akZWdGgwWVZyTHlWYVBNFAXYkpzUT09>

Meeting ID: 875 8080 5366

Passcode: 973995

One tap mobile

+442034815240, 87580805366#, *973995# United Kingdom

+442039017895, 87580805366#, *973995# United Kingdom

Dial by your location

+44 203 481 5240 United Kingdom

+44 203 901 7895 United Kingdom

Meeting ID: 875 8080 5366

Passcode: 973995

Members of the Committee

Councillor Steve Darling (Chairman)

Councillor Carter

Councillor Long

Councillor Cowell

Councillor Morey

Councillor Law

Councillor Stockman

Together Torbay will thrive

Download this agenda via the free modern.gov app on your [iPad](#), [Android Device](#) or [Blackberry Playbook](#). For information relating to this meeting or to request a copy in another format or language please contact:

Lisa Antrobus, Town Hall, Castle Circus, Torquay, TQ1 3DR

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

CABINET AGENDA

1. **Apologies**

To receive apologies for absence.

2. **Minutes**

To confirm as a correct record the Minutes of the meetings of the Cabinet held on 20 February, 19 May, 16 June, 14 July, 11 August, 22 September, 29 September, 20 October, 17 November, 15 December 2020, 19 January, 18 February, 1 March and 23 March 2021.

(Pages 5 - 178)

(Note the Minutes had not previously been signed due to Covid19 and holding the meetings remotely. A copy of all the Minutes have been posted to the Chairman to sign at this meeting.)

3. **Disclosure of Interests**

(a) To receive declarations of non pecuniary interests in respect of items on this agenda.

For reference: Having declared their non pecuniary interest members may remain in the meeting and speak and, vote on the matter in question. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.

(b) To receive declarations of disclosable pecuniary interests in respect of items on this agenda.

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

(Please Note: If Members and Officers wish to seek advice on any potential interests they may have, they should contact Governance Support or Legal Services prior to the meeting.)

4. **Communications**

To receive any communications or announcements from the Leader of the Council.

5. **Urgent Items**

To consider any other items the Chairman decides are urgent.

6. **Matters for Consideration**

7. **Torbay Local Transport Action Plan and the Torbay Local Cycling and Walking Infrastructure Plan** (Pages 179 - 293)
To consider a report that seeks the approval and implementation of the Local Transport Action Plan (LTAP) and the Local Cycling and Walking Infrastructure Plan (LCWIP).
8. **Resource and Waste Management Strategy Action Plan** (Pages 294 - 325)
To consider a report that sets out the actions that need to be undertaken over the next few years to achieve the outcomes of Torbay's Resource and Waste Strategy.
9. **Torbay Suicide Prevention - updates on action plan, audit and alliance** (Pages 326 - 351)
To consider a report that provides an update on local suicide prevention activity in Torbay and seeks approval of the Torbay Suicide and Self-harm Prevention Plan 2021-22.
10. **Adult Social Care Market Position Statement and Market Transformation Blueprint** (Pages 352 - 411)
To consider a report that sets out how the Council plans to support an effective social care market for all eligible adults with disabilities or ill health in Torbay.
11. **Adult Social Care Front Door Redesign** (Pages 412 - 426)
To consider a report that outlines the proposal of the Adult Social Care Improvement Plan – Future Front Door project.
12. **Proposal for a peppercorn rent Lease for Burton Academy for land at South Parks** (Pages 427 - 435)
To consider a report that seeks approval for a 15 year peppercorn rent lease to Burton Academy as part of the Catch 22 Catch 22 Multi-Academies Trust for land at South Parks Road, Torquay
13. **Overview and Scrutiny Board - Review of the Youth Offending Team** (Pages 436 - 439)
To consider the report of the Overview and Scrutiny Board on the Review of the Youth Offending Team and formally respond to the recommendations contained within the submitted report.
14. **Overview and Scrutiny Board - Review of the Planning Service** (Pages 440 - 445)
To consider the report of the Overview and Scrutiny Board on the Review of the Planning Service and formally respond to the recommendations contained within the submitted report.

Instructions for the Press and Public for joining the meeting

If you are using an iPad you will need to install Zoom which can be found in the App Store. You do not need to register for an account just install the software. You only need to install the software once. For other devices you should just be taken direct to the meeting.

Joining a meeting

Click on the link provided on the agenda above and follow the instructions on screen. If you are using a telephone, dial the Zoom number provided above and follow the instructions. (**Note:** if you are using a landline the call will cost up to 13p per minute and from a mobile between 3p and 55p if the number is not covered by your inclusive minutes.)

You will be placed in a waiting room, when the meeting starts the meeting Host will admit you. Please note if there are technical issues this might not be at the start time given on the agenda.

Upon entry you will be muted and your video switched off so that only the meeting participants can be seen. When you join the meeting the Host will unmute your microphone, ask you to confirm your name and update your name as either public or press. Select gallery view if you want see all the participants.

If you have joined the meeting via telephone, your telephone number will appear on screen and will be displayed for all to see until the Host has confirmed your name and then they will rename your telephone number to either public or press.

Meeting Etiquette - things to consider when attending a virtual meeting

- Background – the meeting is public and people will be able to see what is behind you therefore consider what you will have on display behind you.
- Camera angle – sit front on, upright with the device in front of you.
- Who else is in the room – make sure you are in a position where nobody will enter the camera shot who doesn't want to appear in the public meeting.
- Background noise – try where possible to minimise background noise.
- Aim to join the meeting 15 minutes before it is due to start.

Minutes of the Cabinet

20 February 2020

-: Present :-

Councillor Steve Darling (Chairman)

Councillors Long, Morey, Carter, Stockman and Cowell

(Also in attendance: Councillors Brooks, Brown, Douglas-Dunbar, Foster, Kennedy,
Chris Lewis, Manning and David Thomas)

94. Apologies

Apologies for absence were received from Councillor Law and Steve Parrock, Chief Executive.

95. Minutes

The Minutes of the meetings of the Cabinet held on 21 January and 4 February 2020 were confirmed as a correct record and signed by the Chairman.

96. Communications

The Cabinet Member for Adults and Public Health, Councillor Stockman, implored Members to lobby Government and Torbay's Members of Parliament to reconsider the funding formula for Younger Adults (18 to 24 year olds) social care, the revised funding formula could result in a 15% reduction in funds placing further pressure on the Council's supporting people budgets. Councillor Stockman also announced that the Better Care Fund 2019/20 had allocated funds to a range of projects across Torbay.

The Cabinet Member for Infrastructure, Environment and Culture, Councillor Morey, provided an update on damage caused by the recent storms and thanked staff and contractors for their hard work during difficult conditions.

The Cabinet Member for Economic Regeneration, Tourism and Housing, Councillor Long, was pleased to support South Devon College at a celebratory reception hosted by the Rt Hon. Robert Halfon MP, Chair of the Education Select Committee and former Skills and Apprenticeship Minister. The reception formally recognised the national finalists and also acknowledged outstanding apprenticeship delivery and provision across the sector. Whilst in parliament, Councillor Long also met with Anthony Mangnall MP, to discuss supporting growth of Brixham as a fishing port and how Torbay can position itself for future funding.

The Cabinet Member for Finance, Councillor Cowell announced the launch of Crowdfunding Torbay.

The Leader of the Council, Councillor Steve Darling, welcomed the Employment Committee's recommendation to appoint Nancy Meehan as the Director of Children's Services.

97. Matters for Consideration

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

97.1 Revenue Budget 2020/2021

This item was not required as the Council approved the Revenue Budget at its adjourned meeting held on 13 February 2020.

97.2 One Torbay: Working for all Torbay - Community and Corporate Plan

97.3 Housing Strategy

97.4 Torre Abbey Restoration Project - Phase 3 National Heritage Lottery Fund Bid

97.5 Contractors Compound on Paignton Green

97.6 Extension of the Joint Community Equipment Contract

97.7 Torbay Council Annual Pay Policy Statement including Gender Pay Gap Report and Review of Pensions Discretions

97.8 Exclusion of Press and Public

Councillor Darling proposed and Councillor Long seconded the motion, which was agreed by the Cabinet unanimously, as set out below:

that the press and public be excluded from the meeting prior to consideration of items 15 to 18 on the agenda on the grounds that exempt information (as defined in paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended)) was likely to be disclosed.

Prior to consideration of the item in Minute 97.10, the press and public were formally excluded from the meeting.

97.9 TDA Business Plan 2020-2025

This item was deferred to enable the Chairman of the TDA Board to attend the meeting to present the report.

97.10 New Economic Growth Fund Opportunities

97.11 New Investment Fund Opportunities

There were no new Investment Opportunities.

97.12 Update on Existing Investments

There was no update at this time.

Chairman

Record of Decisions

Corporate Plan

Decision Taker

Cabinet on 20 February 2020

Decision

That the Cabinet recommend to Council:

- (i) that “One Torbay: Working for all Torbay” be approved as a Policy Framework document of the Council; and
- (ii) that the list of Policy Framework documents in the Constitution be updated to change the name to ‘Community and Corporate Plan.’

Reason for the Decision

The Community and Corporate Plan is the overarching document within the Council’s Policy Framework setting out the Council’s ambitions for the next four years.

Implementation

The recommendations of the Cabinet will be considered at the Council meeting on 27 February 2020.

Information

Following the local elections in May 2019, a Community and Corporate Plan had been prepared by the Cabinet which set out the ambitions and visions of the Council over the remainder of the four year term of office and the principles within which the Council will operate. The Plan has been subject to extensive consultation and engagement with partners and the community as part of the Partnership’s commitment to change the way the Council engages with its residents, communities and partners and amendments had been made to the document as a result.

Councillor Steve Darling proposed and Councillor Cowell seconded a motion which was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

None

Is this a Key Decision?

Yes

Does the call-in procedure apply?

No

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

None

Published

24 February 2020

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

Record of Decisions

Housing Strategy

Decision Taker

Cabinet on 20 February 2020

Decision

- (i) that, the Cabinet approve the Housing Strategy 2020 ~ 2025, attached as Appendix 1 to the submitted report, and recommend the Housing Strategy to Council for approval as part of the Council's Policy Framework; and
- (ii) that the Director of Place be instructed to work with housing partners to develop a Housing Strategy Delivery Plan for approval by Cabinet no later than 30th April 2020.

Reason for the Decision

To recommend the Council to approve the Housing Strategy which forms part of the Council's Policy Framework.

Implementation

The recommendations of the Cabinet will be considered at the Council meeting on 27 February 2020.

Information

As part of the work of developing the Community and Corporate Plan, a new Housing Strategy for Torbay had been developed which set out the Cabinet's plans towards meeting its priority of improving the delivery, affordability and quality of housing in Torbay.

Consultation on the Housing Strategy took place between 17 December 2019 and 31 January 2020 together with the following documents relating to housing:

- Homelessness and Rough Sleeping Strategy;
- Housing Standards Enforcement Policy; and
- Houses in Multiple Occupation Standards.

The Housing Strategy is a Policy Framework document and requires formal approval from the Council before it can be adopted.

Councillor Long proposed and Councillor Cowell seconded a motion which was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

None

Is this a Key Decision?

Yes

Does the call-in procedure apply?

No

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

None

Published

24 February 2020

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

Record of Decisions

Torre Abbey Restoration Project - Phase 3 National Heritage Lottery Fund Bid

Decision Taker

Cabinet on 20 February 2020

Decision

The Cabinet recommends to Council:

- (i) that the Director of Place be authorised to submit a National Heritage Lottery Fund (Round 1) application for £4.875m for Phase 3 of the Torre Abbey Restoration Programme as described in the submitted report; and
- (ii) that Council agrees to borrow up to £1.7m to provide the financial commitment outlined in this report and underwrite any possible shortfall in the third party matched funding element of the package.

Reason for the Decision

To support a bid for funding of the Torre Abbey Restoration Phase 3 project to help protect the Abbey, a scheduled ancient monument, for the benefit of the local community and our visitors.

Implementation

The recommendations of the Cabinet will be considered at the Council meeting on 27 February 2020.

Information

The submitted report sought approval to re-submit a Phase 3 Round 1 bid to the National Heritage Lottery Fund (NHLF) in May 2020 in respect of the Torre Abbey Restoration Programme. Whilst the Council was unsuccessful with the first Phase 3 Round 1 bid in June 2018, officers were encouraged by NHLF to submit an Expression of Interest (EOI) for Torre Abbey in respect of the re-launched Heritage Lottery funding programme. This most recent EOI was successful and as a result, in 2019, the NHLF invited the Council to submit a Round 1 application for Phase 3 of the Torre Abbey restoration project.

In previous rounds the Council, supported by the TDA, had successfully obtained HLF funding in excess of £7m which had been matched with funding contributions from Torbay Council, the Friends of Torre Abbey (FOTA) and others to reach a total investment of circa £11m for the two earlier phases of restoration and redevelopment (2006 ~ 2013). Phase 3 would require the Council borrowing up to £1.7m to underwrite any shortfall in the third party matched funding element of the package.

Councillor Morey proposed and Councillor Long seconded a motion which was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

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

None

Published

24 February 2020

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

Record of Decisions

Contractors Compound on Paignton Green

Decision Taker

Cabinet on 20 February 2020

Decision

- (i) that the licence to Midas on the terms set at Appendix 1 to the submitted report be granted;
- (ii) that the income received from the licence be utilised as follows:
 - (a) a £4,000 grant be given to Paignton Community Partnership to support their activities for the benefit of Paignton; and
 - (b) £24,900 be allocated as funding for the delivery of the English Riviera Airshow.

Reason for the Decision

To enable a contractor's compound to be placed on part of Paignton Green to help facilitate the redevelopment of the Lighthouse and Park Hotel sites.

Implementation

This decision will come into force and may be implemented on 3 March 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Council had been approached by the contractors (Midas Construction Ltd) acting for the developers of The Lighthouse and Park Hotel sites for permission to use part of Paignton Green as a contractor's compound while development takes place on the building sites.

The proposed term was for a period of 74 weeks for which Midas would pay a licence fee of £28,900. The detailed terms of the licence were set out at Appendix 1 and a Plan is set out in Appendix 2 to the submitted report.

Placing a compound on Paignton Green would breach the wording of a covenant ("the Covenant") placed over the Green in 2013. In essence the Covenant states that the Council would not allow any permanent structure on the Green. The Covenant was intended to protect Paignton Green from development by preventing permanent structures. The proposal was a technical breach of the Covenant but will not affect the long-term protection afforded by the Covenant.

The Lighthouse and Park Hotel sites are very constrained and not easily served by any alternative compound in a different location, granting the licence would better enable the prompt development of highly visible seafront sites.

At the meeting, the Cabinet heard from Mr Chris Robson, member of the Paignton Community Partnership.

Councillor Long proposed and Councillor Cowell seconded a motion which was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None

Published

24 February 2020

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

Record of Decisions

Extension of the Joint Community Equipment Contract

Decision Taker

Cabinet on 20 February 2020

Decision

- (i) that Cabinet approves the decision to extend the current contract with Nottingham Rehab Limited trading as NRS Healthcare, for the delivery of the Joint Community Equipment Service and minor adaptations within Torbay; and
- (ii) Torbay Council awards its current economic operator a new one year contract to run until 31 March 2021, with an option to extend for a further 12 months in the event this is required for a more complex tender, following the completion of a review of our aids, adaptations and assistive technology services.

Reason for the Decision

To enable the existing contract to be extended to allow for a full review to be undertaken on the future delivery of this service.

Implementation

This decision will come into force and may be implemented on 3 March 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The submitted report sought approval to extend the current contract with Nottingham Rehab Limited trading as NRS Healthcare, for the delivery of the Joint Community Equipment Service and minor adaptations within Torbay. The current contract with NRS Healthcare ends in March 2020 and the report requested the extension of this arrangement for one plus one years (potentially until March 2022).

The extended contract would continue to be commissioned jointly by the council and NHS Devon Clinical Commissioning Group (CCG). The contract extension would enable the Council, along with its NHS partners, to undertake a review of our aids, adaptations and assistive technology functions, to provide a more joined-up offer to people who use our services and how this can be better provided, potentially by working in partnership with other local authorities.

Councillor Stockman proposed and Councillor Long seconded a motion which was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None

Published

24 February 2020

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

Record of Decisions

Torbay Council Annual Pay Policy Statement including Gender Pay Gap Report and Review of Pensions Discretions

Decision Taker

Cabinet on 20 February 2020

Decision

That Council be recommended:

- (i) that the Torbay Council Annual Pay Policy Statement 2020/21 as set out in Appendix 1 to the submitted report be approved for publication;
- (ii) that the Torbay Council Gender Pay Gap Report, contained within the Annual Pay Policy Statement 2020/21 in Appendix 1 be approved for publication; and
- (iii) that the Employers Pensions Discretions set out in Appendix 2 to the submitted report be approved for publication.

Reason for the Decision

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

Implementation

The recommendations of the Cabinet will be considered at the Council meeting on 27 February 2020.

Information

The submitted report set out the Council's Annual Pay Policy Statement, as required under Section 38(1) of the Localism Act 2011. It was noted that the Pay Policy Statement drew together the Council's overarching policies on pay and conditions which would be published on the Council's website. The report also set out the annual review of pensions discretions as required by the Local Government Pension Scheme Regulations. In addition, the report set out details of the Council's gender pay gap data as required by the Equality Act 2010 (Specific Duties and Public Authorities) Regulations 2017.

Councillor Carter proposed and Councillor Cowell seconded a motion which was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

None

Is this a Key Decision?

Yes

Does the call-in procedure apply?

No

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

None

Published

24 February 2020

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

Record of Decisions

New Economic Growth Fund Opportunity 10/2/20

Decision Taker

Cabinet on 20 February 2020

Decision

That the Economic Growth Fund Opportunity 10/2/20, as set out in the Exempt Cabinet Minute 99.10, be approved.

(Note: the decisions in respect of Economic Growth Fund Opportunity 20/02/20 are restricted due to exempt information contained within the decisions.)

Reason for the Decision

To enable the Council to offer a loan to a local organisation to assist with economic regeneration within Torbay.

Implementation

The decision in respect of Economic Growth Fund Opportunity 10/02/20 will come into force immediately as the decision maker has decided that any delay likely to be caused by the call-in process would prejudice the Council's interest. The Overview and Scrutiny Co-ordinator was consulted on 18 February 2020.

Information

The Cabinet considered the submitted Exempt Report on the proposed loan to a local business in line with the Council's approved Economic Growth Fund Criteria. The proposed loan would support economic regeneration within Torbay.

Councillor Morey proposed and Councillor Steve Darling seconded a motion which was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

None

Is this a Key Decision?

No –

Does the call-in procedure apply?

No

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

None

Published

24 February 2020

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

Minutes of the Cabinet

19 May 2020

-: Present :-

Councillor Steve Darling (Chairman)

Councillors Carter, Cowell, Law, Long, Morey and Stockman

(Also in attendance: Councillors Barnby, Barrand, Brown, Bye, Douglas-Dunbar, Foster, Chris Lewis, Loxton, Manning and David Thomas)

98. Communications

The Leader of the Council, Councillor Steve Darling expressed his sincere thanks to all colleagues at the Council, partner agencies and community volunteers who had ensured the continued delivery of services during COVID-19.

99. Matters for Consideration

The Cabinet considered the following matters, full details of which are set out in the Record of Decisions appended to these Minutes.

99.1 Co-operative Councils Innovation Network

99.2 Housing Strategy Delivery Plan

99.3 Exclusion of Press and Public

Councillor Steve Darling proposed and Councillor Cowell seconded the motion, which was agreed by the Cabinet unanimously, as set out below:

that the press and public be excluded from the meeting prior to consideration of the items 9,10,11 and 12 on the agenda on the grounds that exempt information (as defined in paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended)) was likely to be disclosed.

Prior to consideration of the items in Minutes 99d, 99e, 99f, 99g, 99h and 99i the press and public were formally excluded from the meeting.

99.4 Town Centre Regeneration Fund - Additional funding proposal for Torquay Town Centre regeneration opportunity

(Note: during this item Councillor Law lost connection and was unable to take part in the remainder of the meeting.)

99.5 New Investment Opportunities

There were no new investment opportunities to consider.

99.6 New Economic Growth Fund Opportunity 19/05/20(a)

(Note: during this item Councillor Long and David Thomas lost connection and were unable to take part in the remainder of the meeting.)

99.7 New Economic Growth Fund Opportunity 19/05/20(b)

99.8 New Economic Growth Fund Opportunity 19/05/20(c)

99.9 Update on Existing Investments

The Cabinet received an update on existing investments in particular the impact the COVID-19 pandemic was having on the Council's investment portfolio.

Chairman

Record of Decisions

Co-operative Councils Innovation Network

Decision Taker

Cabinet on 19 May 2020

Decision

That Torbay Council becomes a member of the Co-operative Councils Innovation Network.

Reason for the Decision

Joining the Network would provide further support to the Council as it works to become better engaged with its communities and moves towards its ambition of being an enabling Council.

Implementation

This decision will come into force and may be implemented on 2 June 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Co-operative Council's Innovation Network is a collaboration between local authorities who are committed to finding better ways of working for, and with, their local community. It is a non-party-political active hub for co-operative policy development, innovation and advocacy which is action-focused and a vehicle for helping councils translate co-operative policy and principles into practice.

Working as part of the Co-operative Councils Innovation Network will provide the Council with additional support including an initial peer review to develop an action plan. Membership also includes attendance at their annual conference and within the member and officer networks which operate at both a national and regional level.

Alternative Options considered and rejected at the time of the decision

The Council is currently in the process of developing a Community Engagement and Empowerment Strategy and a range of workstreams are already underway within the Council which aim to improve community engagement, enablement and empowerment. All of this work is being drawn together through the 'Our Community' project within the Council Redesign Programme.

There are a number of tools available to the Council as we move towards our goal of being an enabling authority. Membership of the Network would be a further tool and would help to increase our capacity to move forward.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

22 May 2020

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

Record of Decisions

Housing Strategy Delivery Plan

Decision Taker

Cabinet on 19 May 2020

Decision

- (i) That Appendix 1 – Housing Strategy Delivery Plan 2020 – 2025 Version 1, be approved;
- (ii) That authority is delegated to the Assistant Director of Planning, Housing and Climate Change, in consultation with the Cabinet Member for Economic Regeneration, Tourism and Housing, to agree the final details of the Housing Strategy Delivery Plan, including in-year adjustments to help progress housing delivery;
- (iii) That, the Housing Strategy Delivery Plan will be formally reviewed on an annual basis, through an appropriate level of consultation, with updates agreed and a refreshed version published as necessary.

Reason for the Decision

The Housing Strategy was a high level document based around the priorities within the Partnership Agreement, the subsequent Housing Strategy Delivery Plan provides the details of how the Council will work on delivering the strategy in accordance with the Council's principles.

Implementation

This decision will come into force and may be implemented on 2 June 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

On 27 February 2020 the Council approved the Housing Strategy and recommended that the Director of Place be instructed to work with housing partners to develop a Housing Strategy Delivery Plan 2020-2025.

The proposed Housing Strategy Delivery Plan supports the delivery of the ambitions, aim and objectives of the Housing Strategy and has been developed in conjunction with our housing partners to ensure that the Plan is a collaborative document, with support from those responsible for all aspects of housing in Torbay.

Alternative Options considered and rejected at the time of the decision

The Housing Strategy Delivery Plan presented for consideration has been developed with housing partners.

No other option has been considered, whilst doing nothing is an option such a course of action would result in the Council being unable to deliver on the strategic direction set out in the Housing Strategy.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

22 May 2020

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

Record of Decisions

Town Centre Regeneration Fund Proposal - Additional funding proposal for Torquay Town Centre regeneration opportunity

Decision Taker

Cabinet on 19 May 2020

Decision

That the Town Centre Regeneration Fund Proposal – Additional funding proposal for Torquay Town Centre regeneration opportunity, as set out in the Exempt Cabinet Minute 99d, be approved.

(Note: the decisions in respect of Town Centre Regeneration Fund Proposal – Additional funding proposal for Torquay Town Centre regeneration opportunity are restricted due to exempt information contained within the decisions.)

Reason for the Decision

To ensure delivery of this project, the Council is asked to approve additional funding. Enabling the Council to commit to the contract with the contractor and proceed with delivery.

Continued delay will result in additional cost and uncertainty, and will risk the loss of contractor and the tenant/future occupier.

Implementation

This decision will come into force and may be implemented on 2 June 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Cabinet considered the submitted exempt report on the proposed additional funding for a Torquay Town Centre regeneration opportunity in line with the Council's approved Town Centre Regeneration Fund criteria. The additional funding would support regeneration within Torbay.

Councillor Long proposed and Councillor Morey seconded a motion which was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

Three alternative options were set out in the submitted exempt report.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

22 May 2020

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

Record of Decisions

Economic Growth Fund Opportunity 19/05/20(a)

Decision Taker

Cabinet on 19 May 2020

Decision

That the Economic Growth Fund Opportunity 19/05/20(a), as set out in the Exempt Cabinet Minute 99f, be approved.

Reason for the Decision

To enable the Council to provide financial support to a local organisation to assist with economic regeneration within Torbay.

Implementation

The decision in respect of Economic Growth Fund Opportunity 19/05/20(a) will come into force immediately as the decision maker has decided that any delay likely to be caused by the call-in process would prejudice the Council's interest. The Overview and Scrutiny Co-ordinator was consulted on 15 May 2020.

Information

The Cabinet considered the submitted exempt report on the proposed financial assistance to a local organisation in line with the Council's approved Economic Growth Fund Criteria. The proposed financial assistance would support economic regeneration within Torbay.

Councillor Morey proposed and Councillor Long seconded a motion which was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

The following alternative options were set out in the submitted report:

- Not to provide the financial support as requested.
- To provide financial support in a form that minimises the Council's exposure to risk.
- To provide financial support in a form that is acceptable to the organisation but does expose the Council to a greater level of financial risk.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

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

None.

Published

22 May 2020

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

Record of Decisions

Economic Growth Fund Opportunity 20/05/20(b)

Decision Taker

Cabinet on 19 May 2020

Decision

That the Economic Growth Fund Opportunity 20/05/20(b), as set out in the Exempt Cabinet Minute 99g, be approved.

(Note: the decisions in respect of Economic Growth Fund Opportunity 20/05/20(b) are restricted due to exempt information contained within the decisions.)

Reason for the Decision

To enable the Council to acquire an asset to assist with economic regeneration within Torbay.

Implementation

This decision will come into force and may be implemented on 2 June 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Cabinet considered the submitted exempt report on the proposed acquisition of a local asset in line with the Council's approved Economic Growth Fund Criteria. The proposal would support economic regeneration within Torbay.

Councillor Steve Darling proposed and Councillor Carter seconded a motion which was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

None.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

22 May 2020

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

Record of Decisions

Economic Growth Fund Opportunity 19/05/20(c)

Decision Taker

Cabinet on 19 May 2020

Decision

That the Economic Growth Fund Opportunity 19/05/20(c), as set out in the exempt Cabinet Minute 99h, be approved.

(Note: the decisions in respect of Economic Growth Fund Opportunity 19/05/20(c) are restricted due to exempt information contained within the decisions.)

Reason for the Decision

To enable the Council to allocate a sum of money from the Economic Growth Fund to a project that will assist with economic regeneration in Torbay.

Implementation

This decision will come into force and may be implemented on 2 June 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Cabinet considered the submitted exempt report on the proposed project. The project would support economic regeneration in Torbay and was in line with the Council's approved Economic Growth Fund Criteria.

Councillor Steve Darling proposed and Councillor Morey seconded a motion which was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

None.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

22 May 2020

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

Minutes of the Cabinet

16 June 2020

-: Present :-

Councillor Steve Darling (Chairman)

Councillors Carter, Cowell, Law, Long, Morey and Stockman

(Also in attendance: Councillors Barnby, Barrand, Brooks, Brown, Bye, Doggett, Douglas-Dunbar, Foster, Kennedy, Chris Lewis, Mills and Loxton)

100. Communications

The Cabinet Member for Economic Regeneration, Tourism and Housing, Councillor Long, informed Members that the Council had been invited by the Local Enterprise Partnership to put forward bids for capital projects that could be completed by 2022. The LEP had been requested to prioritise bids for those areas hardest hit by the COVID-19 pandemic.

Councillor Long outlined the approach that had been undertaken with regards to community engagement in respect of the Future High Streets Fund. Councillor Long advised Members that the fund was an exciting opportunity for Paignton that would see improvements in public space and public realm, he explained that there had been community engagement over the last couple years, with further meetings scheduled before a report is submitted for consideration by Members in July.

Councillor Long also advised Members that work in respect of Torquay Town Deal was ongoing and highlighted the Torquay Town Deal was for the whole of Torquay not just the Town Centre. He advised that work was underway with the community to put forward ideas, with the Town Investment Plan being developed and overseen by the Town Deal Board. It was hoped that with the impact of COVID-19 a strong and compelling argument for funding would be put forward for Torquay.

Councillor Long concluded his communications by wishing everyone a happy Pride month.

The Leader of the Council, Councillor Steve Darling expressed his sadness following the announcement that Living Coast would be closing. He advised Members that the Council had reached out to the operators and would be as supportive as possible as the Zoo and Living Coasts was an important part of Torbay's core offer for residents and visitors.

101. Matters for Consideration

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

101.1 One Torbay: Working for all Torbay - Delivery Plan**101.2 Post COVID Economic Plan**

Note: during consideration of this item Councillors Barnby and Barrand left the meeting.)

101.3 Torbay Local Development Scheme

This item was withdrawn.

101.4 Budget Monitoring 2019/20 - Quarter Four - Outturn

Cabinet noted the Budget Monitoring 2019/20 – Quarter Four – Outturn report, the report had been revised following debate and feedback at the Overview and Scrutiny Board on 10 June 2020.

101.5 TDA Business Plan 2020-2025

Vince Flower, Chairman of the TDA Board joined the meeting for this item and outlined the reason and direction of travel of the TDA Business Plan 2020-2025.

(Note: during consideration of the item in Minute 101e, the press and public were formally excluded from the meeting on the grounds that exempt information (as defined in paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended) was likely to be disclosed.)

Chairman

Record of Decisions

One Torbay: Working for all Torbay - Delivery Plan

Decision Taker

Cabinet on 16 June 2020.

Decision

That the Cabinet Delivery Plan for One Torbay: Working for all Torbay be approved.

Reason for the Decision

The Delivery Plan will ensure that there is a planned approach to the delivery of the Community and Corporate Plan over the next 12 months.

Implementation

This decision will come into force and may be implemented on 29 June 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

At its meeting on 27 February 2020, Council agreed the 'One Torbay: Working for all Torbay' – the Council's Community and Corporate Plan. There are a number of plans and strategies which sit below One Torbay: Working for all Torbay. Each one of these provides further details of how the Council is working towards meeting its ambition of a Thriving Torbay.

In order to provide focus, the Cabinet has prepared a Delivery which sets out the specific actions which will be undertaken over the next 12 months to deliver against the Community and Corporate Plan. They will be the focus of the Leader of the Council and his Cabinet and progress against the plan will be continuously monitored.

Councillor Steve Darling proposed and Councillor Cowell seconded a motion that was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

The actions within the other documents which make up the Policy Framework could continue to be delivered. However, it is felt that by combining the priority actions into a Delivery Plan for the next 12 months will provide a focus for both Cabinet and the organisation as a whole.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

19 June 2020

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

Record of Decisions

Post Covid Economic Plan

Decision Taker

Cabinet on 16 June 2020.

Decision

- (i) That Cabinet endorses the Repositioning approach advocated in the draft post Covid economic plan (as set out at Appendix 1);
- (ii) That Cabinet recognises that there will be a resource implication in committing to delivering this plan; and
- (iii) That a further updated plan be presented to Cabinet in July, taking into account the feedback from the Overview and Scrutiny Board and incorporating long term outcomes for Torbay's children and young people.

Reason for the Decision

The plan sets out an appropriate response to the extraordinary challenges that will face the local economy as a consequence of the pandemic.

Implementation

This decision will come into force and may be implemented on 29 June 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny)

Information

The proposed post COVID-19 economic plan was a work in progress and the Cabinet was asked to receive it as such and endorse the direction of travel. The plan sets out an appropriate response to the extraordinary challenges that will face the local economy as a consequence of the pandemic. The plan includes the high-level issues which the pandemic will present for the local economy including increased levels of unemployment, business failure and challenges to cancel income in various ways.

An action plan has been produced and sets out three different phases of work and five different themes. The three phases are:

- Response – crisis management, signposting, planning
- Recovery – measure to regain lost momentum and restart activity
- Reposition – designed to move the area past its historic levels of performance

In developing the plan discussions have taken place and are ongoing with colleagues within the Council, business representatives and wider community representatives including Torbay Community Development Trust and Local Spark.

The plan would require additional resources to be committed in support of economic growth work. Whilst the cost information continues to be developed, initial estimates suggest

approximately £1.5m of revenue commitments to 2023 would be required.

Councillor Long proposed and Councillor Cowell seconded a motion that was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

None.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

19 June 2020

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

Record of Decisions

TDA Business Plan 2020-2025

Decision Taker

Cabinet on 16 June 2020.

Decision

The Cabinet recommends to Council:

- (i) That the TDA business plan 2020-2025 be approved; and
- (ii) That the TDA business plan is removed from the Council policy framework.

Reason for the Decision

The existing business plan for TDA was approved in late 2016, progress against that plan was set out in the exempt business plan for 2020-2025. The TDA's Board requested that the plan be refreshed in order take into account the progress made and the Council's requirement for TDA to assume responsibility for the housing company aspirations.

Implementation

The recommendations of the Cabinet will be considered at the Council meeting on 16 July 2020.

Information

TDA is Torbay Council's wholly owned economic development company. The purpose of TDA is to deliver economic development and regeneration for Torbay and manages the Council's assets. TDA is also a trading company providing a range of services for other clients. The business plan sets out how the commercial direction for TDA will develop.

The existing business plan was approved in late 2016 and broadly progress against the plan has been good. TDA's Board requested that the plan be refreshed to take into account the progress made and the Council's requirement for TDA to assume responsibility for the housing company aspirations. The plan has been reviewed further to take into account the impact on the business as a consequence of the COVID-19 pandemic with several changes having been made to reflect the increased uncertainty around the economy.

The business plan had been endorsed by the TDA Board and the Council's support as the shareholder in TDA was being sought.

Councillor Long proposed and Councillor Law seconded a motion that was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

The only alternative option would be for the existing business plan to be left to run its course until 2021, however due to the impact of housing related activity this option is not viable.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

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

None.

Published

19 June 2020

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

Minutes of the Cabinet

14 July 2020

-: Present :-

Councillor Steve Darling (Chairman)

Councillors Long, Morey, Carter, Stockman, Law and Cowell

(Also in attendance: Councillors Barnby, Barrand, Brooks, Brown, Bye, Doggett, Douglas-Dunbar, Foster, Kennedy, Chris Lewis, Loxton, Mills and David Thomas)

102. Communications

The Cabinet Member for Children's Services, Councillor Law, thanked headteachers, teachers and support staff for all that they have done for the families of Torbay during the Covid-19 Pandemic recognising that the support provided had gone beyond that of delivering education. Councillor Law also thanked education staff at Torbay Council, in particular, Rachael Williams, Assistant Director of Education, Learning and Skills who had received particular praise from Ofsted for her leadership and extensive knowledge of the schools in Torbay.

103. Matters for Consideration

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

104. Budget Monitoring 2020/21 - Period Two

The Cabinet noted the Budget Monitoring 2020/21 – Period Two report which set out the latest position in respect of the Council's budget as at 31 March 2020 taking into account the financial impact of Covid19. The report was also due to be considered at the Overview and Scrutiny Board on 22 July 2020.

105. Future High Streets Funding for Paignton Town Centre

106. Torquay Town Deal

107. Covid-19 Economic Recovery Plan - Update

Alan Denby, Director of Economic Strategy, TDA provided a verbal update in respect of the Covid-19 Economic Recovery Plan.

108. Schools' Capital Programme 2020/21

109. Fostering Annual Report

The Cabinet noted the Fostering Services Annual Report for 2019/2020 which provided details of activities undertaken within the service between April 2019 and March 2020. The report summarised the performance of the service and provided an update on the roles and functions of the service, including the introduction of a Special Guardianship Support Service set up in 2019.

The Cabinet thanked the Director of Children's Services and her team for the work that they have put in to the complete Service Redesign during this period, which Cabinet noted was now yielding more positive results for our Children Looked After.

110. Draft Heritage Strategy for Consultation**111. Local Development Scheme****112. Amendment to boundaries of Occombe Farm Local Nature Reserve**

Chairman

Record of Decisions

Future High Streets Funding for Paignton Town Centre

Decision Taker

Cabinet on 14 July 2020.

Decision

That Cabinet supports:

- (i) the submission of a Final Business Case and to delegate the decision, on exact content of the submission, to the Head of Finance;
- (ii) the Council's investment, in principle, in two key projects included in the Business Case, as set out in paragraph 4.2 of the supporting information to the submitted report; and
- (iii) the prioritisation of projects, as set out in paragraph 2.16 of the supporting information to the submitted report, to be used in the event that the full amount of funding requested is not available.

Reason for the Decision

To support submission of the Business Case, the prioritisation of projects and the 'in principle' willingness for the Council to invest in key projects, to show the Council's continued commitment to regeneration of Paignton Town Centre, especially given the actual and potential impacts of COVID-19, and to ensure the Business Case can be submitted to the Ministry for Housing, Communities and Local Government (MHCLG) by the deadline of end July.

Implementation

The decision in respect of the Future High Streets Funding for Paignton Town Centre will come into force immediately as the decision maker has decided that any delay likely to be caused by the call-in process would prejudice the Council's interest. The Overview and Scrutiny Co-ordinator was consulted on 30 June 2020.

Information

The submitted report sought the support of Cabinet for the submission, to the Ministry for Housing, Communities and Local Government (MHCLG), of a Future High Streets Business Case for funding to start the process of transforming Paignton Town Centre.

The Business Case sought investment by Government of £18.8 million in a programme of regeneration that includes seven significant projects in Paignton Town Centre. The Draft Final Business Case, submitted in March 2020, has changed and will continue to evolve, in line with the content of the submitted report, prior to submission before end July 2020.

The Business Case set out the challenges in Torbay generally and Paignton specifically. It demonstrated how the proposed programme of work, as a whole, responded to those challenges to deliver sustainable and beneficial outcomes for Paignton Town Centre, including the attraction of further investment.

Councillor Long proposed and Councillor Carter seconded a motion that was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

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

None

Published

17 July 2020

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

Record of Decisions

Torquay Town Deal

Decision Taker

Cabinet on 14 July 2020.

Decision

That the Cabinet supports the submission of a Town Investment Plan and delegates the decision, on exact content of the submission, to the Head of Finance, in consultation with the Leader of the Council.

Reason for the Decision

The Cabinets support for the submission of the Town Investment Plan was sought in order to comply with the Ministry of Housing, Communities and Local Governments submission deadline at the end of July 2020.

Implementation

The decision in respect of Torquay Town Deal will come into force immediately as the decision maker has decided that any delay likely to be caused by the call-in process would prejudice the Council's interest. The Overview and Scrutiny Co-ordinator was consulted on 2 July 2020.

Information

Torquay was selected by Government in November of last year to be one of 101 English towns invited to submit a Town Investment Plan. The purpose of this town deal is to secure a Town Deal, setting out a partnership with Government, and up to £25 million of Town Fund investment. The Town Investment Plan is intended to set out a strategic programme of investment designed to capture, for national government, the ambitions of a place and the projects intended to realise that ambition.

Torquay is a cohort one town and as such will submit the Town Investment Plan on or before 31st July. The Town Investment Plan sets out the assets, opportunities and vision for the town and will be submitted by the Council based on the advice of the Town Board.

The Town Investment Plan will when finalised set out the justification for the requested Town Fund investment of circa £25 million, the projects that the Towns Fund will support and indicative levels of investment from other public and private sector sources.

Councillor Long proposed and Councillor Cowell seconded a motion that was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

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

None

Published

17 July 2020

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

Record of Decisions

Children Services Capital Programme 2020/21

Decision Taker

Cabinet on 14 July 2020.

Decision

That Council be recommended:

- (i) that the Council agrees the list of projects and funding allocations as set out in Appendix 1 to the submitted report;
- (ii) that delegated authority be given to the Chief Executive to continue negotiations with the landowner(s) and any other person with an interest to acquire by agreement the Land and any other land, interests or rights subsequently identified as being required in consultation with the Cabinet Member for Children's Services and Section 151 Officer on any Heads of Terms.;
- (iii) that, having taken into account previous negotiations to acquire the Land, the making of any Compulsory Purchase Order(CPO)(s) pursuant to the Education Act 1996, or any other appropriate power, for the Land and any other land, interests or rights subsequently required to deliver the primary school. The Chief Executive be given delegated authority to give effect to this decision, including;
 - (a) the taking of all necessary steps required to secure the making of the CPO(s) and for the subsequent confirmation and implementation of the CPO(s) including the publication and service of all notices, statement of reasons and presentation of the Council's case at public inquiry, if necessary, to secure confirmation of the CPO(s) by the Secretary of State;
 - (b) to carry out any surveys on the Land or any other land required and enter as may be required in order to deliver the proposed development by CPO(s) which the Council is authorised to carry out either by consent of the relevant landowner or under section 172 to 179 of the Housing and Planning Act 2016;
 - (c) to enter into agreement(s) with any person or body to secure the withdrawal of objections to the CPO(s) and/or to negotiate and agree terms for the acquisition by agreement of any land, interests or rights as may be required for the new primary school; and
 - (d) to pay all necessary compensation either as agreed or as determined by the Upper Tribunal (Lands Chamber) in relation to the acquisition of land and other interests or for the overriding or acquisition of rights;
- (iv) that Council delegate to the Chief Finance Officer the approval of the expenditure of monies from the Children's Services Capital Programme Basic Need Funding required to cover the acquisition of the Land and any land, interests or rights as may be required for the scheme, either by agreement or by CPO; and

- (v) that once the Land, and any other land required, has been acquired either by negotiation or via a CPO(s) Council approve the disposal of the land required for the new primary school to the Department of Education (DfE) at Nil Value as the required contribution to the development of a two form of entry primary school. The DfE will in turn provide the capital to build the school through the Free School Programme. The land would be leased from the DfE to the Academy Trust running the new free school.

Reason for the Decision

To approve the programme of capital investment for Children's Services to ensure that there are sufficient school places and facilities across the whole of Torbay.

To authorise the use of the Council's Compulsory Purchase Powers to enable a second free school to be built in Paignton.

Implementation

The recommendations of the Cabinet will be considered at the Council meeting on 16 July 2020.

Information

The submitted report sought seeking approval to implement the Children's Services Schools' Capital Programme using capital allocations of just over £9m received from the Department of Education (DfE). The projects proposed were detailed in Appendix 1 to the submitted report. The investment would ensure there were sufficient school places to meet demand and would provide much needed improvements across the school estate.

The report sought Council's approval to progress a compulsory purchase order ("CPO") to compulsorily acquire land for a new primary school in Paignton. The land subject to the proposed compulsory purchase order was land at Wilkins Drive, Paignton shown edged in red on the plan attached at Appendix 2 to the submitted report.

Councillor Law proposed and Councillor Morey seconded a motion that was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the submitted report.

Is this a Key Decision?

Yes

Does the call-in procedure apply?

No

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

None

Published

17 July 2020

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

Record of Decisions

Draft Heritage Strategy for Consultation

Decision Taker

Cabinet on 14 July 2020.

Decision

That the Cabinet approves the Heritage Strategy for a formal four week consultation launch in July 2020 and presents the consultation results to future a Cabinet meeting.

Reason for the Decision

To enable a four week consultation on the draft Heritage Strategy for Torbay.

Implementation

This decision will come into force immediately so as to commence the formal consultation process.

Information

The draft Heritage Strategy was the result of a significant review of heritage in the Torbay. It was conducted by lead consultant Katherine Findlay at Heritage Arts & People, on behalf of Torbay Council, with advice and support from Council officers, TDA and Torbay Culture. The process continued over several months involving local residents, partner organisation, Councillors, officers and services.

The purpose of the Strategy was to clarify Torbay Council's approach to heritage, and to enable the Council to confirm and develop plans for specific locations. The new document set out statutory requirements (e.g. Listed Buildings, Conservation Area Appraisals, Scheduled Ancient Monuments and non-designated heritage assets). The aim would also be to ensure accessibility to a wide readership. The report sought approval to commence formal consultation on the draft Strategy.

Councillor Morey proposed and Councillor Stockman seconded a motion that was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

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

None

Published

17 July 2020

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

Record of Decisions

Local Development Scheme/Local Plan Review

Decision Taker

Cabinet on 14 July 2020.

Decision

- (i) that the Cabinet appoint a non-decision making Local Plan Working Party with the following terms of reference and membership:

Terms of Reference:

- 1) To support the Local Planning Authority's review of the Torbay Local Plan 2012-2030 and any other associated documents as may be deemed appropriate by the Assistant Director of Planning, Housing and Climate Emergency;
- 2) To identify relevant interested parties, including Neighbourhood Forums and Developers, to be invited to attend meetings.

Membership:

Politically balanced - 4 Conservatives, 3 Liberal Democrats, 2 Independents and of those members to include the Cabinet Member for Instructure, Environment and Culture, Cabinet Member for Economic Regeneration, Tourism and Housing

- (ii) that, in consultation with Local Plan Working Party, the Assistant Director of Planning, Housing and Climate Emergency be given delegated authority to agree the content of documents for consultation during the review;
- (iii) that, following the review but before December 2020, a recommendation is brought to Cabinet on whether or not to revise the Torbay Local Plan 2021-2030;
- (iv) if a revision is recommended, that there shall be a scope and programme for the update of the Local Plan accompanying the recommendation; and
- (v) that every effort shall be made by all involved in the process to ensure efficiency and to deliver the review (and update if required) as soon as practicable to ensure Torbay and its community has an up-to-date Local Plan in place wherever possible.

Reason for the Decision

To support the initial scoping of the Review of the Local Plan, and the Review itself, it was proposed to establish a Working Party to ensure that all political groups on the Council were involved in this work, and for the Working Party to assist in guiding Officers to ensure that there is good engagement with all interested parties, including Neighbourhood Forums, to inform decisions and also that a Local Plan Stakeholder Engagement Group be established.

Implementation

This decision will come into force and may be implemented on 27 July 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Town and Country Planning (Local Planning) (England) Regulations 2012 required that Local Plans were reviewed at least every five years. The Torbay Local Plan (2012-2030) was adopted in December 2015 and so a review was due before December 2020. These Regulations also required that the Statement of Community Involvement was reviewed.

The Local Authority was required to consider whether to revise the document following the review, or if it decided not to revise the document, to publish the reasons for considering that no revisions were necessary.

In order to support the initial scoping of the Review, and the Review itself, it was proposed to establish a Working Party, and for the Working Party to assist in guiding Officers to ensure that there is good engagement with all interested parties, including Neighbourhood Forums, to inform decisions, which it was proposed be done through a Local Plan Stakeholder Engagement Group.

Councillor Morey proposed and Councillor Long seconded a motion that was agreed unanimously by the Cabinet as set out above

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None

Published

17 July 2020

Signed: _____
Leader of Torbay Council on behalf of the Cabinet

Date: _____

Record of Decisions

Amendment to boundaries of Occombe Farm Local Nature Reserve

Decision Taker

Cabinet on 14 July 2020.

Decision

That Cabinet notes that the land comprising 4.06 ha at Preston Down Road, Paignton and shown edged red on the plan at Appendix 1 to the submitted report is no longer managed as a nature reserve and does not contain habitats or species that warrant its designation as part of a Local Nature Reserve and, as a result, approves the making of a formal declaration removing the PDR land from the Occombe Farm Local Nature Reserve designation.

Reason for the Decision

To take the final steps in order to de-register land at Preston Down Road, shown on Plan EM3172, as a Local Nature Reserve.

Implementation

This decision will come into force and may be implemented on 27 July 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

On 20 September 2019 the Cabinet approved:

“That the land at Preston Down Road, shown on Plan EM3172 attached at Appendix 1 to the submitted report, be de-registered as a Local Nature Reserve (LNR) as the land no longer meets the requirements to be designated as a LNR and to enable housing to be developed on the site.”

Subsequently the Council was required to consult with Natural England ('NE') prior to formalising the de-registration. NE was formally notified on 13 January 2020. A letter of response, dated 9 June 2020, had been received which concluded that “Natural England accept that the land proposed for de-declaration appears to have very limited environmental value”.

The Cabinet was required to consider the Natural England response prior to the final steps in the de-registration process being undertaken.

Councillor Long proposed and Councillor Morey seconded a motion that was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None

Published

17 July 2020

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

Minutes of the Cabinet

11 August 2020

-: Present :-

Councillor Steve Darling (Chairman)

Councillors Carter, Cowell, Long, Morey and Stockman

(Also in attendance: Councillors Atiya-Alla, Barnby, Barrand, Brooks, Brown, Mandy Darling, Foster, Kennedy, Chris Lewis, Loxton, Manning, David Thomas and Jacqueline Thomas)

113. Apologies

An apology for absence was received from Councillor Law.

114. Communications

The Cabinet Member for Economic Regeneration, Tourism and Housing, Councillor Long informed Members that the bids for Paignton Future High Streets, Torquay Town Deal and Torquay Investment Plan had all been submitted with the outcomes of bids expected around Christmas 2020. Councillor Long thanked the Town Deal Board and Alan Denby of the TDA for their hard work in compiling and submitting the bid documents.

The Leader of the Council, Councillor Steve Darling, congratulated Anne-Marie Bond on her appointment as Interim Chief Executive of Torbay Council and looked forward to working with her in fostering a culture change in order for Torbay Council to become an enabling council.

Councillor Steve Darling also welcomed the Government announcement in respect of funding being redirected from Serco to local public health teams for track and trace purposes hopefully enabling Torbay to maintain the low levels of COVID-19 cases.

115. Matters for Consideration

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

115.1 How do we make Black, Asian and Minority Ethnic (BAME) lives matter in Torbay Review

115.2 Adults Social Care Delivery Plan, COVID 19 Recovery and establishment of Adult Social Care Improvement Board

115.3 Plymouth and Torbay Children's Safeguarding Partnership

115.4 Community Infrastructure Levy Funds - Administration and Governance of Neighbourhood Proportion

115.5 Review of Pest Control Services

115.6 Licensing Act 2003 - Draft Licensing Statement of Principles 2021 to 2026

115.7 Exclusion of Press and Public

Councillor Steve Darling proposed and Councillor Cowell seconded the motion, which was agreed by the Cabinet unanimously, as set out below:

that the press and public be excluded from the meeting prior to consideration of the item 12 on the agenda on the grounds that exempt information (as defined in paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended)) was likely to be disclosed.

Prior to consideration of the item in Minute 115h, the press and public were formally excluded from the meeting.

115.8 Briefing Document on Creation of Solar Farm

Chairman

Record of Decisions

How do we make Black, Asian and Minority Ethnic (BAME) lives matter in Torbay Review

Decision Taker

Cabinet on 11 August 2020.

Decision

- (i) That the undertaking of the 'How do we make BAME lives matter in Torbay' Review as outlined in the draft Scoping Document and Timetable be approved; and
- (ii) That the membership of the How do we make BAME lives matter in Torbay Review Panel comprise 5 councillors (2 Conservative, 2 Liberal Democrat and 1 Independent) and that the Review Panel identify relevant interested parties to be invited to attend meetings.

Reason for the Decision

Torbay Council has a Community and Corporate Plan that is based on ensuring our local community thrives. Therefore, not only does it have a legal duty but also a commitment and responsibility to ensure that all sections of our community thrive and the review will enable the Council to reflect on whether this is the case in Torbay.

Implementation

This decision will come into force and may be implemented on 24 August 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

In the light of the recent protests relating to the Black Lives Matter agenda due to the death of George Floyd in Minneapolis, USA in May 2020 and protests in cities such as London and Bristol in the UK this scoping document has been produced for Cabinet to discuss and agree Torbay Council's response to this issue.

The draft scoping document set out in Appendix One to the submitted report suggests a holistic, inclusive and comprehensive approach to exploring the issue of racism in Torbay which engages with the community and allows them the space and time to voice their experiences and views to civic leaders and local and national decision makers.

Councillor Steve Darling proposed and Councillor Cowell seconded a motion that was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

Torbay Council has considered a number of options to respond to the concern which have included approaches to look at the issue within different areas of the council but it is felt that this approach could be fragmented and would not deliver a holistic view or provide answers to the questions the review will seek to pose.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

14 August 2020

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

Record of Decisions

Adults Social Care Delivery Plan, COVID 19 Recovery and establishment of Adult Social Care Improvement Board

Decision Taker

Cabinet on 11 August 2020.

Decision

- i) that Cabinet approves the creation of an Adult Social Care Improvement Board, as set out in Appendix Two to the submitted report; and
- ii) notes that the Adult Social Care Delivery plan has been amended to incorporate the learning from COVID 19 and that there will be an investment program from non-recurrent funds, previously agreed in the Adult Social Care Risk Share and delegated to the Director of Adult Social Services.

Reason for the Decision

The refreshed governance arrangements are set within the context of the overall plan delivery and incorporates learning from successes and hurdles experienced during the COVID period.

Implementation

This decision will come into force and may be implemented on 24 August 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Cabinet considered a report that outlined how the Adult Social Care Plan will be delivered and governed within Torbay Council. It was proposed that an Adult Social Care Improvement Board would be created, to match the Children's Improvement Board. The Board would receive reports from Adult Social Care Improvement Committee and the Adult Social Care Performance Committee. This would incorporate delivery of the Adult Social Care Plan and delivery of the statutory duties delegated to Torbay and South Devon NHS Foundation Trust.

Councillor Stockman proposed and Councillor Long seconded a motion that was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

The option under consideration is the only one being proposed. The Social Care Program Board had been paused and agreement had been reached that it should be disbanded with new arrangements taking its place.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

14 August 2020

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

Record of Decisions

Plymouth and Torbay Children's Safeguarding Partnership

Decision Taker

Cabinet on 11 August 2020.

Decision

That the revised safeguarding partnership arrangements for Torbay as set out in the submitted report be noted and that the establishment of a dedicated Safeguarding Children Partnership for Torbay be approved.

Reason for the Decision

The Children and Social Work Act 2017 legislated for new arrangements for safeguarding children. The new arrangements for Torbay replace the current local safeguarding children boards with a new Safeguarding Children Partnership. The Act names the statutory partners as the local authorities, the police and clinical commissioning groups.

Implementation

This decision will come into force and may be implemented on 24 August 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Plymouth and Torbay Safeguarding Children Partnership was established to provide the statutory safeguarding function to the Plymouth and Torbay Council areas at a time when the social care services were accountable to one integrated Director. An independent review of current arrangements recommended changes in light of Torbay and Plymouth assuming their own statutory responsibilities. Further the new arrangements comply entirely with the most recent government guidance on the future of safeguarding arrangements set out in revised legislation.

Councillor Steve Darling proposed and Councillor Cowell seconded a motion that was unanimously agreed by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

There were no alternative options considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

14 August 2020

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

Record of Decisions

Community Infrastructure Levy Funds - Administration and Governance of Neighbourhood Proportion

Decision Taker

Cabinet on 11 August 2020.

Decision

- i) That the neighbourhood proportion collected in respect of development located within the Brixham Neighbourhood Plan area shall be passed directly to the Brixham Town Council to administer. With the spend of any funds received by the Brixham Town Council in respect of development located outside of the administrative area of the town council, (but located within the neighbourhood development plan area), shall be in consultation with the relevant Torbay Council members for the wards concerned.
- ii) That a standalone bidding process is introduced to determine what local projects the CiL Neighbourhood proportion should be spent on (as set out in the main body of the report). The establishment of the panel (CiL Spend Board) and its operation will be the responsibility of Torbay Council, but shall include representatives of the Neighbourhood Forums, Community Partnerships, Local Member(s) and the Cabinet Member for Infrastructure, Environment & Culture.
- iii) That within a year of operation, or sooner if necessary, the bidding procedure, the make-up of the 'CiL Spend Board' and its operation should be reviewed. It will then be re-assessed against the success of Crowdfunding Torbay to determine whether the bidding process should continue, or be subsumed in whole, or part by Crowdfunding.

Reason for the Decision

Whilst the law does not prescribe a specific process for agreeing how the neighbourhood portion should be spent, the guidance indicates that the Council should identify a suitable administration process in order to ensure that CiL is spent appropriately.

Implementation

This decision will come into force and may be implemented on 24 August 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Council has implemented the Community Infrastructure Levy (CIL), which generates funds from defined new developments which pay a set levy type contribution towards local infrastructure. The majority of the funds are already allocated to key infrastructure projects, including for example the costs of providing the South Devon link road. However, 25% of the levy funds form what is called the local, or neighbourhood proportion, which should be used to fund the provision, improvement, replacement, operation or maintenance of infrastructure; or anything else that is concerned with addressing the demands that development places on the area. The neighbourhood proportion should be spent within the neighbourhood of the

development which paid the levy, which in the Torbay context would normally be expected to relate to the Neighbourhood Plan areas namely, Brixham, Paignton and Torquay.

With regard to CIL chargeable development which falls within the administrative boundary of Brixham Town Council, national guidance is clear and explains that the Charging Authority (Torbay Council) must pass 25% of the relevant CIL receipts to the parish council (in this case Brixham Town Council) for that area. The town council must use the CIL receipts passed to it to support the development of the Town Council's area by funding the provision, improvement, replacement, operation or maintenance of infrastructure; or anything else that is concerned with addressing the demands that development places on the area.

In respect of development falling outside of the Brixham Town Council administrative area, Torbay Council is required to consult with the community about how the neighbourhood proportion funds can be used, including to support priorities set out in neighbourhood plans. The guidance suggests that we should consider using existing community consultation and engagement processes. The report seeks agreement of the administrative process most appropriate for the Community Infrastructure Levy Neighbourhood proportion funds.

Councillor Morey proposed and Councillor Carter seconded a motion that agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

The alternative option of using crowdfunding exists and this has the potential to successfully deal with bids for CIL funding in a transparent and open manner and also allows for community support to be confirmed and match funding achieved. On the face of it this presents a potentially ideal long term solution but has yet to be proven in the context of Torbay. Hence, an alternative bidding arrangement has been presented as a short term solution but could equally form the long term solution.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

14 August 2020

Signed: _____
Leader of Torbay Council on behalf of the Cabinet

Date: _____

Record of Decisions

Review of Pest Control Services

Decision Taker

Cabinet on 11 August 2020.

Decision

- i) That the Council should instruct SWISCo to cease providing the existing free pest control service, for residential properties, from 1st September 2020; and
- ii) That SWISCo Ltd is requested to offer a chargeable pest control service and that improved pest control guidance and advice is provided to the public via the Council website.

Reason for the Decision

Many local authorities no longer offer pest control services because there are qualified service providers working in their area. Many household pests can be dealt with by using humane traps and chemicals available in shops and DIY stores. Residents can also be advised to call in the experts to solve a persistent problem with pests. If householders require professional help they can use the internet, trade or business directory to find a suitably qualified service provider.

Implementation

This decision will come into force and may be implemented on 24 August 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

An opportunity exists to review the provision of pest control services for residential properties. Pest control in residential properties is not a statutory function and the Council has not provided this service directly for over 10 years. The Council could decide to simply provide advice and guidance, like many other local authorities, and remove the current obligation for SWISCo to provide a free service for rats and mice.

It is proposed that SWISCo are requested to offer a chargeable service for all forms of residential pest control, including the treatment of rats and mice.

Councillor Morey proposed and Councillor Long seconded a motion that was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

14 August 2020

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

Record of Decisions

Licensing Act 2003 - Draft Licensing Statement of Principles 2021 to 2026

Decision Taker

Cabinet on 11 August 2020.

Decision

- i) That the draft Licensing Statement of Principles 2021 to 2026, be approved for public consultation.
- ii) That the draft Cumulative Impact Policy 2021 to 2024, be approved for public consultation.

Reason for the Decision

The Council has a statutory obligation as prescribed under Section 5 (1) Licensing Act 2003, which requires that the Licensing Authority (defined as a District Council of England or Wales) publish a Statement and review and re-publish the same, every 5 years.

Implementation

This decision will come into force immediately so as to commence formal public consultation.

Information

The Licensing Statement of Principles identifies how the Council will perform its role as Licensing Authority in relation to the licensing process for the sale and supply of alcohol, regulated entertainment and late night refreshments. The Council has a statutory responsibility to review, consult and re-publish its Licensing Statement of Principles and Cumulative Impact Policy. In both cases the process of review, consultation and publication must be completed on or before 6 January 2021.

Councillor Carter proposed and Councillor Stockman seconded a motion that was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

There were no alternative options considered as the Council has a statutory responsibility to review, consult and re-publish its Licensing Statement of Principles.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

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

None.

Published

14 August 2020

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

Record of Decisions

Briefing Document on Creation of Solar Farm

Decision Taker

Cabinet on 11 August 2020.

Decision

That the Economic Growth Fund Opportunity, as set out in the Exempt Cabinet Minute 115h, be approved.

Reason for the Decision

To enable the Council to regenerate an area of land that has very limited alternative uses.

Implementation

This decision will come into force and may be implemented on 24 August 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Cabinet considered the submitted exempt report on the proposed regeneration of an area of land in line with the Council's approved Economic Growth Fund Criteria. The proposal would support regeneration within Torbay.

Councillor Long proposed and Councillor Cowell seconded a motion which was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

14 August 2020

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

Minutes of the Cabinet

22 September 2020

-: Present :-

Councillor Steve Darling (Chairman)

Councillors Long, Morey, Carter, Stockman, Law and Cowell

(Also in attendance: Councillors Barnby, Barrand, Brooks, Bye, Mandy Darling, Douglas-Dunbar, Dudley, Foster, Howgate, Kennedy, Chris Lewis, Loxton, Manning, Mills, David Thomas and Jacqueline Thomas)

116. Communications

The Cabinet Member for Children's Services, Councillor Law, informed the Cabinet that the Children's Improvement Board had been advised that there were indications that the Rag Rating for Children's Services improvements may have improved from red to a cautious Amber, which whilst good news, there was still considerable progress to be made.

The Cabinet Member for Economic Regeneration, Housing and Tourism, Councillor Long, informed Members that he was pleased to see progress being made in developing the site at Claylands Business Park.

The Leader of the Council, Councillor Steve Darling, informed Members that he had attended a meeting and made representations at the All Party Parliamentary Group (APPG) for the South West, lobbying for a bespoke, tailored furlough scheme to help the tourism, leisure and hospitality sectors.

117. Urgent Items

The Chairman advised that the report of the Overview and Scrutiny Board on Climate Change Community Engagement be considered at the Adjourned Cabinet meeting on 29 September 2020, the Chairman being of the opinion that it was urgent by reason of special circumstances i.e. the matter having arising since the agenda was prepared and it was unreasonable to delay a decision until the next meeting.

118. Matters for Consideration

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

118.1 Adult Care Strategic Agreement between Torbay Council, Devon Clinical Commissioning Group and Torbay and South Devon NHS Foundation Trust

118.2 Draft Community Engagement and Empowerment Strategy

118.3 Waste Management Strategy for consultation

118.4 Introduction of Permit Scheme for Street Works in Torbay

118.5 Anti-Poverty Task and Finish Group - Report of the Overview and Scrutiny Board

118.6 Proposed disposal of Council owned land at Hatchcombe

118.7 Exclusion of Press and Public

Councillor Steve Darling proposed and Councillor Cowell seconded the motion, which was agreed by the Cabinet unanimously, as set out below:

that the press and public be excluded from the meeting prior to consideration of the item 118h on the agenda on the grounds that exempt information (as defined in paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended)) was likely to be disclosed.

Prior to consideration of the item in Minute 118h, the press and public were formally excluded from the meeting.

118.8 Transfer of Council Services to SWISCo Ltd

119. Adjournment

At this juncture the Cabinet adjourned until 5.30 pm on Tuesday, 29 September 2020.

Chairman/woman

Record of Decisions

Strategic Agreement between Torbay and South Devon NHS Foundation Trust and Torbay Council/NHS Devon Clinical Commissioning Group

Decision Taker

Cabinet on 22 September 2020.

Decision

That the Cabinet recommend to the Council:

- i) that the Adult Care Strategic Agreement between Torbay Council, Devon Clinical Commissioning Group and Torbay and South Devon NHS Foundation Trust set out at Appendix 1 to the submitted report be approved; and
- ii) that in the event there are minor changes requested by the Board of the Torbay and South Devon NHS Foundation Trust which meets subsequent to the decision of the Council, the agreement or negotiation of the minor changes be delegated to the Director of Adult Social Services, in consultation with the Cabinet Member for Adults and Public Health.

Reason for the Decision

The Adult Care Strategic Agreement sets out the strategic direction for services that is designed to maximise choice and independence for those requiring adult social care and support. It sets out the objectives which the Council and the CCG require the Trust to meet and forms the basis on which performance can be monitored and managed.

Implementation

The recommendations of the Cabinet will be considered at the Council meeting on 24 September 2020.

Information

The Adult Care Strategic Agreement (ACSA) sets out the way in which Torbay Council and Devon Clinical Commissioning Group (the CCG) will commission services from Torbay and South Devon NHS Foundation Trust (the Trust). The present agreement covers a three year period starting April 2020.

The ACSA replaces the Annual Strategic Agreement (ASA) and is in line with the Risk Share Agreement that has been signed by the Council, CCG and the Trust covering the same period.

Councillor Stockman proposed and Councillor Long seconded a motion that was unanimously agreed by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

None.

Is this a Key Decision?

Yes

Does the call-in procedure apply?

No

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

None.

Published

24 September 2020

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

Record of Decisions

Engagement and Empowerment Strategy

Decision Taker

Cabinet on 22 September 2020.

Decision

That the draft Community Engagement and Empowerment Strategy be published and that the views of the community be sought on how the Council can best engage with and empower its communities.

Reason for the Decision

The Council's current Consultation, Engagement and Communication Strategy is out of date. At the first Community Conference, a commitment was made that the Strategy would be reviewed, based on the feedback we received at the Conference.

As part of the Council's ongoing commitment to engage with our residents and communities, feedback needs to be sought as the Strategy develops. The Strategy also forms part of the Council's Policy Framework and therefore a period of consultation is also required by the Constitution.

Implementation

This decision will come into force immediately in order to commence the formal consultation process.

Information

The Council has made a strong commitment to improving partnership working and community based action within Torbay. At the Community Conference in September 2019 conversations began about how and what this might look like in Torbay. The report from the Community Conference recommended that one of the elements required to translate the Council's determination to engage with communities more effectively into real change "on the ground" was a community engagement strategy that could become embedded in the work of all the Council's directorates and departments. It was felt that this (alongside other recommendations) would support the strong desire voiced by conference participants for a change in culture and mind-set within the Council.

The draft strategy sets out to our members, staff and community not only our plan of how the Council will address some of the key themes emerging from the conference but also clear statements about what our offers, commitments and actions will be. It also makes clear what we are asking the community to support this improvement and build more positive, trusted relationships.

The strategy outlines how the Council intends to meet its mission to be a Council that works in partnership with its residents, communities and partnerships.

Councillor Carter proposed and Councillor Cowell seconded a motion that was unanimously

agreed by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the submitted report.

Is this a Key Decision?

Yes

Does the call-in procedure apply?

No

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

None.

Published

29 September 2020

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

Record of Decisions

Resources and Waste Strategy

Decision Taker

Cabinet on 22 September 2020.

Decision

That the draft Resources and Waste Management Strategy be released for consultation by council so that it can be adopted as the document that can take Torbay forward to achieve a balanced budget, higher recycling rates and at the same time make improvements with regard to the Climate Emergency.

Reason for the Decision

To enable the draft Resources and Waste Management Strategy to be released for consultation. If ultimately the changes in approach are not made, Torbay Council will struggle to increase its household waste recycling percentage and proposed budget savings from waste and recycling will not be achievable, leaving the authority with a budget deficit.

Implementation

This decision will come into force immediately so as to commence the formal consultation process.

Information

The proposed strategy will assist Torbay Council to achieve its Climate Emergency targets with significant Carbon gains achieved from both more efficient plant and vehicles and a reduction of the use of source materials through increased recycling. Waste and recycling has also been tasked to achieve budget savings for the financial year 2020/21 and future years.

Councillor Morey proposed and Councillor Law seconded a motion that was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the submitted report.

Is this a Key Decision?

Yes

Does the call-in procedure apply?

No

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

None.

Published

29 September 2020

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

Record of Decisions

Introduction of Permit Scheme for Street Works in Torbay

Decision Taker

Cabinet on 22 September 2020.

Decision

- (i) That the implementation of a Permit scheme to manage road and street works in Torbay as set out in the submitted report be supported, and:
- (ii) That the proposed Policy for Torbay Council's Permit Scheme for Road and Street Works, as set out in the Appendix 1 to the submitted report and the proposed Fee Structure as set out in Appendix 2 to the submitted report to manage the Highway Permit scheme, be approved, and:
- (iii) That Cabinet instructs the Director of Corporate Services to make the Legal Order under Part 3 of the Traffic Management Act 2004 to provide the required legal powers for Torbay Council to operate a Highway Permit Scheme.

Reason for the Decision

In July 2018 the Secretary of State for Transport wrote to all South West Highway Authorities to request that serious consideration was given to the introduction of Highways Permit Schemes in their respective areas, stating that he may consider using his powers to direct authorities to introduce such a scheme.

Implementation

This decision will come into force and may be implemented on 5 October 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

It is proposed that Torbay Council as the Local Highway Authority introduces a Street Works Permit Scheme to replace the existing Noticing process. The benefits of such a scheme would be to provide Highways Officers with increased control over works undertaken on its highway network, with the potential to reduce disruption to road users and residents.

Councillor Morey proposed and Councillor Steve Darling seconded a motion that was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

There is no statutory requirement to implement a Permit Scheme, however a clear directive from the former Secretary of State for Transport suggests that there is an expectation that all LHA's will operate a permit scheme. There is a case to argue that the current Noticing scheme in Torbay has worked well to date and may choose not to implement a Permit scheme. The directive has indicated that such a stance may not be accepted by the Department for

Transport and the Secretary of State may consider instructing the implementation of a Permit Scheme. In view of this, retaining the current process is not recommended.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

29 September 2020

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

Record of Decisions

Anti-Poverty Task and Finish Group - Report of the Overview and Scrutiny Board

Decision Taker

Cabinet on 22 September 2020.

Decision

- i) that the Cabinet's action plan prepared in response to the Anti-Poverty Review conducted by the Overview and Scrutiny Board be approved as published; and
- ii) that the Overview and Scrutiny Board, be requested to monitor the implementation of the Cabinet's action plan prepared in response to the Anti-Poverty Review.

Reason for the Decision

The Cabinet are required to respond to the findings of the review undertaken by the Overview and Scrutiny Board.

Implementation

This decision will come into force and may be implemented on 5 October 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Cabinet received the report of the Overview and Scrutiny Board on the review undertaken by the Anti-Poverty Task and Finish Group. In accordance with section D7 of Standing Orders – Overview and Scrutiny as set out in the Constitution, the Cabinet were required to respond to the recommendations of the Overview and Scrutiny Board within two months.

Subsequently the Cabinet prepared an action plan which was proposed by Councillor Steve Darling and seconded by Councillor Cowell and agreed unanimously by the Cabinet.

Alternative Options considered and rejected at the time of the decision

No alternative options were considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

29 September 2020

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

Record of Decisions

Proposed disposal of Council owned land at Hatchcombe

Decision Taker

Cabinet on 22 September 2020.

Decision

That Cabinet recommends to Council:

- i) To authorise the disposal of the land shaded yellow on the plan at Appendix 1 to a Housing Association in return for nomination rights into 100% of the properties in perpetuity under the Local Government Act 1972: General Disposal Consent Order 2003.
- ii) To delegate authority to the Chief Executive in consultation with the Portfolio holder to agree the detailed terms of any transfer including agreed timescales for the development.

Reason for the Decision

By transferring this piece of land it will enable the development to come forward and maximise the site density.

Implementation

The recommendations of the Cabinet will be considered at the Council meeting on 24 September 2020.

Information

Hatchcombe Nurseries is a housing development site jointly owned by Torbay Council and Sanctuary Housing. In order to unlock the site and improve the access arrangements to the proposed new development Sanctuary are requesting that the piece of land located at the lower end of the site to be transferred to them. The land would be disposed of with certain conditions and will ensure the site will be used for affordable housing in perpetuity unless otherwise agreed by the Council.

Councillor Long proposed and Councillor Cowell seconded a motion that was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

Option 1 to dispose of the land for affordable housing.

Option 2 to do nothing and allow the site to remain empty or for a less desirable scheme to be delivered.

Option 3 sell the site on the open market.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

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

None.

Published

24 September 2020

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

Record of Decisions

Transfer of Council Services to SWISCo Ltd

Decision Taker

Cabinet on 22 September 2020.

Decision

That the recommendations, as set out in the Exempt Cabinet Minute 118h , be approved.

Reason for the Decision

To build strong working relationships amongst colleagues who share a similar remit. A key requirement of success, when delivering Place based services, is to have the right people, in the right roles and working within the same part of the organisation and this will be fundamental to the on-going success of the Council.

Implementation

This decision will come into force and may be implemented on 5 October 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

As of 1 July 2020, the Council has commissioned SWISCo Limited, which is a wholly owned company of the Council, to take over the running of those services previously provided by the joint venture company known as TOR2. The Cabinet were asked to approve the transfer of two Council services into SWISCo Limited in order to streamline current processes and increase the opportunity for efficiency savings.

Councillor Morey proposed and Councillor Carter seconded a motion that was unanimously agreed by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

29 September 2020

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

Minutes of the Cabinet

29 September 2020

-: Present :-

Councillor Steve Darling (Chairman)

Councillors Long, Morey, Carter, Stockman, Law and Cowell

(Also in attendance: Councillors Brooks, Bye, Mandy Darling, Douglas-Dunbar, Foster, Hill, Howgate, Kennedy, Barbara Lewis, Chris Lewis, Loxton, Manning, Mills, David Thomas and Jacqueline Thomas)

120. Matters for Consideration

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

121. Adult Social Care - Annual Local Account

122. Proposed Extension of Shared Services Arrangement for Trading Standards

123. Freehold Disposal of Land adjacent to Broomhill Way, Torquay.

124. Council Redesign Programme - Transformation Plan

125. Budget Monitoring 2020/21 - Period Four

The Cabinet noted the contents of the submitted report which provided a high level budget summary of the Council's revenue and capital income and expenditure for 2020/2021. Full discussion on the report had taken place at the Overview and Scrutiny Board on 16 September 2020.

Chairman/woman

Record of Decisions

Adult Social Care - Annual Local Account

Decision Taker

Cabinet on 29 September 2020.

Decision

That the Local Account as set out in Appendix 1 to the submitted report be approved.

Reason for the Decision

To enable the Local Account to be published in accordance with Government requirements.

Implementation

This decision will come into force and may be implemented on 12 October 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Local Account for Adult Social Care sets out what has been achieved for local people in relation to adult social care, outlines the level of performance for the last financial year and commitment to future service delivery.

Councillor Stockman proposed and Councillor Long seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

No alternative options were considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

2 October 2020

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

Record of Decisions

Proposed Extension of Shared Services Arrangement for Trading Standards

Decision Taker

Cabinet on 29 September 2020.

Decision

- (i) that the proposed renewal of the current shared Trading Standards Service arrangement with Devon County Council, Somerset County Council and Torbay Council for a ten-year period starting from 01 April 2021 be approved; and
- (ii) that the proposed extension of the current shared service arrangement with Devon County Council, Somerset County Council and Torbay Council for delivery of the Trading Standards Service to also include Plymouth City Council be approved.

Reason for the Decision

The existing Partnership will be dissolved and replaced with the new arrangements from the 1 April 2021, the proposal is seeking support in principle.

Implementation

This decision will come into force and may be implemented on 12 October 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

On 1 May 2017, Torbay Council entered into a shared services agreement with Devon County Council and Somerset County Council for the provision of a joint Trading Standards Service. Approval is being sought to extend the service to include Plymouth City Council and renew the current shared Trading Standards Service arrangement for a ten year period starting from 1 April 2021.

Councillor Carter proposed and Councillor Cowell seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

The only other option would be to bring the service back under the management of Torbay Council, though this would entail greater costs, as well as require new additional management capacity.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

2 October 2020

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

Record of Decisions

Freehold Disposal of Land adjacent to Broomhill Way, Torquay

Decision Taker

Cabinet on 29 September 2020.

Decision

That the TDA Director of Asset Management, Investment and Housing, in consultation with the Interim Chief Executive, be authorised to dispose of the freehold interest of land area 2,178 sq. m adjacent to Broomhill Way, Torquay.

Reason for the Decision

The proposed purchaser is considered a special purchaser due to his freehold ownership of the land adjacent. The agreed purchase price reflects this, coupled with the anticipated use of the site. Consequently terms of disposal for this land in isolation are unlikely to be bettered by an advertising campaign on the open market.

Implementation

This decision will come into force and may be implemented on 12 October 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

It is proposed the Council dispose of the freehold interest of land area c. 2,178 sq. m on Nightingale Park adjacent to Broomhill Way, Torquay.

This property on disposal will provide a capital receipt to help supplement the Council's capital programme. It will also reduce the Council's liability of further maintenance spending.

Councillor Long proposed and Councillor Morey seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

The Council is under no obligation to dispose of the land. The land could be retained by the Council for anticipated future use of Nightingale Park in its entirety albeit this has not been defined. The land in question does not produce any income currently and being on the periphery of Nightingale Park has become overgrown.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

2 October 2020

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

Record of Decisions

Council Redesign Programme - Transformation Plan

Decision Taker

Cabinet on 29 September 2020.

Decision

That the Council Redesign Transformation Plan be approved.

Reason for the Decision

It is acknowledged that the Council needs to consider bigger and bolder transformation opportunities that build a sustainable operating model for the 21st century, post COVID-19 whilst also delivering a range of financial and non-financial benefits.

The Transformation Plan sets out how we will bring a coherent, joined-up approach to change, that meets the council's priorities as set out in our Community and Corporate Plan, and will support the delivery of financial targets in the Medium Term Resource Plan.

Implementation

This decision will come into force and may be implemented on 12 October 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny)

Information

Work had started on the Council Redesign Programme at the end of 2019. However, the Council's response to the Covid-19 showed that we can operate differently and flexibly, building on the partnerships that we have had in place for many years. Reflecting on these changes, the Council has taken the opportunity to reset the Redesign Programme, and is now seeking approval for the Programme in order that the work can now progress at pace.

Councillor Carter proposed and Councillor Cowell seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

2 October 2020

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

Minutes of the Cabinet

20 October 2020

-: Present :-

Councillor Steve Darling (Chairman)

Councillors Carter, Cowell, Law, Long, Morey and Stockman

(Also in attendance: Councillors Atiya-Alla, Barnby, Barrand, Brooks, Bye, Mandy Darling, Douglas-Dunbar, Hill, Kennedy, Barbara Lewis, Chris Lewis, Loxton, Manning, Mills, David Thomas and Jacqueline Thomas)

126. Communications

The Leader of the Council, Councillor Steve Darling, provided an update on COVID-19 and urged residents to continue to adhere to social distancing. He also thanked colleagues and partners for their continued hard work in responding to the ongoing pandemic.

The Cabinet Member for Economic Regeneration, Tourism and Housing, Councillor Long, informed Members that he had an opportunity to tour the New Hampton by Hilton Hotel development on Torwood Street which was due to open in January 2021 presenting a much needed boost to the economy.

The Cabinet Member for Children's Services, Councillor Law, advised that National Adoption Week launched a campaign to address some of the myths surrounding who can adopt children. She encouraged all to visit www.adoptsouthwest.org.uk to find out more.

127. Matters for Consideration

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

128. Revenue and Capital Budget 2021/2022 for Consultation

129. Proposal to Merge Torbay Safeguarding Adult Board with Devon Safeguarding Adult Partnership Board.

130. Proposed Structure and Governance Arrangement for Devon Integrated Care System

The Cabinet noted an update on the proposed structure and governance arrangements for the development of an integrated care system for Devon in

particular the establishment of a Devon Shadow Integrated Care System Partnership Board.

131. The Planning White Paper: Planning for the Future

132. Local Plan Working Party - Review of Membership

Chairman/woman

Record of Decisions

Revenue and Capital Budget 2021/2022

Decision Taker

Cabinet on 20 October 2020.

Decision

- (i) that all Members and the Overview and Scrutiny Board consider the draft revenue and capital budgets and implications of the draft service change, income generations and saving proposals. The Overview and Scrutiny Board (through its Priorities and Resources Review Panel) will consider certain specific issues arising from these savings proposals and publish its recommendations by 4 December 2020 on the outcomes of its deliberations and stakeholder representations for the Cabinet to consider;
- (ii) the draft proposals for service change income generation and efficiencies are based upon the latest estimates of central government funding and the ongoing impact of Covid-19;
- (iii) that detailed consultation be undertaken with service users who may be affected by specific proposals and that Equality Impact Assessments continue to be developed as required. (The results from this consultation will be considered by the Cabinet with the Cabinet's final proposals being published on 19 January 2021.);
- (iv) that the Chief Finance Officer be given authority to amend these budget proposals for any technical adjustments necessary between services and within the overall envelope of funding in agreement with the Leader of the Council; and
- (v) that the Chief Finance Officer report to the adjourned meeting of the Council on 11 February 2021 on the implications for 2021/2022 as a result of these proposals currently being considered and in light of the final settlement which is expected in late January or early February 2021.

Reason for the Decision

To enable the consultation process on the proposed Revenue Budget and Capital Plan for 2021/2022 to begin.

Implementation

This decision to publish the draft revenue budget and the savings proposals will come into force immediately, so as to commence the formal six week consultation process on the budget, and to permit specific and detailed consultation to be undertaken where necessary.

Information

The Leader of the Council on behalf of the Cabinet has announced their provisional revenue and capital budget including proposals for service change, income generation and efficiencies for 2021/2022 (as available at www.torbay.gov.uk/budget-202122 to enable the consultation process to start. The savings proposals and development of the budget will support the Council in delivering its ambitions as set out in the Corporate Plan.

Additional supporting financial information will be supplied in due course to help inform the consultation and scrutiny. Information will be placed on the Council 2021/2022 Budget webpage at www.torbay.gov.uk/budget-202122.

Members and officers have been considering the impact of the significant reductions to government grant and, as a result of these reductions, the Council is faced with a number of difficult decisions to ensure services can be delivered within a much reduced financial resource base compared to previous years. The proposals have been set in recognition of the need to ensure resources are prioritised in accordance with agreed plans but mindful of the further reductions to local government grant.

The Cabinet wishes to hear the views of all Members of the Council, the Overview and Scrutiny Board and external stakeholders together with specific service users on their proposals before finally recommending a budget to the Council in February 2021.

Councillor Steve Darling proposed Councillor Cowell seconded a motion, as set out above which was agreed unanimously by the Cabinet.

Alternative Options considered and rejected at the time of the decision

Alternative options were not considered.

Is this a Key Decision?

Yes

Does the call-in procedure apply?

No

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

None.

Published

23 October 2020

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

Record of Decisions

Proposal to Merge Torbay Safeguarding Adult Board with Devon Safeguarding Adult Partnership Board

Decision Taker

Cabinet on 20 October 2020.

Decision

That the Torbay Safeguarding Adult Board (TSAB) merging with the Devon Safeguarding Adult Partnership (DSAP) be approved.

Reason for the Decision

It is recognised that some partners have a remit over the wider Devon geographical area and are therefore servicing up to three or more Safeguarding Adults Boards at present (Devon, Torbay, Plymouth). It is also recognised that partners work closely with other strategic partnerships and that as much alignment as possible would greatly improve efficiency, effectiveness and wider benefit to the communities of Torbay and Devon.

Implementation

This decision will come into force and may be implemented on 2 November 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Torbay Safeguarding Adults Board (TSAB) and the Devon Safeguarding Adults Partnership (DSAP) both recognise the changing landscape of safeguarding and the growing overlaps in themes for each strategic partnership board within the geographical boundary of Devon. The TSAB and DSAP understand and recognise the shortfalls that can result from silo working and the benefits that can be maximised from a focussed, joined up approach to deliver the business priorities. Therefore a fundamental aim of the proposed amalgamation of Safeguarding Adult Boards is to ensure that we maximise the opportunities to keep people in local communities safer.

Councillor Stockman proposed and Councillor Carter seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

The alternative options were set out in the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

23 October 2020

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

Record of Decisions

The Planning White Paper: Planning for the Future. Draft Consultation Responses

Decision Taker

Cabinet on 20 October 2020.

Decision

That Torbay Council's draft consultation response to the Planning White Paper 'Planning for the Future', as set out at Appendix 1, be approved, with the Assistant Director of Planning, Housing and Climate Emergency being given delegated authority to make final changes in consultation with the Cabinet Member for Infrastructure, Environment and Culture.

Reason for the Decision

By responding to the Planning White Paper the Council seeks to influence Government in its shaping of a new planning system thereby ensuring that the views of Torbay's residents are heard and their interests are taken into account.

Implementation

This decision will come into force and may be implemented on 20 October 2020. The Overview and Scrutiny Co-ordinator was consulted and agreed that the decision was urgent and it would not be in the Council or the public's interest for call-in to apply.

Information

The Planning for the Future White Paper proposes a major overhaul of the English planning system and requiring a new Town and Country Planning Act. The Government has released the white paper and commenced consultation on the changes. The deadline for the submission of responses to the consultation is Thursday 29 October 2020.

The Cabinet considered a report that set out the draft response from Torbay Council following presentation and discussion with Members and representatives of the Neighbourhood Forums.

Councillor Morey proposed and Councillor Long seconded a motion that was agreed unanimously, as set out above.

Alternative Options considered and rejected at the time of the decision

There were no alternative options considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

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

None.

Published

23 October 2020

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

Record of Decisions

Local Plan Working Party - Review of Membership

Decision Taker

Cabinet on 20 October 2020.

Decision

That the membership of the Local Plan Working Party be amended to 3 Conservatives, 3 Liberal Democrats and 3 Independents.

Reason for the Decision

To enable the membership of Local Plan Working Party to reflect the political balance of the Council.

Implementation

This decision will come into force and may be implemented on 2 November 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

On 14 July 2020 the Cabinet established the Local Plan Working Party, the membership of the working party reflected the political make-up of the Council. As a result of changes to the political balance of the Council, the Cabinet have sought to amend the membership of the Local Plan Working Party.

Alternative Options considered and rejected at the time of the decision

None.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

23 October 2020

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

Minutes of the Cabinet

17 November 2020

-: Present :-

Councillor Steve Darling (Chairman)

Councillors Carter, Cowell, Law, Long, Morey and Stockman

(Also in attendance: Councillors Barnby, Barrant, Brooks, Foster, Kennedy, Barbara Lewis, Chris Lewis, Loxton, Manning, Mills, David Thomas and Jacqueline Thomas)

133. Communications

The Leader of the Council, Councillor Steve Darling, announced the sad passing of Councillor Doggett and as a mark of respect Councillor Long read the poem 'Abou Ben Adhem' written by Leigh Hunt.

The Cabinet Member for Children's Services, Councillor Law, welcomed Jackie Sims who had been appointed the Divisional Director for Children's Services. Councillor Law also informed Members of the contents of a letter from the Children's Services Commissioner in respect of the assessment of Torbay Council's leadership capacity and intervention for Children's Services, which showed that positive steps had been taken to improve performance within the Service, whilst recognising that there was still a lot of work to do before Torbay was in the position it would wish to be in.

The Cabinet Member for Adult Services, Councillor Stockman announced that following advertisement and interview, Lincoln Sargent had been appointed to the role of Director of Public Health.

In addition, Councillor Stockman referred to the large number of positive Covid-19 cases in Brixham and implored Members to spread the message to all residents to take care, continue to social distance and self-isolate when asked to do so.

The Cabinet Member for Infrastructure, Environment and Culture, Councillor Morey informed Members that the Department for Transport had awarded the Peninsula Transport Group £425,000 to deliver a number of initiatives such as strategic economic corridors and a carbon transition strategy. Councillor Morey advised that he would seek to arrange an all member briefing in due course.

134. Matters for Consideration

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

135. Notice of motion - Free School Meals**136. Torbay Heritage Strategy for Adoption****137. Local Plan Review (Local Development Scheme) - Local Plan Working Party Recommendations****138. Licensing Act 2003 - Licensing Statement of Principles 2021 to 2026****139. Early Years Sufficiency Annual Update**

The Cabinet noted a report that provided an annual update on the availability of childcare places to meet the requirements for funded children in Torbay. The Cabinet Member for Children's Services informed Members that whilst there had been some closures of private early years providers, there were sufficient places to accommodate the children who were displaced elsewhere. There has not been a child who has been left unable to access a suitable childcare place as a result of these closures. Councillor Law advised Members that the early years sector had responded well to the challenge of Covid-19 with the service not receiving reports of any parent not being able to access a childcare place if they needed one.

140. Proposed Council Tax Support Scheme 2021/22**141. Customer Relationship Management System****142. Leasehold Disposal Pier Point Restaurant and Retail Unit, Torbay Road, Torquay, TQ2 5HA**

This item was deferred until the Cabinet Meeting on 15 December 2020.

143. Budget Monitoring 2020/21 - Quarter Two

The Cabinet noted the contents of the submitted report which provided a high level budget summary of the Council's revenue and capital income and expenditure for 2020/2021. Members noted that the report had been prepared prior to the announcement of the second lockdown, which would have further impact on the revenue budget. Full discussion on the report had taken place at the Overview and Scrutiny Board on 11 November 2020.

Chairman/woman

Record of Decisions

Notice of Motion - Free School Meals

Decision Taker

Cabinet on 17 November 2020

Decision

That the Cabinet resolves to request the Leader of the Council to write to the Secretary of State for Education and the Chancellor of the Exchequer to call for:

1. An extension of the eligibility for free school meals to every pupil whose parents or guardians are in receipt of Universal Credit,
2. The Government acknowledges the existing and ongoing school holiday food poverty and ensures a sufficient provision of food vouchers for every one of those pupils in every school holiday,
3. An extension of the eligibility for free school meals to pupils from low-income families whose parents or guardians have no recourse to public funds and destitute asylum seekers under s4 of the Immigration and Asylum Act 1999.

Reason for the Decision

To support the motion and campaign for additional help for those experiencing food poverty.

Implementation

This decision will come into force and may be implemented on Monday, 30 November 2020 unless the call-in procedure is triggered (as set out in Standing Orders in relation to Overview and Scrutiny).

Information

The Cabinet considered a motion in relation to free school meals, notice of which was given in accordance with Standing Order A13.

Councillor Long proposed and Councillor Morey seconded a motion, as set out below which was agreed unanimously by the Cabinet:

The Cabinet notes:

That numbers of pupils entitled to Free School Meals are rising fast. Torbay has witnessed a 29% rise in the number of children entitled to free school meals. Prior to the Covid-19 Pandemic there were 3,963 children entitled to free school meals, this has risen to 5,114 this September. This figure does not include data for 2 year olds with entitlement, therefore the number could be even higher. Every child who is entitled to Free School Meals is a sign of a family under significant financial pressure. This picture of increasing child poverty is supported by the rapid rise in the number of families dependent on food banks.

That children who are hungry are less able to learn and thrive at school.

That the extension of the school meals voucher scheme (campaigned for by Marcus Rashford) to cover the period of the summer holiday was incredibly important and valuable to families in food poverty.

The Cabinet recognises the fears that the second lockdown is likely to lead to further increases in child poverty.

The Cabinet therefore supports the calls by the Child Food Poverty Task Force, supported by Marcus Rashford and many leading food suppliers and producers, which calls for:

The expansion of free school meals provision to every child whose family is in receipt of Universal Credit or equivalent, or with a low-income and no recourse to public funds.

That provision be made for food vouchers to cover school holidays and periods of lockdown for all families in receipt of Universal Credit or with low-income and no recourse to public funds. That Healthy Start vouchers should be increased in value to £4.25, and expanded to be made available to all those in receipt of Universal Credit or with a low-income and no recourse to public funds.

This Cabinet resolves to request the Leader of the Council to write to the Secretary of State for Education and the Chancellor of the Exchequer to call for:

1. An extension of the eligibility for free school meals to every pupil whose parents or guardians are in receipt of Universal Credit,
2. The Government acknowledges the existing and ongoing school holiday food poverty and ensures a sufficient provision of food vouchers for every one of those pupils in every school holiday,
3. An extension of the eligibility for free school meals to pupils from low-income families whose parents or guardians have no recourse to public funds and destitute asylum seekers under s4 of the Immigration and Asylum Act 1999.

Alternative Options considered and rejected at the time of the decision

None.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

20 November 2020

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

Record of Decisions

Torbay Heritage Strategy for Adoption

Decision Taker

Cabinet on 17 November 2020

Decision

That, the Heritage Strategy, as set out in Appendix 1 and 2 to the submitted report, be adopted subject to the Assistant Director Planning, Housing & Climate Emergency, in consultation with the Cabinet Member for Infrastructure, Environment and Culture, being given delegated authority to approve any necessary minor amendments to the documents.

Reason for the Decision

The Torbay Heritage Strategy focuses and co-ordinates a number of key recommendations including; a clear set of objectives for managing and protecting heritage assets, it is a tool to involve and inspire key partners and stakeholders, attract visitors and support our economy and respond to climate change whilst recognising our wide ranging internationally recognised heritage.

Implementation

This decision will come into force and may be implemented on 30 November 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny)

Information

Torbay's current Heritage Strategy dates from 2011. It was not formally adopted by Torbay Council and has never been reviewed. Numerous changes have impacted the culture and heritage sector since that time.

The purpose of the new Torbay Heritage Strategy is to clarify Torbay Council's approach to heritage, and to enable the Council to confirm and develop plans for specific locations. The new documents set out statutory requirements (e.g. Listed Buildings, Conservation Area Appraisals, Scheduled Ancient Monuments and non-designated heritage assets).

Councillor Morey proposed and Councillor Long seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

The existing Strategy was out of date and was never adopted. A new Strategy was required to reflect the current situation.

Is this a Key Decision?

No – Reference Number: I075887

Does the call-in procedure apply?

Yes

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

None.

Published

November 2020

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

Record of Decisions

Torbay Local Plan 2012-30: Five Year Review.

Decision Taker

Cabinet on 17 November 2020.

Decision

That;

(i) the review of the Torbay Local Plan 2012-30 in Appendix 1 be approved and that the decision be published in accordance with Section 17 of the Planning and Compulsory Purchase Act 2004 and Regulation 10A of the Town and Country Planning (Local Plan) (England) Regulations 2012;

(ii) as per option 1 set out in this report, the scope of the update will be:

To assess whether the local plan's housing figure should be updated in line with the most recent standard methodology housing figure. It would require an update to Local Plan Policies SS1, SS12 and SS13. There may be a consequential impact on other policies dealing with housing supply, particularly Policy SS2 and neighbourhood area policies (SDT1, SDP1 and SDB1);

(iii) a decision on any further amendments to the plan arising from updates to the housing policies in line with the review; or identified as necessary following legislative changes; or the identified as necessary to ensure the plan is sound, be delegated to the Assistant Director of Planning, Housing and Climate Emergency in consultation with the Local Plan Working Party;

(iv) the terms of reference of the Local Plan Working Party, to reflect the work necessary beyond the review to update the Local Plan, be amended from:

“To support the Local Planning Authority's review of the Torbay Local Plan 2012-2030 and any other associated documents as may be deemed appropriate by the Assistant Director of Planning, Housing and Climate Emergency”

To:

“To support the Local Planning Authority's review **and update** of the Torbay Local Plan 2012-2030 and any other associated documents as may be deemed appropriate by the Assistant Director of Planning, Housing and Climate Emergency”; and

(v) that Cabinet receives regular progress updates on the review from the Assistant Director of Planning, Housing and Climate Emergency.

Reason for the Decision

The proposals in this report help us to deliver this ambition by seeking agreement of the scope of the Local Plan Update. An up to date development plan is the legal starting point for determining planning applications. It sets a framework for the delivery of affordable and market housing, contains policies on employment, tourism, reducing deprivation, and improving the

built and natural environment. By agreeing the scope of the Local Plan Update the review has a clear and prioritised approach, which recognised the importance of addressing housing land supply issues in accordance with the advice set out in Appendix 1 to the submitted report.

Implementation

This decision will come into force and may be implemented on 30 November 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

Local Plans are required by law to be reviewed at least every five years from adoption. On 14 July the Cabinet established the Local Plan Review Working Party, who have subsequently met and proposed a number of recommendations for the Cabinet to agree. Councillor Morey proposed and Councillor Long seconded a motion which was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

There were three options:

- 1) To carry out a partial update of policies for the supply of housing (i.e. those which set a housing number).
- 2) To carry out a partial update of policies for the supply of housing (i.e. those which set a housing number) and to carry out a light touch update of other policies to reduce repetition and make minor amendments. This is the recommended approach.
- 3) To carry out a more detailed re-write to create a new Local Plan.

The three options were set out in more detail in the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

20 November 2020

Signed: _____
Leader of Torbay Council on behalf of the Cabinet

Date: _____

Record of Decisions

Licensing Act Statement of Principles 2021 – 2026

Decision Taker

Cabinet on 17 November 2020.

Decision

That Cabinet recommends to Council:

- i) That the Licensing Statement of Principles 2021 to 2026, for publication with effect from 7th January 2021 be approved; and
- ii) That the Cumulative Impact Policy 2021 to 2024, for publication with effect from 7th January 2021 be approved.

Reason for the Decision

The Council has a statutory obligations as prescribed under Section 5 (1) Licensing Act 2003, which requires that the Licensing Authority publish a statement and review and re-publish the same, at least every 5 years.

Implementation

The recommendations of the Cabinet will be considered at the Council meeting on 16 July 2020.

Information

In accordance with Section 5 of the Licensing Act 2003, the Council is required every 5 years, to review, consult and republish its Licensing Statement of Principles (The Statement). The current Statement was published on 7th January 2016 and therefore, it has been reviewed and consulted upon and must be re-published, on or before 7th January 2021.

In addition, the Council's Cumulative Impact Policy (CIP), following a change in legislation, no longer forms part of the Statement and must now be a standalone Policy. This has also been revised and consulted upon and is required to be republished on or before 7th January 2021.

Councillor Carter proposed and Councillor Stockman seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

The statement is a statutory requirement, therefore no other options were considered.

Is this a Key Decision?

Yes

Does the call-in procedure apply?

No

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

None.

Published

20 November 2020

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

Record of Decisions

Proposed Council Tax Support Scheme 2021/22

Decision Taker

Cabinet on 17 November 2020.

Decision

That Cabinet recommends to Council:

- i) that the Council Tax Support Scheme for 2021/2022 be approved;
- ii) that Council notes the scheme includes the standard annual uprating of the personal allowances and premiums. That these values take into account the statutory inflationary increase in personal allowances used to calculate entitlement to Council Tax Support. That Council further notes that the Council Tax Support Scheme for 2021/2022 has been aligned with the Governments amended prescribed requirements for pensioners that came into force on 11 February 2020.
- iii) that Personal Allowances and Premiums, used to calculate Council Tax Support, are uprated from 1 April 2021 in line with the prescribed Pensioner scheme and national working-age benefits, which are both set by the Government; and
- iv) that the Chief Finance Officer be given delegated authority, in consultation with the Cabinet Member for Corporate and Community Services, to make any further adjustments required to the Exceptional Hardship Policy and fund.

Reason for the Decision

The Council has a statutory duty to provide a local Council Tax Support Scheme for working-age households within its area. Pension age households are subject to statutory provisions determined on a national basis that must be incorporated within each authority's local scheme.

Implementation

The recommendations of the Cabinet will be considered at the Council meeting on 3 December 2020.

Information

The current Council Tax Support scheme was approved by members at Full Council in December 2016. Prior to the start of each financial year, the Council must consider whether to revise its scheme or to replace it with a replacement scheme. It must make any revision to its scheme, or any replacement scheme, no later than 11 March for the subsequent financial year.

The current scheme needs to be updated to take into account the inflationary increase in the personal allowances used to calculate entitlement to Council Tax Support - these allowances represent a households basic living needs.

This will ensure the scheme is compliant with the Prescribed Requirements for all local schemes, determined by the Department for Communities and Local Government and also

aligned to national working-age benefits, determined by the Department for Work and Pensions.

Councillor Carter proposed and Councillor Cowell seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

The Council had intended to introduce an income banded Council Tax Support Scheme from April 2021. This was after the proposed implementation from April 2020 was unfortunately paused due to delays in receiving software and the absence of the required reassurances that all system integration work and testing would be completed prior to our deadline for annual Council Tax billing.

Unfortunately, with the onset of COVID 19 in early March 2020 and the fundamental impacts this had on the local economy, it was decided to not progress with plans to introduce a banded Council Tax support scheme for 2021/2022.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

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

None.

Published

20 November 2020

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

Record of Decisions

Customer Relationship Management System

Decision Taker

Cabinet on 17 November 2020.

Decision

That Cabinet approves a procurement exercise to be undertaken to identify a provider to supply, implement and maintain a new Customer Relationship Management (CRM) system, with the outcome of the procurement exercise and the associated funding request to be presented to Cabinet and Council in due course.

Reason for the Decision

A customer relationship management system is an effective and efficient tool which provides an interface with its customers, across several delivery channels. The Council has an existing partial customer relationship management system which is no longer fit for purpose.

Implementation

This decision will come into force and may be implemented on 30 November 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

Customer relationship management involves dealing with queries, complaints and specific requests and demands, with accurate information. To support this a CRM system can be used as an effective and efficient interface with its customers across several delivery channels (face to face, telephone, internet websites, texting and emails). Torbay Council has an existing partial customer relationship management system which is no longer fit for purpose.

It is proposed that the Council procures a new customer relationship management system so that we can build a better picture of why customers contact us and improve service delivery.

Councillor Steve Darling proposed and Councillor Cowell seconded a motion which was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

Two alternative options had been considered:

- Option one – do nothing;
- Option two – procure and implement a new customer relationship management system.

The detailed evaluation of these two options was set out in the exempt appendix to the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

20 November 2020

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

Minutes of the Cabinet

15 December 2020

-: Present :-

Councillor Steve Darling (Chairman)

Councillors Carter, Cowell, Law, Long, Morey and Stockman

(Also in attendance: Councillors Barnby, Barrand, Brooks, Brown, Bye, Mandy Darling, Douglas-Dunbar, Foster, Barbara Lewis, Chris Lewis, Loxton, Mills, David Thomas and Jacqueline Thomas)

144. Communications

The Leader of the Council, Councillor Steve Darling, wished colleagues a Merry Christmas and thanked all staff for their hard work during a challenging and difficult year.

The Cabinet Member for Children's Services, Councillor Law, welcomed Johanna Morrell from Torbay Youth Trust to the meeting. Members then received a presentation from Ms Morrell on the work of Torbay Youth Trust, including the good work to assist children and young people during the Covid-19 lockdown.

The Leader of the Council thanked Ms Morrell and Torbay Youth Trust for supporting the community and wished them success going forward.

145. Matters for Consideration

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

146. Draft English Riviera Events Strategy for Consultation

147. Economic Growth Fund investment to deliver 5 light industrial units at Lymington Road Coach Station.

148. Leasehold disposal Pier Point Restaurant and Retail Unit, Torbay Road, Torquay

149. Performance and Risk Strategy and Framework

Chairman/woman

Record of Decisions

Draft English Riviera Events Strategy for consultation

Decision Taker

Cabinet on 15 December 2020.

Decision

That the Draft English Riviera Events Strategy be released for a four week consultation period launching in January 2021.

Reason for the Decision

As an area, Torbay is lagging behind other seaside destinations, our competitors, we are losing significant value to the local economy and the enrichment of our residents. We need to improve the Events offer and reposition to fully enhance the economic benefits for the area. The strategy document provides a clear approach to how our events sector will be repositioned. The strategy primarily does this by refocusing the use of existing resources to enable a more proactive approach.

Implementation

This decision will come into force immediately in order to commence the formal consultation process.

Information

Currently Torbay Council does not have an Events Strategy, there are elements of strategy that relate to events e.g. in the cultural strategy. There are a number of good local events but in essence there is limited development of events that will give the area a year-round appeal and events are developed in a piece-meal way. Without a coherent strategy it will be difficult to develop the events offer in the Bay and therefore we will lose a huge opportunity to support the local economy, develop the events infrastructure and opportunities for employment and volunteering, and enrich the lives and support the development and well-being of local residents.

Councillor Morey proposed and Councillor Law seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

A new strategy is required to reflect the current situation. The alternative is no strategy and limited scope to enact change.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

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

None.

Published

18 December 2020

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

Record of Decisions

Economic Growth Fund investment to deliver 5 light industrial units at Lymington Road Coach Station

Decision Taker

Cabinet on 15 December 2020.

Decision

That the Chief Executive in consultation with the S151 Officer and Cabinet Member for Economic Regeneration, Tourism and Housing be authorised to:

- i) obtain prudential borrowing of £850,000 from the Economic Growth Fund to meet the funding shortfall required to construct five light industrial units at Lymington Road Coach Station; and
- ii) that an employment and skills plan be developed for the units in order to increase local opportunities for Torbay's residents.

Reason for the Decision

The proposal will result investment in a Council property enabling the Council to redevelop a site that currently contains a derelict building.

Implementation

This decision will come into force and may be implemented on 30 December 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The proposal seeks a £850,000 contribution from Torbay Council to supplement the circa £2m of funding that has already been secured from the Getting Building Fund. The project will create 11,367sqft of new modern business/light industrial units on the former Torquay Coach Station building on Lymington Road. These units once constructed will be let on the open market which, in turn will generate a rental stream which will be used to service the loan required to support the Councils contribution. As part of this proposal it is the intention to also provide a new public toilet and layout for coach arrivals.

Councillor Long proposed and Councillor Cowell seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

The proposed development will see the demolition of some existing derelict buildings which have historically been hard to let and are beyond their economic life. An alternative option to the proposal is to enhance the existing structure and then continue to try and find a potential tenant.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

18 December 2020

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

Record of Decisions

Leasehold disposal Pier Point Restaurant and Retail Unit, Torbay Road, Torquay

Decision Taker

Cabinet on 15 December 2020.

Decision

That the Director of Place, in consultation with the Interim Chief Executive, be authorised to enter into an Agreement for Lease to allow the existing tenants of the Pier Point Restaurant and retail unit to carry out works to extend the ground floor and to create a first floor to the existing premises and, upon completion of these works, to grant a 125 year lease to the existing tenants on terms previously agreed.

Reason for the Decision

The proposals will enable the current tenant to invest in the property that will result in the building being extended and improved in return for a long lease. The redevelopment, upon completion, will help secure new jobs and enhance Torquay seafront.

Implementation

This decision will come into force and may be implemented on 30 December 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

In July 2015, a Mayoral Decision was granted to allow the redevelopment of Pier Point Restaurant in isolation, which included a first floor extension. On practical completion of the development the Council would have granted a new 125 year lease. The decision was documented by way of an Agreement for Lease with Pier Point Ltd in January 2017.

At the beginning of 2020, Pier Point Torquay Ltd was sold and the new owner soon after also acquired the lease of Princess Gift Shop. The new owner, on obtaining control of the whole building approached Torbay Council seeking to re-negotiate the 2017 Agreement for Lease. The new owner is seeking to merge the Pier Point Restaurant lease with Princess Gift Shop lease that would therefore enable the redevelopment of the whole building. It is intended that upon practical completion of the proposed redevelopment of the whole building the Council would grant a new single 125 year lease.

Councillor Long proposed and Councillor Morey seconded a motion that was agreed by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the submitted report but were not discussed at the Cabinet meeting.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

18 December 2020

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

Record of Decisions

Performance and Risk Strategy and Framework

Decision Taker

Cabinet on 15 December 2020.

Decision

That implementation of the new Performance and Risk Management Strategy as set out in Appendix 1 to the submitted report be agreed and adopted.

Reason for the Decision

Torbay Council has a Community and Corporate Plan that is based on ensuring our local community thrives. To support the council in delivering this ambition as well as other key council priorities it will be essential that the council is able to monitor and improve its performance and management of risks. The adoption of a new performance and risk management strategy will enable this to take place.

Implementation

This decision will come into force and may be implemented on 30 December 2020 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

Through the Council's Council Re-Design Programme it had been identified that the council and its wholly owned companies (SWISCo and TDA) needed to review its approach to managing its performance and risks. Therefore, a new performance and risk strategy and framework for Torbay Council that relies on robust business planning and reporting across the organisation has been developed.

Performance management is essential to the success of Torbay Council and its ambitions as set out in the Community and Corporate Plan and its other key council priorities. Performance Management is a vital element of forward planning and continuous improvement. The strategy and framework also has the flexibility to enable the council to monitor performance on priorities that are not explicitly part of the Community and Corporate Plan via the collection and monitoring of performance indicators/performance standards.

Councillor Carter proposed and Councillor Stockman seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

In developing the performance and risk management strategy a range of strategies and frameworks were reviewed from other councils and public sector bodies.

The option to not design a new performance and risk strategy and framework was not considered and is not advised.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

18 December 2020

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

Minutes of the Cabinet

19 January 2021

-: Present :-

Councillor Steve Darling (Chairman)

Councillors Carter, Cowell, Law, Long, Morey and Stockman

(Also in attendance: Councillors Barnby, Brooks, Brown, Bye, Douglas-Dunbar, Foster, Hill, Barbara Lewis, Chris Lewis, Loxton, Manning, David Thomas and Jacqueline Thomas)

150. Communications

The Cabinet Member for Economic Regeneration, Tourism and Housing, Councillor Long announced that in the region of £13 million of Future High Streets funding had been awarded to Paignton enabling projects such as Station Square, Paignton Picture House and a flood prevention scheme to become a reality. However the funding award was less than requested therefore the Council would be working with the community in order to manage expectations of delivery.

The Cabinet Member for Corporate and Community Services, Councillor Carter, informed Cabinet Members that following a tender process last year, additional litter enforcement officers will shortly patrolling Torbay targeting those people that litter and fly-tip around the Bay.

The Cabinet Member for Children's Services, Councillor Law advised colleagues that following the national media coverage regarding poor quality food provision for vulnerable school children, officers had locally undertaken their own investigations and were pleased to confirm that quality of provision was not issue in Torbay, with many parents providing positive feedback.

Councillor Law also announced that the week commencing 25 January 2021 was also Practice Week. The week provides an opportunity for staff to raise awareness and highlight the work they do to keep Torbay's children and young people safe.

The Cabinet Member for Adult Services and Public Health, Councillor Stockman, welcomed Lincoln Sargeant, Director of Public Health to Torbay Council.

151. Matters for Consideration

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

152. Budget 2021/2022

153. Proposal for a 25 year lease to Eat That Frog for land at Parkfield

Consideration of this item was deferred.

154. Microsoft 365 Contract

155. MFD and Postal Services Contract

Chairman

Record of Decisions

Revenue and Capital Budget 2021/2022

Decision Taker

Cabinet on 19 January 2021.

Decision

The Cabinet recommends to Council the following:

Revenue Budget 2021/22

- i) That the proposals identified for efficiencies, service change and income generation in 2021/22 be approved.
- ii) That the net revenue expenditure of £115.472m resulting in a Council Tax requirement of £74.607m for 2021/22 (a 4.99% increase in Council Tax, of which 3% is for Adult Social Care) be approved.
- iii) That the Dedicated Schools Grant be used in accordance with the Schools Financial Regulations and that the Chief Finance Officer be authorised to make amendments as required when the final figures are confirmed and this delegation is included in the next revision of the Council's constitution.
- iv) That the proposed Fees and Charges for 2021/22 be approved.
- v) That, in accordance with the requirement of the Local Government Act 2003, the advice given by the Chief Finance Officer with respect to the robustness of the budget estimates and the adequacy of the Council's reserves (as set out in the report) be noted.
- vi) That it be noted, that the Brixham Town Council precept for 2021/22 will be included as part of the Torbay Council budget for Council Tax setting purposes.

Capital Plan 2020/21

- i) That the Capital Plan for 2021/22 as set out in Appendix 1 to the submitted report be approved.

Review of Reserves

- i) That, in support of the 2021/22 budget setting process, Council note the Council's reserves position.

Capital Strategy

- i) That the Capital Strategy 2021/22 be approved.

Reason for the Decision

The Council has a statutory obligation to set a budget each financial year and must take account of all factors when setting the budget.

The Cabinet's response to the recommendations of the Overview and Scrutiny Board were set out in the submitted report.

Implementation

The recommendations of the Cabinet will be considered at the adjourned meeting of Council to be held on 11 February 2021.

Information

The Cabinet considered a report that outlined the draft revenue and capital budgets and implications of the draft service change, income generations and savings proposals. The proposals had been subject to detailed public consultation and examination by the Overview and Scrutiny Board (through its Priorities and Resources Review Panel).

The Cabinet thanked the Overview and Scrutiny Board for their comprehensive review of the Cabinet's proposals for the Council's Revenue Budget for 2021/2022. The report had been compiled in light of the findings and conclusions reached by the Overview and Scrutiny Board. The Board had taken into account the views expressed by members of the public and stakeholder representatives.

The Cabinet also gave consideration to the reports on the Review of Reserves and draft Capital Strategy.

Councillor Cowell proposed and Councillor Steve Darling seconded a motion which was agreed by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

None.

Is this a Key Decision?

Yes

Does the call-in procedure apply?

No

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

None.

Published

22 January 2021.

Signed: _____
Leader of Torbay Council on behalf of the Cabinet

Date: _____

Record of Decisions

Microsoft 365 Contract

Decision Taker

Cabinet on 19 January 2021

Decision

That the Council agree with Microsoft an Enterprise Subscription covering all standard Microsoft Office 365 products, the annual revenue implication of this decision being £216,000.

Reason for the Decision

The benefits of Microsoft 365 over traditional “on-premise” applications are numerous. The migration has been planned for some years and a number of other councils, key partners and other public and private sector organisations have already adopted the technology. If the Council does not adopt such technology the Council risks being a block to effective partnership working by virtue of out-dated systems.

Implementation

This decision will come into force and may be implemented on 1 February 2021 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Council’s current version of Microsoft expires in 2023, if left until expiration a capital investment of around £500,000 would be required to licence an upgrade. By migrating to Microsoft 365 earlier this cost is significantly reduced and brings many benefits such as:

- Simple collaboration between council staff, partners, suppliers and customers.
- Reliable access from anywhere, enabling a flexible, mobile workforce to better serve Torbay’s residents and visitors.
- Improved IT Security & Information Governance compliance.

A number of other councils, our partners and other public and private organisations have already migrated to Microsoft 365, by utilising the same Microsoft packages the Council will be sharing the same collaboration tools as our strategic partners and advances the aims of the IT Strategy – to standardise, simplify and share.

At the meeting, Councillor Carter proposed and Councillor Cowell seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

No other options were considered.

Is this a Key Decision?

No – Reference Number: I078876

Does the call-in procedure apply?

Yes

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

None.

Published

22 January 2021

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

Record of Decisions

MFD and Postal Services Contract

Decision Taker

Cabinet on 19 January 2021

Decision

(i) That Whistl agree a 6 month extension of the expiring CCS Postal Goods & Services Contract (RM1063 expires 28/2/2021) to include:

- The current service levels subject to our requirements;
- The current pricing (subject to Royal Mail's normal price increases in January); and
- A clause with 90 days' notice for the Council to terminate.

At a cost of £110,000.

(ii) An extension to the MFD contract on the CCS framework until the printing services tender is completed. A clause with 90 days' notice for the Council to terminate will be included. At a cost of £40,000 for six months.

Reason for the Decision

A current tender for Printing Services includes MFD provision and postal services within various lots, future copier and postal volumes could be affected by the tender outcome which would change the volumes and requirements of the current MFD and postal contract, the extension will allow us to make the most financially beneficial decision for the Council.

Implementation

This decision will come into force and may be implemented on 1 February 2021 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny)

Information

Torbay Council is undergoing a re-design of services and part of that will include a re-design of printing and postal services. A decision is expected in due course which will determine how these services go forward, therefore the Council is unable to commit currently to a longer contract period or have one in place to run concurrently with the expiration of the current contracts. In the interim an extension to the current MFD and postal services contracts is sought.

At the meeting, Councillor Carter proposed and Councillor Morey seconded a motion, that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

No other options were considered.

Is this a Key Decision?

No – Reference Number: I078875

Does the call-in procedure apply?

Yes

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

None.

Published

22 January 2021

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

Minutes of the Cabinet

18 February 2021

-: Present :-

Councillor Steve Darling (Chairman)

Councillors Carter, Cowell, Law, Long, Morey and Stockman

(Also in attendance: Councillors Barnby, Brooks, Brown, Bye, Foster, Hill, Kennedy, Barbara Lewis, Chris Lewis, Loxton, Manning, Mills, David Thomas, Jacqueline Thomas and Barrand)

156. Communications

The Leader of the Council, Councillor Steve Darling, advised that this was Caroline Dimond's (Director of Public Health) last Cabinet meeting before her retirement. Councillor Steve Darling and the Cabinet Member for Adult Services and Public Health, Councillor Stockman, paid tribute and thanks to Caroline Dimond for her dedication to the Council and the community through her work and wished her long and happy retirement.

The Cabinet Member for Children's Services, Councillor Law, highlighted the work the Early Years Advisory Team had been undertaking with the Warberries Care Home in Torquay to enable childminders and early years children to befriend older residents as part of an intergenerational co-located programme. The project had managed to continue using a virtual model during the Covid-19 pandemic. Councillor Law advised that the work had won the 'Inclusive Practice' award at the annual Nursery World awards and congratulated all those involved.

The Cabinet Member for Corporate and Community Services, Councillor Carter, highlighted the consultation currently being undertaken on proposals to extend the Public Space Protection Orders for dog fouling and continuing the orders for restricting drinking alcohol in the streets of town centres. Councillor Carter encouraged people to respond to the consultation which could be found on the Council's website at [Public Space Protection Orders - Torbay Council](#)

The Cabinet Member for Economic Regeneration, Tourism and Housing, Councillor Long, advised that the new Strategic Housing Board was due to hold its first meeting on 1 March 2021. The Board would provide a strategic partnership approach to housing, including housing associations and Alistair Allender would be the Board's independent Chairman. Councillor Long also highlighted that he was

due to meet Royal Mail to discuss their concerns in respect of proposals for Crossways.

Councillor Stockman outlined some of the projects and activities to be funded from the Adult Social Care precept for 2021. She advised £693,000 had been allocated and invested across a variety of projects, such as community sector investment, voluntary sector helpline, mental health and sport, details of which would be shared at a later date.

Councillor Steve Darling was pleased to announce the launch of the Community Fund of £1,500 per ward councillor for councillors to work with Community Partnerships to identify and support grass roots projects in their wards for this financial year.

157. Revenue Budget 2021/2022

This item was not required as the Council approved the Revenue Budget at its adjourned meeting held on 11 February 2021.

158. Matters for Consideration

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

159. Budget Monitoring 2020/21 - Quarter Three

The Cabinet noted the contents of the revised submitted report which provided a high level budget summary of the Council's revenue and capital income and expenditure for 2020/21. Full discussion on the report had taken place at the Overview and Scrutiny Board on 17 February 2021.

160. Community Engagement and Empowerment Strategy

161. Resource Management and Waste Strategy

162. Local Plan Housing Need

163. Torbay Council Annual Pay Policy Statement including Gender Pay Gap Report and Review of Pensions Discretions

164. Director of Public Health Annual Report 2020

The Cabinet noted and endorsed the submitted annual report of the Director of Public Health, which outlined the work undertaken by the Public Health Team during 2020. This year's report focussed on the response to Covid-19 in Torbay and the recommendations contained in the report were due to be considered by the Health and Wellbeing Board.

Chairman

Record of Decisions

Community Engagement and Empowerment Strategy

Decision Taker

Cabinet on 18 February 2021

Decision

That Cabinet recommends to Council:

- (i) that the Policy Framework be amended to replace the Communication, Engagement and Consultation Strategy with the Community Engagement and Empowerment Strategy;
- (ii) that the Community Engagement and Empowerment Strategy set out at Appendix 3 to the submitted report be approved; and
- (iii) that Head of Policy, Performance and Community Engagement, working as part of the 'Our Communities' project team, takes responsibility for implementing the plans required to deliver this Strategy.

Reason for the Decision

To update the current Community Engagement and Empowerment Strategy which is out of date and to meet the commitment made at the first Community Conference.

Implementation

The recommendations of the Cabinet will be considered at the Council meeting on 25 February 2021.

Information

The Community Engagement and Empowerment Strategy had been developed following feedback from the first Community Conference and to deliver the Council's determination to engage with communities more effectively. The Strategy set out the plan to address some of the key themes emerging from the Conference and clear statements about the Council's offers, commitments and actions, working with the community to build more positive and trusted relationships. It also outlined how the Council intended to meet its mission to be a Council that works in partnership with its residents, communities and partnerships based around six key elements.

The consultation taken on the draft strategy did not require any changes to the draft strategy, but provided a wealth of feedback to inform the implementation plan for the strategy.

Councillor Carter proposed and Councillor Cowell seconded a motion which was agreed unanimously by the Cabinet at set out above.

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the submitted report.

Is this a Key Decision?

Yes – Reference Number: I074345

Does the call-in procedure apply?

No

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

None

Published

22 February 2021

Signed: _____ Date: 22 February 2021
Leader of Torbay Council on behalf of the Cabinet

Record of Decisions

Resource Management and Waste Strategy

Decision Taker

Cabinet on 18 February 2021

Decision

- (i) that Cabinet recommends to Council that the Resource Management and Waste Strategy be approved; and
- (ii) Cabinet Decision:
 - (a) that the proposed trial of a three weekly collection be paused, whilst efforts are intensified in respect of educating, engaging and communicating with residents regarding recycling is undertaken, along with implementation of other aspects of the Resource Management and Waste Strategy in order to increase recycling rates; and
 - (b) that the covering report be updated in respect of the above prior to its submission to Council.

Reason for the Decision

To ensure the Council has a fit for purpose and up to date strategy for the management of resources and waste to reduce the amount of waste we generate and encourage greater reuse or recycling of materials.

The Cabinet's decision to pause the trial of the three weekly collection will enable intensified efforts of supporting, communicating and engaging with residents alongside other aspects of the strategy, in order to increase recycling rates.

Implementation

The recommendation of the Cabinet in (i) will be considered at the Council meeting on 25 February 2021 and the decision of the Cabinet in (ii) will come into force and may be implemented on 2 March 2021 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Resource and Waste Management Strategy set out the Council's strategy for managing waste and resources to help meet the priorities set out in the Community and Corporate Plan and to enable positive action to be taken to address concerns in respect of climate change. The Strategy had been subject to formal consultation and consideration by the Overview and Scrutiny Board with the final Strategy being revised to taken into account some of the respondent's concerns.

The Cabinet, having considered the Officer's professional recommendation in respect of the benefits of a three weekly bin collection, determined that before any further consideration was

given to the trial of the same, there needed to be intensified efforts of supporting, communicating and engaging with residents alongside other aspects of the strategy, in order to increase recycling rates. As such, the Cabinet's decision above formally pauses the proposed trial of the three weekly bin collection.

Councillor Morey proposed and Councillor Steve Darling seconded a motion which was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

None

Is this a Key Decision?

Yes – Reference Number: I074476

Does the call-in procedure apply?

Yes

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

None

Published

22 February 2021

Signed: _____
Leader of Torbay Council on behalf of the Cabinet

Date: 22 February 2021

Record of Decisions

Local Plan Housing Need

Decision Taker

Cabinet on 18 February 2021

Decision

- (i) that the Cabinet recognises, that the standard methodology is the Government's expected approach to calculate housing need;
- (ii) that a call for evidence for any appropriate alternative methods of calculating housing need in Torbay be run in parallel to assessment work and consultation on housing land capacity; and
- (iii) that a Local Development Scheme be updated and published by the Assistant Director of Planning, Housing and Climate Emergency (in consultation with the Cabinet Member for Infrastructure, Environment and Culture), to reflect the anticipated programme for updating the Local Plan following this decision.

Reason for the Decision

To agree a way forward for setting the Local Housing Need for Torbay.

Implementation

This decision will come into force and may be implemented on 2 March 2021 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The submitted report provided an update in respect of the Government Policy to significantly boost national housing supply and the need for the Council to decide on the level of Local Housing Need that should be planned for in the updated Torbay Local Plan. The report also set out the available options to progress this. It was noted that the Local Plan required this figure as a basis to work from and that need was not the same as capacity.

Councillor Morey proposed and Councillor Long seconded a motion which was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None

Published

22 February 2021

Signed: _____
Leader of Torbay Council on behalf of the Cabinet

Date: 22 February 2021

Record of Decisions

Torbay Council Annual Pay Policy Statement including Gender Pay

Decision Taker

Cabinet on 18 February 2021

Decision

That Council be recommended to approve:

- (i) the Torbay Council Annual Pay Policy Statement 2021/22 as set out in revised Appendix 1 to the submitted report be approved for publication;
- (ii) the Torbay Council Gender Pay Gap Report, contained within the Annual Pay Policy Statement 2021/22 in Appendix 1 to the submitted report be approved for publication; and
- (iii) the Employers Pensions Discretions set out in Appendix 2 to the submitted report be approved for publication.

Reason for the Decision

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

Implementation

The recommendations of the Cabinet will be considered at the Council meeting on 25 February 2021.

Information

The submitted report set out the Council's Annual Pay Policy Statement, as required under Section 38 (1) of the Localism Act 2011. It was noted that the pay policy statement drew together the Council's overarching policies on pay and conditions and would be published on the Council's Website. The report also set out the annual review of pensions discretions as required by the Local Government Pension Scheme Regulations. In addition, the report set out details of the Council's gender pay gap data as required by the Equality Act 2010 (Specific Duties and Public Authorities) Regulations 2017.

At the Cabinet meeting on 18 February 2021, the Interim Chief Executive advised that the Annual Pay Policy Statement 2021-22 made reference to the Public Sector Exit Payment Regulations which came into force on 4 November 2020. Since the report was published, the Government's Treasury Department had issued a direction on 12 February 2021 to dis-apply, with immediate effect, Public Sector Exit Payment Regulations and it was noted the report to Council would be revised to reflect this.

Councillor Carter proposed and Councillor Cowell seconded a motion which was agreed unanimously by the Cabinet at set out above.

Alternative Options considered and rejected at the time of the decision

None

Is this a Key Decision?

Yes – Reference Number: I078885

Does the call-in procedure apply?

No

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

None

Published

22 February 2021

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

Minutes of the Cabinet

1 March 2021

-: Present :-

Councillor Steve Darling (Chairman)

Councillors Carter, Cowell, Law, Long, Morey and Stockman

(Also in attendance: Councillors Barnby, Brooks, Mandy Darling, Douglas-Dunbar, Foster, Kennedy, Barbara Lewis, Chris Lewis, Loxton, Manning and Jacqueline Thomas)

165. Easter Food Poverty and Holiday Activities and Food Programme

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

Leader of the Council

Record of Decisions

Easter Food Poverty and Holiday Activities and Food Programme

Decision Taker

Cabinet on 01 March 2021

Decision

That the following proposals for Easter Holidays 2021 be approved:

- (a) that Torbay Council funds and issues food vouchers to the wider cohort of children identified as being in food poverty for the Easter holidays. Estimated cost £210,000 to be funded from COVID grants. This cohort includes all children who may be in food poverty – over 7000 children;
- (b) that the Holiday Activities and Food (HAF) programme works in partnership with Voluntary, Community and Social Enterprise (VCSE) partners to issue food parcels, activity packs over Easter;
- (c) that the Council recognises that there will also be need to address half term and summer holiday food poverty and resolved that Torbay Council and partners work on a solution for half term and summer holidays to complement the Holiday Activities and Food Programme; and
- (d) that proposals for a Strategic Food Partnership and Food Action Plan for Torbay be brought to Cabinet as a matter of priority. Those proposals would be that Torbay Council develops a strategic food partnership for Torbay, which would take a collaborative approach to create a more resilient local food system, which was good for people and planet and addresses the following issues;
 - I. tackling food poverty, diet-related ill-health and access to affordable healthy food – prioritising the immediate issue of school holidays.
 - II. supporting the creation of a vibrant, prosperous and diverse sustainable food economy.
 - III. tackling the climate and nature emergency through an end to food waste locally;
 - IV. building public awareness, active food citizenship and a local good food movement.

Reason for the Decision

The proposals in the submitted report will help Torbay Council to address the immediate risk of food poverty for children and the issues faced by families in food poverty over Easter holidays 2021.

Implementation

This will come into force immediately as the decision maker has decided that any delay likely to be caused by the call-in process would prejudice the public's interest. The Overview and Scrutiny Co-ordinator was consulted on 24 February 2021.

Information

The government announced the significant expansion of its Holiday Activities and Food (HAF) programme. This is an extension of an existing programme which was established in 2018, but not all Local Authorities have participated – Torbay has not been part of the programme thus far. The programme provided healthy food and enriching activities during the summer holidays to children who receive benefits-related free school meals. The expanded programme, which comprises a £220 million allocation delivered through grants to local authorities, will be expanded to reach all local authority areas over the Easter, Summer and Christmas holidays in 2021. It is intended to address the issue of hunger for children during these school holidays. Torbay has been allocated £560,110 of this grant funding to deliver the programme to eligible children in the Bay.

The grant cannot be used to provide food vouchers and must be used to deliver a holiday activity provision with a food element (equivalent of one meal), as well as support to families as outlined earlier. The holiday club places will be available for the equivalent of at least 4 hours a day, 4 days a week. This provision covers four weeks in the summer, plus a week's worth of provision in each of the Easter and Christmas holidays.

This means that for the Easter fortnight, two days per week provision is allowed for. The free holiday club places must only be targeted at children who are eligible for and receiving benefits-related free school meals

Alternative Options considered and rejected at the time of the decision

None

Is this a Key Decision?

No

Does the call-in procedure apply?

No

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

None

Published

3 March 2021

Signed: _____
Leader of Torbay Council on behalf of the Cabinet

Date: _____

Minutes of the Cabinet

23 March 2021

-: Present :-

Councillor Steve Darling (Chairman)

Councillors Carter, Cowell, Law, Long, Morey and Stockman

(Also in attendance: Councillors Amil, Atiya-Alla, Barnby, Barrant, Brooks, Bye, Mandy Darling, Douglas-Dunbar, Foster, Hill, Kennedy, Barbara Lewis, Chris Lewis, Loxton, Manning, Mills, David Thomas and Jacqueline Thomas)

166. Matters for Consideration

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

167. Changing Places Policy

168. Our Promise to You - The Torbay Pledge to cared for and care experienced children/young people 2021-2022

169. Interim Climate Change Emergency Task and Finish Report

170. Carbon Neutral Torbay Approach 2021-2022 and Initial Action Plan

171. Pavilion Update

172. TorVista Homes Business Plan

173. Leasehold Re-gear, Waterside Caravan Park, Three Beaches, Dartmouth Road, Paignton

174. Redevelopment of 12-14 Strand (former Debenhams building)

175. Community Safety

In light of the issues arising from the murder of Sarah Everard, the Cabinet wanted to take the opportunity to review community safety within Torbay. The Cabinet noted the report that was circulated prior to the meeting and requested that a further report be presented to Cabinet post the Community Safety Partnership meeting on 29 April, with a clear action plan as to how the Council and the Community Safety Partnership will be progressing matters.

176. Exclusion of Press and Public

Councillor Steve Darling proposed and Councillor Cowell seconded the motion, which was agreed by the Cabinet unanimously, as set out below:

that the press and public be excluded from the meeting prior to consideration of items 16 and 17 on the agenda on the grounds that exempt information (as defined in paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended)) was likely to be disclosed.

Prior to consideration of the items in Minutes 177 and 178, the press and public were formally excluded from the meeting.

177. Torbay Coast & Countryside Trust Funding Request

178. Variation of Terms of Investment Loan

Chairman

Record of Decisions

Changing Places Policy

Decision Taker

Cabinet on 23 March 2021.

Decision

- (i) that Torbay Council leads on a partnership which develops a Changing Places Policy, which incorporates:
- A commitment from Torbay Council to supporting the provision of Changing Places toilets in Torbay.
 - An electronic map and guide as to where they can be found in Torbay.
 - An aspirational blueprint and statement on where they would ideally be situated to gain full coverage.
 - Planning guidance on requirements for new buildings and guidance on what constitutes a Changing Place Toilet.
 - A shared commitment from public, private and voluntary sector partners to do everything they can to promote, create and maintain changing places toilets.
 - A commitment to encourage the use of mobile Changing Places Toilets at major public events – these are available to lease.
- (ii) that the concept of the Changing Places Toilet is supported by Cabinet in principle and the development and implementation of the policy be delegated to the Assistant Director of Adult Services in consultation with the Assistant Director of Planning, Housing and Climate Emergency; and
- (iii) that Torbay Council, with partners, submits a bid to the newly announced Changing Places Fund to provide an additional changing places toilet in Torbay.

Reason for the Decision

It is important that people with profound, complex and multiple disabilities and impairments are able to safely, comfortably and hygienically spend time away from their home. Changing Places Toilets support this by providing sanitary facilities, with extra space and equipment that can be used by people who require the assistance of one or two carers/companions.

Implementation

This decision will come into force and may be implemented on 7 April 2021 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

Nationally, over a quarter of million people need access to Changing Places Toilets to enable them to get out and about and enjoy the day-to-day activities many of us take for granted. It was proposed that the Council leads on a partnership which develops and implements a Changing Places Toilets Policy in Torbay, thereby delivering improved accessible changing facilities for people who need a lot of assistance. The proposals would, in particular, support severely disabled people who were looking to holiday in the bay, and those residents who need

these facilities.

At the meeting, Stephen Marks, on behalf of Mencap Torbay Society gave a presentation. Subsequently, Councillor Stockman proposed and Councillor Law seconded a motion which was agreed unanimously by the Cabinet as set out above.

Alternative Options considered and rejected at the time of the decision

No other options have been considered, other than to not adopt this policy.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

26 March 2021

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

Record of Decisions

Our Promise to You - The Torbay Pledge to cared for and care experienced children/young people 2021-2022

Decision Taker

Cabinet on 23 March 2021.

Decision

- (i) that the 'Our Promise to You – The Torbay Pledge to cared for and care experienced children/young people 2021-2022' be adopted; and
- (ii) that the whole Council commit to working with our cared for and care experienced young people to implement the Pledge, and that the Cabinet Member for Children's Services will provide regular updates to the Children and Young People's Overview and Scrutiny Board on its implementation.

Reason for the Decision

The Council as Corporate Parents has a duty and responsibility to secure the best and most appropriate outcomes for looked after children.

Implementation

This decision will come into force and may be implemented on 7 April 2021 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny)

Information

On 1 March 2021 the Children and Young People's Overview and Scrutiny Board considered the 'Our Promise to You – The Torbay Pledge to cared for and care experienced children/young people 2021-2022' and subsequently made recommendations to the Cabinet.

The adoption of 'Our Promise to You – The Torbay Pledge to cared for and care experienced children/young people 2021-2022' provides a commitment to our cared for and care experienced children/young people to listen and work with them to provide and secure the best outcomes for our looked after children.

At the meeting, the Cabinet received a presentation from Charlie and James both of whom were care experienced young people and Jenny Hunt from Torbay Youth Trust. Subsequently, Councillor Law proposed and Councillor Stockman seconded a motion that was agreed unanimously as set out above.

Alternative Options considered and rejected at the time of the decision

There were no alternative options considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

26 March 2021

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

Record of Decisions

Interim Climate Change Emergency Task and Finish Report

Decision Taker

Cabinet on 23 March 2021.

Decision

That the Cabinet's response to the Interim Climate Change Emergency Task and Finish Report produced by the Overview and Scrutiny Board be approved, as published.

Reason for the Decision

The Cabinet was required to respond to the findings of the review undertaken by the Overview and Scrutiny Board.

Implementation

This decision will come into force and may be implemented on 7 April 2021 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Cabinet received the report of the Overview and Scrutiny Board on the review undertaken by the Climate Change Emergency Task and Finish Group. In accordance with section D7 of Standing Orders – Overview and Scrutiny as set out in the Constitution, the Cabinet was required to respond to the recommendations of the Overview and Scrutiny Board within two months.

Subsequently the Cabinet prepared an action plan which was proposed by Councillor Morey and seconded by Councillor Law and agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

No alternative options were considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

26 March 2021

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

Record of Decisions

Carbon Neutral Torbay Approach 2021-2022 and Initial Action Plan

Decision Taker

Cabinet on 23 March 2021.

Decision

- (i) that the Initial Carbon Neutral Action Plan, as set out at Appendix 1 to the submitted report, be approved; and
- (ii) that the proposed carbon neutral approach for 2021-22 (as set out at Appendix 2 to the submitted report) including the development of the Carbon Neutral Council Action Plan and Carbon Neutral Torbay Action Plan, be approved.

Reason for the Decision

The proposals will help the Council, and wider Torbay area, to accelerate actions towards meeting the Community and Corporate Plan's carbon neutral priorities. There are many benefits to tackling climate change. Carrying out immediate actions and developing long term action plans will ensure the Council and community can work together to help create a climate resilient, carbon neutral Torbay.

Implementation

This decision will come into force and may be implemented on 7 April 2021 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

Torbay Council declared a Climate Emergency in June 2019. A range of actions are already being taken but there is now an immediate need to accelerate actions to work towards tackling the Climate Emergency and Torbay becoming carbon neutral.

Approval was sought for an Initial Action Plan which would deliver immediate actions to tackle the Climate Emergency whilst also allowing some time to refresh Torbay's Energy and Climate Change Strategy (2014-2019) and co-design and develop, with partners, new longer term action plans to work towards a carbon neutral council and carbon neutral Torbay (community).

Councillor Morey proposed and Councillor Law seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

The following options were set out in the submitted report:

- (i) not approve the proposed approach and adopt an ad-hoc, not fully coordinated approach to tackling the Climate Emergency and meeting the Community and Corporate Plan's carbon neutral ambitions; or

- (ii) approve the approach, enabling the development of a longer term coordinated approach, up to 2030, which will be capable of making significant progress towards tackling the Climate Emergency and meeting the Community and Corporate Plan's carbon neutral ambitions.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

26 March 2021

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

Record of Decisions

Pavilion Update

Decision Taker

Cabinet on 23 March 2021.

Decision

That the Chief Executive of Torbay Council in consultation with the Portfolio holders for Finance and Economic Regeneration be authorised to:

- i) agree and finalise the details exchange of letters protocol got the Pavilion as set out in the Council's response; and
- ii) agree that £75,000 from Economic Development Budget be allocated to match fund the joint appointment of a specialist consultants who will survey the Pavilion and provide a programme of works required with indicative costs.

Reason for the Decision

The proposals would ensure the restoration of the Pavilion was undertaken as quickly as possible and to provide additional certainty, and commitment from both parties. The restoration would include the repair of the inherent defects of this strategically important building and a programme of refurbishment that would ultimately see the building bought back into use.

Implementation

This decision will come into force and may be implemented on 7 April 2021 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Pavilion, Torquay has been empty and unused for many years. The property was leased to Marina Developments Ltd (MDL) on a 99 year lease from 1985. The marina and adjoining car park wa also leased to MDL on a separate 99 year lease agreement from 1987. The Council has been working with its tenant over many years to find a solution which would see the restoration of the Pavilion and ultimately bring it back into use.

As such authorisation was being sought, for Torbay Council to enter into an exchange of letters protocol with Marina Developments Ltd and YG Developments Ltd, which sets out the mutually agreed way forward in respect of the Pavilion. The proposed letters record the process and actions required by both parties prior to commencing the full restoration of the Pavilion building.

Councillor Long proposed and Councillor Cowell seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

26 March 2021

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

Record of Decisions

TorVista Homes Business Plan

Decision Taker

Cabinet on 23 March 2021.

Decision

That Cabinet approve the TorVista Homes Business Plan as set out in the exempt Appendix A to this report, subject to a further updated business plan being presented to Cabinet on 20 April 2021 to enable a review of independent specialist advice to be undertaken.

Reason for the Decision

The proposals set out an ambitious plan to significantly increase the number of affordable homes in Torbay, providing a range of accommodation types to assist all client groups. The nomination rights Torbay Council would have to these properties would allow it greater flexibility to act strategically and meet the needs of those clients with complex and multiple needs.

Implementation

This decision will come into force and may be implemented on 7 April 2021 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

Torbay Council asked TDA to set up a Housing Company as a way to increase the supply of affordable housing within Torbay and to ensure that the Council's strategic housing needs were being met. As part of the company set up it was important to have a Business Plan which sets out the values of the company, its objectives and what it wants to achieve over the plan period. The TorVista Homes Business Plan does this and it also considers all of the financial aspects of the company so that it can be seen that there were sufficient funds for the company to operate.

At the meeting, Councillor Long proposed and Councillor Cowell seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

TorVista Homes could have put forward an alternative plan demonstrating activity either more or less ambitious than the one being considered. However it was felt that this plan incorporates all the objectives of the Council whilst still providing room for ambitious delivery.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

26 March 2021

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

Record of Decisions

Leasehold Re-gear, Waterside Caravan Park, Three Beaches, Dartmouth Road, Paignton

Decision Taker

Cabinet on 23 March 2021.

Decision

That subject to further due diligence on the covenant strength of the tenant, the Chief Executive in consultation with the Portfolio Holder for Economic Regeneration, Tourism and Housing be authorised to:

- i) agree the terms and enter into a new reversionary lease of 100 years for the Waterside Caravan Park;
- ii) that Cabinet note that the terms of the lease require the Council to make a reverse premium to the tenant of up to £2.5m at the start of the lease term with the tenant making an increased value of rent payments over the duration of the revised lease term. This reverse premium will be used by the tenant for the enhancement of facilities at Waterside Caravan Park. These improvements will include the upgrade and conversion of the existing clubhouse to house an indoor pool and conversion of the existing outdoor pool to 6 new lodges and will be specified within the lease; and
- iii) That the Chief Executive in consultation with the Section 151 Officer be authorised to agree and finalise the detailed lease structure and terms based on accountancy and legal advice.

Reason for the Decision

The proposals result in an investment in an asset that would see improved facilities and the implementation of a longer, institutional lease which in time would provide an increased revenue stream from the asset. The asset on completion of the redevelopment would help sustain existing jobs and potentially secure new jobs, enhancing the site as a visitor attraction.

Implementation

This decision will come into force and may be implemented on 7 April 2021 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

Waterside Caravan Park was occupied by Park Holidays UK Ltd. under a 99 year lease from Torbay Council dated 1st July 2002, which had an unexpired term of circa 80 years. The passing rent was £147,700 p.a. and the rent was reviewed 5 yearly to Retail Price Index (RPI), the next rent review was in 2021.

Park Holidays UK Ltd. recognise that the facilities within the caravan park had become dated, with visitors seeking modern leisure facilities. The tenant was seeking a capital contribution by way of a reverse premium of circa £2,410,000 from Torbay Council to unlock redevelopment of part of the site which would be repaid in full by way of "additional rent" of £120,000 p.a., with

the additional rent index linked after year 10. The additional rent would be received for the duration of the lease and beyond the term of the loan.

Councillor Long proposed and Councillor Cowell seconded a motion which was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

The Council's Corporate Asset Management Plan 2015 to 2019 (2018/19 Revision) makes reference to the Council 'always seeking to maximise the full market receipt for their assets whether by way of freehold disposal or leasehold interest'. The disposal of this asset by way of the long leasehold would meet that requirement and would facilitate rental growth and improved investment yield.

As an alternative option to a capital contribution and lease re-gear the tenant Park Holidays UK Ltd. would continue under the existing lease terms. The dated facilities would not receive investment and the associated benefits would not be realised. In this scenario Park Holidays UK Ltd. may ultimately look to dispose of its interest in the business which may have a negative impact on the investment value of the asset.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

26 March 2021

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

Record of Decisions

Redevelopment of 12-14 Strand (former Debenhams building).

Decision Taker

Cabinet on 23 March 2021.

Decision

- (i) that the approach to redeveloping the Strand by focussing on 12-14 Strand and in line with the previous decision to fund the works required to obtain a planning permission from the Fleet Walk surplus be approved. Funding to be from a reserve created from the Fleet Walk surplus from 2019/20 earmarked for regeneration; and
- (ii) that the Cabinet will ensure that there was continuing engagement between the community and the project team with a view to exploring options to retain the canopy of 12-14 The Strand.

Reason for the Decision

The replacement of the existing soon to be empty building at the Strand with a mixed use development would benefit economic and housing growth. Employment opportunities would be provided through the provision of new food retail and commercial floor space at ground floor level once the development is completed. Employment opportunities would also exist through the delivery of the design and construction. Such development would rejuvenate this part of Torquay and compliment the Town Deal projects.

Implementation

This decision will come into force and may be implemented on 7 April 2021 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

In April 2020 the Council acquired the Debenhams buildings at 10-10A and 12-14 Strand, Torquay (consisting of two separate buildings). Originally, the current tenant (Debenhams) had security of tenure until January 2022 although recent events had meant that Debenhams would be vacating all of their stores in advance of that date. This would leave the Council with an empty property in a strategically important location whilst still being responsible for all associated holding costs.

Approval was therefore sought to refine the focus of any redevelopment plan and seek planning permission for a mixed used development of the land owned by the Council.

Councillor Long proposed and Councillor seconded a motion which was agreed unanimously by the Council, as set out above.

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

26 March 2021

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

Record of Decisions

Torbay Coast and Countryside Trust Funding Request

Decision Taker

Cabinet on 23 March 2021.

Decision

That the Torbay Coast and Countryside Trust Funding Request, as set out in the Exempt Cabinet Minute 177, be approved.

Reason for the Decision

To enable the Council to provide financial support to a local organisation to assist with economic regeneration within Torbay.

Implementation

This decision will come into force and may be implemented on 7 April 2021 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Cabinet considered the submitted exempt report on the proposed financial assistance to a local organisation in line with the Council's approved Economic Growth Fund Criteria. The financial assistance would support economic regeneration within Torbay.

Councillor Morey proposed and Councillor Long seconded a motion which was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

The following alternative options were set out in the submitted report:

- Not to provide the financial support as requested.
- To provide financial support in a form that is acceptable to the organisation but does expose the Council to a greater level of financial risk.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

26 March 2021

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

Record of Decisions

Variation of terms of Investment Loan

Decision Taker

Cabinet on 23 March 2021.

Decision

That the variation of terms of Investment Loan, as set out in the Exempt Cabinet Minute 178, be approved.

Reason for the Decision

The reason for the decision is to provide support from Council to the growth and development plans of a local organisation that the Council has financially invested in.

Implementation

This decision will come into force and may be implemented on 7 April 2021 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Cabinet considered the submitted exempt report on the proposed variation of terms of an investment Loan. The loan was approved by the Investment and Regeneration Committee on 24 July 2018, by granting the request to vary the terms of the Investment Loan the Council would be supporting a local organisation by supporting the expansion of the company, which will create up to 80 further high-quality jobs, and considerable private sector capital investment, in Torbay, with the consequent benefits to the local economy.

At the meeting, Councillor Long proposed and Councillor Cowell seconded a motion which was agreed unanimously, as set out above.

Alternative Options considered and rejected at the time of the decision

There are no alternative options, the decision is to either vary the terms of the loan or not.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

26 March 2021

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

Meeting: Cabinet

Date: 20 April 2021

Wards Affected: All

Report Title: Torbay Local Transport Action Plan and the Torbay Local Cycling and Walking Infrastructure Plan (LCWIP)

When does the decision need to be implemented? Immediately

Cabinet Member Contact Details: Councillor Mike Morey, Cabinet Member for Infrastructure, Environment and Culture, mike.morey@torbay.gov.uk

Director/Assistant Director Contact Details: David Edmondson, Assistant Director – Planning, Housing and Climate Emergency, david.edmondson@torbay.gov.uk

1. Purpose of Report

- 1.1 The purpose of this report is to seek the approval and implementation of the Local Transport Action Plan (LTAP) and the Local Cycling and Walking Infrastructure Plan (LCWIP)
- 1.2 Additionally, as part of the adoption of the LTAP this report recommends beginning the process of forming an Enhanced Partnership with bus operators to deliver bus improvements across Torbay.

2. Reason for Proposal and its benefits

We want Torbay and its residents to thrive.

We want Torbay to be a place where we have turned the tide on poverty and tackled inequalities; where our children and older people will have high aspirations and where there are quality jobs, good pay and affordable housing for our residents.

We want Torbay to be the premier resort in the UK, with a vibrant arts and cultural offer for our residents and visitors to enjoy; where our built and natural environment is celebrated and where we play our part in addressing the climate change emergency.

- 2.1 Transport planning, shaping how people can move and travel around Torbay, has multiple impacts on the society, economy and the environment. The proposals in this report, the adoption of two key documents, help us to deliver the Council's ambition by supporting the vision of Torbay being a place which supports thriving people, a thriving economy, tackling climate change and being a Council fit for the future.

- 2.2 The reasons for the decision are to ensure that the delivery plans are up-to-date (the current Local Transport Implementation Plan has expired) and that both the LTAP and the LCWIP can together form an effective mechanism to deliver the ambitions of the Council and the community.
- 2.3 Following earlier Cabinet approval, a consultation was undertaken on draft versions of both the LTAP and the LCWIP. The results from the consultation can be found in a separate consultation and engagement report.
- 2.4 The outcome from the consultation has led to some changes to the draft documents in order to reflect community views. A wealth of feedback was gained during the consultation process and, as well as to inform the final versions of the documents, the information will inform the implementation of both sets of plans.
- 2.5 Further updates to the LTAP also reflect the latest Government strategy for buses.
-

3. Recommendation(s) / Proposed Decision

- (i) That the Torbay Local Transport Action Plan 2021-2026 (set out in Appendix 1) be approved with authority delegated to the Assistant Director of Planning, Housing and Climate Emergency to undertake any minor amendments to the document, before publishing on the Council's website.
- (ii) That the Torbay Local Cycling and Walking Infrastructure Plan (set out in Appendix 2) be approved with authority delegated to the Assistant Director of Planning, Housing and Climate Emergency to undertake any minor amendments to the document, before publishing on the Council's website.
- (iii) That the Cabinet supports a partnership approach with local bus operators and asks the Assistant Director of Planning, Housing and Climate Emergency in consultation with the Cabinet Member for Infrastructure, Environment and Culture, to begin the process of an Enhanced Partnership as set out under the Bus Services Act 2017, initially with informal discussions to be held with operators with further reports presented to cabinet throughout the process.

Appendices

Appendix 1: Torbay Local Transport Action Plan 2021-2026 (post-consultation version)

Appendix 2: Torbay Local Cycling and Walking Infrastructure Plan (post-consultation version)

Appendix 3: Consultation report regarding the transport plans consultation carried out between 3 February and 14 March 2021

Appendix 4: Change log for the post consultation versions of the Torbay Local Transport Action Plan 2021-2026 and the Torbay Local Cycling and Walking Infrastructure Plan

Background Documents

Devon and Torbay Local Transport Plan 3 (2011-2026)

<https://www.torbay.gov.uk/council/policies/transport/local-transport-plan>

Edginswell Station Funding Decision

<https://www.torbay.gov.uk/DemocraticServices/ieDecisionDetails.aspx?ID=3924>

Government's Cycling and Walking Investment Strategy

<https://www.gov.uk/government/publications/cycling-and-walking-investment-strategy>

Government's Cycling and Walking Plan for England, Gear Change

<https://www.gov.uk/government/publications/cycling-and-walking-plan-for-england>

Government's National Bus Strategy for England, Bus Back Better

<https://www.gov.uk/government/publications/bus-back-better>

Supporting Information

1. Introduction

- 1.1 The Council has a duty to produce a document (commonly referred to as an implementation or action plan) detailing how its Local Transport Plan (strategy) will be delivered. The Local Transport Plan was adopted by full Council in 2011 and is a 15 year plan (until 2026) prepared jointly with Devon, in recognition of the wider impacts of transport, cross boundary movements, and wider strategic connectivity matters.
- 1.2 The current document (the Torbay Local Transport Implementation Plan 2016-2021) is out of date and is due to be replaced. It is proposed that this new plan constitutes the proposed Torbay Local Transport Action Plan 2021-2026. The new plan seeks to reflect the current Community and Corporate, whilst also reflecting upon the context of the existing strategy.
- 1.3 The purpose of the Action Plan is to set out the planned investments and commitment of the transport capital grant received from Government, alongside other funding the Council has or is able to achieve. This Action Plan principally proposes capital transport projects as opposed to revenue interventions. However, the Authority recognises the importance of revenue investments where possible to do so as well. This involves scheme development, travel planning and bus service support.
- 1.4 The Action Plan proposes the delivery of transport schemes across 7 key areas, including:
- Healthy Mobility (Active Travel)
 - Public Transport (including Edginswell Station)
 - Road Safety, 20mph areas and Minor Works
 - Electric Vehicle Charging
 - Signal Replacements
 - Completing Major Schemes
 - Other Key Investment Areas
- 1.5 A key aspect of the proposed Action Plan is to substantially enhance the Council's delivery of active travel infrastructure in Torbay, recognising its role in supporting healthy lives, a thriving economy and tackling the climate emergency.
- 1.6 The Government has underlined its support for significantly enhancing active travel infrastructure nationally. This includes a number of funding opportunities available for local authorities, technical support and guidance. The Government is particularly supportive of the creation of Local Cycling and Walking Infrastructure Plans (according to an approved methodology) as a means to provide a strategic and joined-up approach to delivering a long-term whole-network approach to improve active travel infrastructure. Torbay Council has identified value in producing its own plan in order to achieve this and has undertaken this work in conjunction with WSP consultants. The approach and methodology used reflects what is considered best practice and draws upon the most up to date and strongest evidence relating to delivering active travel effectively as well as integrating local considerations.

- 1.7 During the course of the consultation, the Government published the National Bus Strategy, 'Bus Back Better'. This strategy applies to England and sets out a vision for improving bus services nationally. It recognises the need to act quickly, whilst acknowledging that the industry will need ongoing support for some time to recover from the consequences of Covid-19. The strategy makes it clear that funding will be made available to Local Authorities who pursue this vision and seek to make the improvements to their services and network. This has clear direct benefits to the Local Authority, not least in respect of accessibility for the community and supporting the carbon neutrality aims. The LTAP has been updated to reflect the National Bus Strategy and support an Enhanced Partnership approach to be agreed and signed off by April 2022 with a need for in principle agreement by June 2021 and a Bus Service Improvement Plan by 2021. It is an approach and method of collaboration which was introduced through the Bus Services Act 2017.

2. Options under consideration

- 2.1 An implementation or action plan to cover the remaining 5 year period of the Local Transport Plan Strategy is required in order to update an expired plan. An alternative could be that no replacement plan is developed but this would carry risks in terms of funding availability via grants and other sources, could lead to less co-ordinated transport project delivery and higher potential for projects to not meet local needs/aspirations. There is not a requirement for the Council to produce a Local Cycling and Walking Infrastructure Plan, but the benefits of producing such a document are that it supports the finer detail of how the LTAP is implemented with regards to active travel, secures community support as well as engagement, and provides an ambitious, joined-up plan to deliver improvements to active travel in Torbay which should help to secure external funding that is dependent on having a Local Cycling and Walking Infrastructure Plan in place.
- 2.2 It is recognised that with the Council producing its updated Climate Strategy over the next 12 months, a national transport decarbonisation plan expected shortly, a multi-year spending review expected later this year, meeting the asks of the national bus strategy and other considerations, that the Local Transport Action Plan may need early review. It is anticipated that the Council will soon need to adopt a new Local Transport Plan ahead of 2026 that will demonstrate clearly how the network will be decarbonised. Many of the proposals set out in the action plan support a decarbonisation strategy in any case and transport projects take time to deliver and rely on a level of early commitment and certainty. Therefore it is important to plan ahead but being prepared to change focus if necessary.

3. Financial Opportunities and Implications

- 3.1 As set out in the LTAP and the LCWIP, financial commitments arise from a combination of existing capital grants (including the 'Integrated Transport Block'), existing and future Section 106 contributions and other external funding that becomes available for the Council to bid for, from a variety of sources. There is also potential for schemes contained within both plans to be funded through the Community Infrastructure Levy Neighbourhood Proportion, through the agreed decision-making process. The Authority separately receives funding for network maintenance.

- 3.2. The preparation of an up-to-date Local Transport Action Plan and a new Local Cycling and Walking Infrastructure Plan strengthens the ability of the authority to draw in external transport funding and provides an enhanced framework to target expenditure in order to achieve best value, efficiency and effectiveness.
- 3.3 As noted in 2.2, there may be changes in how the capital grant funding is allocated to Local Transport Authorities following the multi-year spending review that will be reflected on when the detail is known.
- 3.4 The National Bus Strategy makes clear the intent of Government to support partnerships, franchising and ambitious plans for improvements to bus services and infrastructure. Funding will be made available to local governments to support that but such funding will be discretionary and dependent on support for an enhanced Partnership.

4. Legal Implications

- 4.1 There are no legal implications.

5. Engagement and Consultation

- 5.1 Torbay Council undertook a public consultation concerning the Local Transport Action Plan, the Local Cycling and Walking Infrastructure Plan and also to gain information which might be useful in informing the delivery of Active Travel Fund schemes (Phase 2) which funding has been secured for to deliver a number of projects during 2021
- 5.2 The aim of the campaign was to engage the Torbay community (including residents, businesses, community groups, etc.) to ensure the Council progresses transport initiatives in a manner which best meets local needs and priorities. The Council sought views on the principle of what was being proposed as well as the detail.
- 5.3 The consultation opened on Wednesday 3 February and closed on Sunday 14 March 2021, running for a period of over 5 weeks.
- 5.4 Further detailed information is available within Appendix 3 of this report, which contains a separate Consultation Report covering methods, publicity details and results. The Council's Consultation and Engagement team have supported the consultation approach through advice to the Spatial Planning team and support during and after the consultation activity. The consultation process has been led by Spatial Planning in conjunction with the involvement of a number of other Council departments and external partners.
- 5.5 Both draft plans have been modified to take account of the results which has led to a number of changes (detailed in Appendix 4, which contains a 'change log').
- 5.6 Should the Council agree to the principle of an Enhanced Bus Partnership, engagement with operators in the first instance will be critical. Engagement with the community on bus matters will align with the Bus Service Improvement Plan.

6. Purchasing or Hiring of Goods and/or Services

- 6.1 During the course of the delivery of the LTAP and LCWIP there is the potential for the Public Services Value (Social Value) Act 2012 to be of relevance as part of a consideration of social value in goods or works contracts.

7. Tackling Climate Change

- 7.1. Transport has a significant role to play in climate change mitigation. Approximately 28% of Torbay's carbon footprint is derived from transport. In addition, the transport network is a series of infrastructure with its own climate change vulnerabilities which must be made resilient to current and projected climate changes.
- 7.2. The Local Transport Action Plan and the Local Cycling and Walking Infrastructure Plan have been produced with reference to the evidence emerging from the Council's engagement with the Devon Climate Emergency Project Group and the Council's own internal carbon neutral programme.
- 7.3. As identified within the Interim Devon Carbon Plan and the Net Zero Torbay 2050 Report (University of Exeter) there are a number of transport sector related actions within the Council's area of influence and control that are recommended need to be accelerated in order to achieve carbon neutrality by 2050 in Devon and Torbay. This includes achieving a 10% shift (by distance) to walking, cycling and public transport by 2050 (5% by 2035). In addition, a shift to electrification and ultralow emission technologies of motorised transport will be required. Torbay is committed to achieving carbon neutrality by 2030, therefore transport actions will need to be further accelerated and deployed faster. The LTAP and LCWIP represent firm commitments towards achieving carbon neutrality within a realistic framework for delivery, however further work during the course of monitoring and review of these plans will need to be undertaken to further understand if actions need to go be altered in order to fully support decarbonisation plans.
- 7.4 The National Bus Strategy promotes in the wider implementation of battery electric or hydrogen fuel cell buses. Decarbonisation of the local bus fleet will be a critical part of discussions with operators.

8. Associated Risks

- 8.1 The risk of not adopting the LTAP and LCWIP is that the Council does not achieve the potential benefits of having them in place (identified earlier in this report and the appendices) and carries a number of risks in terms of lost opportunities to gain external funding and enable the delivery of its corporate objectives. With regards to the LTAP, there is a legislative requirement to have an up-to-date Local Transport Plan to cover its implementation.

Equality Impacts

9.	Identify the potential positive and negative impacts on specific groups <i>It is not enough to state that a proposal will affect everyone equally. There should be more in-depth consideration of available evidence to see if particular groups are more likely to be affected than others – use the table below. You should also consider workforce issues. If you consider there to be no positive or negative impacts use the 'neutral' column and explain 'there is no differential impact'</i>			
		Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
	Older or younger people	It is envisaged that the plans will support improvements to access and transport options availability for this group.		
	People with caring Responsibilities	It is envisaged that the plans will support improvements to access and transport options availability for this group.		
	People with a disability	It is envisaged that the plans will support improvements to access and transport options availability for this group.		
	Women or men	It is envisaged that the plans will support improvements to access and transport options availability for this group. Note that infrastructure improvements made to active travel infrastructure are likely to have a higher beneficial impact on user groups who feel less confident using lower quality active travel infrastructure. There is some evidence to suggest women are likely to benefit more from active travel (cycling) improvements and therefore could close a current gap in quality (more men cycle than women).		

People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>	It is envisaged that the plans will support improvements to access and transport options availability for this group.		
Religion or belief (including lack of belief)			No differential impact
People who are lesbian, gay or bisexual			No differential impact
People who are transgendered			No differential impact
People who are in a marriage or civil partnership			No differential impact
Women who are pregnant / on maternity leave			No differential impact
Socio-economic impacts (Including impact on child poverty issues and deprivation)	It is envisaged that the plans will support improvements to access and transport options availability for this group. Improving active travel and sustainable transport infrastructure may have a larger impact on persons living in deprived backgrounds but only if targeted correctly and supported by complimentary measures. The LCWIP supports a whole system approach being delivered towards physical activity within the Council.		
Public Health impacts (How will your proposal impact on	It is envisaged that the plans will support improved public health impacts, particularly in respect of		

	the general health of the population of Torbay)	improving access to employment and recreation, increasing opportunities for physical activity, improving the environmental quality of Torbay and enhancing wellbeing.		
10..	Cumulative Council Impact (proposed changes elsewhere which might worsen the impacts identified above)	None identified		
11.	Cumulative Community Impacts (proposed changes within the wider community (inc the public sector) which might worsen the impacts identified above)	None identified		

Local Transport Action Plan 2021-2026

Moving towards net-zero



Contents

Introduction	4
The Strategy	5
Climate Emergency	7
Corporate Alignment	8
Delivery	9
Public Engagement	10
Funding	13
Proposed Schemes	14
Healthy Mobility	14
Public Transport	17
Road Safety, 20mph Areas and Minor Works	19
Electric Charging	20
Signal Replacements	21
Completing Major Schemes	22
Other Key Investment Areas	22
Summary Table	23

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

Introduction

The Local Transport Plan (LTP) was adopted by full Council in 2011 and is a 15 year plan (until 2026) prepared jointly with Devon, in recognition of the wider impacts of transport, cross boundary movements, and wider strategic connectivity matters.

Alongside the LTP was a 5 year Implementation Plan (2011-2016). The role of the Implementation Plan is to set out specific schemes for delivery which accord with the LTP as the strategic policy framework. Another Implementation Plan was later approved to cover the next 5 year period from 2016-2021.

This Action Plan forms the third and final plan associated with the existing strategy, running from 2021 to 2026. It is important to ensure it aligns to the strategic objectives and addresses any outstanding matters from the LTP that require action.

The purpose of this Action Plan is to set out the planned investments and commitment of the transport capital grant received from Government, alongside other funding the Council has or is able to achieve. This Action Plan principally proposes capital transport projects as opposed to revenue interventions. However, the Authority recognises the importance of revenue investments where possible to do so as well. This involves scheme development, travel planning and service support.

The Strategy

The strategy sets out the importance of strategic connectivity, in particular with reference to making best use of the strategic network and improving connections with London and the rest of the UK. This included lobbying for improved rail services, supporting and efficient strategic network and managing pressures on the road network - particularly during the seasonal peaks. Whilst there were some specific capital investments needed, much of this work is aligned to the Peninsula Rail Task Force (part of the South West Peninsula Sub-National Transport Body), a partnership of Cornwall and Isles of Silly, Plymouth, Devon, Somerset, Torbay and involving the LEP and wider stakeholders.

The vision set out in the Local Transport Plan is:

“Devon & Torbay’s transport system will offer business, communities and individuals safe and sustainable travel choices. The transport system will help to deliver a low carbon future, a successful economy and a prosperous, healthy population living in an attractive environment.

Over the next 15 years Devon & Torbay will need to diversify and grow the economy, but just as importantly develop a low carbon transport system that offers choice and encourages sustainable travel behaviour.”

To achieve Devon & Torbay’s vision the strategy has five key objectives:

- Deliver and support new development and economic growth
- Make best use of the transport network and protect the existing transport asset by prioritising maintenance
- Work with communities to provide safe, sustainable and low carbon transport choices
- Strengthen and improve the public transport network
- Make Devon the ‘Place to be naturally active’

Specific to Torbay, the LTP notes that:

"By 2026 Torbay will have excellent connections to Devon and the rest of the UK. Residents and visitors will find it easy to move around, explore and experience Torbay’s beautiful urban and marine environment. People will enjoy better health and quality of life using improved cycling, walking and public transport links for work, leisure and education. A low-carbon, sustainable transport system will contribute towards the public realm, distinct character and function of the three towns of Torquay, Brixham and Paignton."

The Strategy also acknowledged the need for the South Devon Link Road, the need to maintain provision but improve parking in town centres, development of park and rides, providing direct links to Exeter Airport, the need to encourage more walking and cycling for improved health as well as improving the Air Quality Management Areas, and a generally improved sustainable transport provision to reduce (in particular) tourists reliance on the car. It identifies specific priorities:

- Enabling Economic Growth and Development
Such as improvements to support modal shift and reduce congestion and localised minor congestion relief proposals
- Enhancing Torbay's Built and Natural Environment
Such as provision of electric charging points, 20mph areas and addressing the air quality management areas
- Improving Health and Activity Levels
Such as cycling and walking improvements, road safety measures and targeted transport action zones
- Improving Access to Education, Employment and Services
Such as bus priority, improvements to the quality of public transport, improvements to public realm, and improved infrastructure for the disabled
- Making Big Connections
Such as improving comfort, cost and reliability of journeys by rail and works to improve the A380 Kingskerswell corridor

Climate Emergency

In June 2019 Torbay Council declared a Climate Emergency. The declaration of a climate emergency was the first step of recognising a need to act differently. The Council is heavily supportive and a member of the work of the Devon Climate Emergency Group which is creating an evidence base, a partnership and a strategic action plan with citizen engagement, to chart and deliver a pathway towards radically reducing carbon emissions across Devon, Torbay and Plymouth. Torbay Council is updating its own organisational Climate Change Strategy and developing an action plan to deliver that new strategy to meet its own commitments to carbon neutrality by 2030. The work undertaken for that may lead to adjustments being made to this plan and so it must remain flexible enough to adapt. In any case, it is expected that the Local Transport Plan from 2026 onwards will set out clearly how transport will play its part in meeting the reductions needed, but at the same time we must recognise the need to be taking actions now.

Torbay Council Cabinet have approved a 2021/22 Climate Action Plan that sets out a number of transport commitments that have been imported into this action plan.

Low carbon transport is essential for addressing the Climate Emergency. The transport sector, excluding aviation and shipping, accounts for around 30% of Torbay's 2016 emissions, making it the largest sector after buildings.

There are three broad categories of intervention which can deliver the decarbonisation of transport fitting into a framework of "Avoid, Shift, and Improve":

- Less travel can be undertaken (sometimes referred to as Avoid actions)
- More of the travel that is undertaken is by public transport and active modes (Shift actions)
- The emissions of motorised transport are reduced to zero (Improve actions)

The "Ten Point Plan for a Green Industrial Revolution" (Nov 2020) sets out Government's ambitions, with points 4 and 5 being most critical to local transport provision. This recognises the need for investment across zero emission vehicles, public transport, cycling and walking.

The local evidence base suggests that to achieve carbon neutrality in Torbay by 2030, a number of transport sector interventions will need to be accelerated, including achieving a 10% shift to walking, cycling and public transport and widespread deployment of ultra-low emission vehicles. Work will be undertaken during the timeframe of the delivery of this plan to further quantify and understand the role actions across transport planning are playing in terms of reducing carbon emissions and, as necessary, reflect this in terms of the development of further/alternative actions relevant to this plan and related plans.

Corporate Alignment

Transport is a significant aspect of many of the Council's other corporate policies. Other adopted plans also set out proposals to improve access, place, or specific transport interventions. These include the Economic Plan, Local Plan, Neighbourhood Plans, and work around open space, sports, heritage, public health, children and young people amongst other things.

There are several linkages between the Community and Corporate Plan and quality transport infrastructure and provision. Ultimately whatever it relates to across the Council departments a key aspect is to re-establish an environment designed around people, not vehicles, with a transport network that is accessible to all and promotes a healthy environment.

Transport directly feeds into supporting thriving people, supporting healthy, physically active lives for all; thriving economy, supporting the regeneration of town centres and promotion of employment sites; tackling climate change, through improved transport connectivity and sustainability; and a council fit for the future, through supporting community resilience.

Beyond the climate considerations, transport provides access to schools, jobs and homes. Low cost and active travel opportunities can better connect deprived areas – removing cost of transport as a barrier to gaining employment.

Active travel, critically, addresses the high physical inactivity amongst our community and connects them to the natural assets. This public health benefit is significant and the annual public health report (2020) recommended a continuation of the increase in “levels of physical activity in our Torbay residents (including children and young people) over the next five years as well as using sport and physical activity to help address health inequalities, contribute positively to the economy and raise the profile of the area.”

Transport infrastructure is essential in supporting the economy by ensuring people can move safely and easily around, by providing access to new employment sites, and opening up access to our Town Centres.

Transport also provides the links beyond the Torbay boundary, ensuring sustainable connections outside of the bay support the community in accessing jobs, broadening the opportunity for businesses investing within Torbay, and enabling tourism to thrive.

Recent Delivery

Torbay Council has a good track record of delivering investment in the transport network to support the needs of the economy and community. As well as investing the Council's own funds, the authority has been successful in securing significant external funding. Since the Local Transport Plan was adopted the Council have delivered on projects from Local Sustainable Transport Funds, Local Pinch Point Fund, Heart of the South West Local Economic Partnership, and contributions from developments to deliver schemes.

For instance, this has included the delivery of significant improvements along the Western Corridor, reversal of traffic into Torquay Town Centre, road junction improvements and cycle links in Torquay Gateway. The Council has delivered with Devon County Council the South Devon Highway creating a new link of strategic importance in terms of dramatically improving connectivity from/to Torbay to the rest of the region.

Public Engagement

Values and approach

Torbay Council's mission is to be a Council that works with its residents, communities and partnerships - a council that supports, enables and empowers.

Effective engagement with communities is key to achieving a scheme that is accepted, and should form part of the scheme development process from the start.

As well as giving communities the opportunity to help shape proposed changes, it allows Local Authorities to understand people's needs and concerns. This means potential problems can be identified and dealt with before they become substantial obstacles. There are a range of methods and techniques available to carry out engagement activities and the Council will tailor their approach to different circumstances with a view to being most effective in supporting, enabling and empowering the communities of Torbay.

Developing on previous engagement

Consultation and Engagement on schemes has previously been carried out as part of the LTP strategy and more recent delivery plans.

There were 117 responses to the consultation in 2015 for the most recent delivery plan. The respondents were asked to prioritise modes for investment. The results were 1. Walking and Cycling, 2. Public Transport, 3. Private Vehicles.

More recently, to support the Active Travel Fund (phase 1)), the Council encouraged use of "Widen My Path" as a consultation tool. This has received significant levels of engagement and has helped to identify some key investment areas. These are also acknowledged through the Local Cycling and Walking Infrastructure Plan.

Existing community plans, such as the Torquay, Paignton and Brixham Peninsula Neighbourhood Plans, other plans which have received heavy engagement and support from communities (e.g. town centre masterplans) and previous engagement activity (e.g. Healthy Torbay series of workshops) have formed important points of reference with regards to the production of this draft plan.

Engagement on this Plan

Background

Torbay Council undertook a public consultation concerning the Local Transport Action Plan, the Local Cycling and Walking Infrastructure Plan and also to gain information which might be useful in informing the delivery of Active Travel Fund schemes (Phase 2) which funding has been secured for to deliver a number of projects during 2021.

The aim of the campaign was to engage the Torbay community (including residents, businesses, community groups, etc.) to ensure the Council progresses transport initiatives in a manner which

best meets local needs and priorities. The Council sought views on the principle of what was being proposed as well as the detail.

The consultation opened on Wed 3 February and closed on Sunday 14 March 2021, running for a period of over 5 weeks.

Methods

The consultation employed a range of methods to enable people to provide views on the plan. This included a public survey provided on the Council's website, an e-mail address for written responses to be sent to, the use of an online mapping tool called Widen My Path, the hosting of a dedicated online public meeting for the consultation (Wed 3 March) and officers attending various other public meetings to present and answer questions such as the All Community Partnerships meeting (23 Feb) and the Brixham and surrounding Community Partnership meeting (24 Feb). In addition, Council officers sought to operate an 'open door' approach to responding to requests for one-to-one meetings or other group meetings that might originate from contacts made during the course of the consultation. For instance, this included in-person meetings with members of the public who had shown interest in speaking to officers via an approach through social media as well as numerous other phone conversations and online meetings with stakeholders and members of the public.

Publicity

The consultation was publicised via e-mails to specific stakeholders (for instance known community groups, businesses, networks, etc. utilising consultation databases held by Spatial Planning and supplemented by other departments) in the early part of the consultation period. Social media activity via the Torbay Council accounts on Facebook, Twitter, etc. took place throughout the consultation period at regular intervals to promote the consultation and in particular the survey. A dedicated webpage for each plan was created on the Council's website as well as a main 'landing page' on the Council's consultation section. A press release was issued at the beginning of the consultation and numerous media outlets picked up on the 'story'. Partner organisations such as the Community Partnerships and the Torbay Community Development Trust (TCDT) were asked to spread the consultation through their networks. The TCDT provided two separate mass e-mails to their contact group database. The Torbay Spatial Planning Agents list were contacted by way of an electronic 'newsflash' to draw attention to the consultation and the One Torbay e-newsletter was utilised. Officers promoted the consultation at numerous public meetings and the consultation was raised by Councillors through their networks.

Results

A separate consultation report is available detailing the results of the consultation process. This resulted in a number of changes to the draft Local Transport Action Plan which are also detailed with a related 'change log'. There was general support for the principles and projects contained within the draft version of the plan, in particular this was demonstrated through a public survey

(700+ responses) in which 71.4% of respondents supported the plan and only 11.2% of respondents objected to the plan.

Future engagement on delivery of projects

The Council will continue to engage on the delivery of individual projects contained within this plan in appropriate and measured ways, specific to the project in question. Some of these consultations will be channelled alongside and within formal processes (e.g. through planning applications where relevant) but in any case the Council will strive to make information clear and available, support people to make comments, enable people to be engaged positively and empower communities to feel a part of the 'Torbay team' delivering and making a success of this plan.

As part of the consultation on this plan, the Council will be seeking views on methods to engage communities on an ongoing basis and will be seeking to 'map' new and existing stakeholder groups with a view to developing enhanced partnerships to strengthen future engagement.

Funding

In recent years the Council has received £1.063m per year as a capital grant for 'Integrated Transport Block' which is targeted at transport capital investments. It is expected that this funding will continue for 2021/22. This plan also assumes a continuation of that funding beyond but recognises that this may have to be reviewed if allocations from Government change, particularly through a Comprehensive Spending Review. This 5 year Action Plan therefore seeks to deliver schemes with £5.315m of grant as the primary source of locally managed funding.

The purpose of this funding is to directly deliver schemes, but also as match funding to lever in additional funds for larger scale projects from other sources. Existing and future section 106 developer contributions and any other additional external funding the Council is able to bid for will also be utilised where possible.

The Authority separately receives funding for network maintenance.

There is also potential for schemes to be promoted by the community and funded through the Community Infrastructure Levy Neighbourhood Proportion, through the agreed decision making process.

Proposed Schemes

It is proposed that the Council focusses on the following schemes:

- Healthy Mobility (Active Travel)
- Public Transport (including Edginswell Station)
- Road Safety, 20mph areas and Minor Works
- Electric Vehicle Charging
- Signal Replacements
- Completing Major Schemes
- Other Key Investment Areas

Healthy Mobility

In 2020 “Gear Change, A bold vision for cycling and walking” was published which sets out the intent of Government.

“We want – and need – to see a step-change in cycling and walking in the coming years. The challenge is huge, but the ambition is clear. We have a unique opportunity to transform the role cycling and walking can play in our transport system, and get England moving differently.”

There are well documented benefits of active travel and alterations to the transport network that enhance the place for the people. Gear Change highlights some of these which provide a useful overview:

- Physical inactivity costs the NHS up to £1bn per annum, with further indirect costs calculated at £8.2bn
- 20 minutes of exercise per day cuts risk of developing depression by 31% and increase productivity of workers
- Up to 40% increase in shopping footfall by well-planned improvements in the walking environment
- Meeting the targets to double cycling and increase walking would lead to savings of £567m annually from air quality alone and prevent 8,300 premature deaths each year and provide opportunities to improve green spaces and biodiversity.
- Mode shift to active transport is one of the most costs-effective ways of reducing transport emissions

The vision, that England will be a great walking and cycling nation, set out that “Places will be truly walkable. A travel revolution in our streets, towns and communities will have made cycling a mass form of transit. Cycling and walking will be the natural first choice for many journeys with half of all journeys in towns and cities being cycled or walked by 2030.” It specially aims to contribute to:

- Healthier, happier and greener communities
- Safer streets
- Convenient and accessible travel

- Being at the heart of transport decision-making

When developing schemes for external funding, typically in a bidding process to Government, there will be an expectation that all new schemes (regardless of whether they were intended to be active travel focussed) will deliver or improve cycling infrastructure to the new standards and the strategy makes clear that Government will not fund any scheme that does not meet the standards. It is therefore critical to enable the most investment across our local transport network that our priorities are clearly set out, that our schemes deliver on the principals and that we develop key improvements for active travel across our network.

To support with this the Council will continue to look for opportunities for additional funding, delivering initially on the Active Travel Fund and then preparing submissions for further schemes as prioritised by the Local Cycling and Walking Plan (see below).

It is clear that in order to meet this Government Strategy, Torbay Council has to focus investment in this area.

Infrastructure for Everyone

As part of an ongoing delivery, it is important to recognise that there are areas of the network across Torbay where it is not fully accessible to all. This typically includes a lack of dropped kerbs, pavement space, or crossing facilities for instance. Funding from the Action Plan will be targeted towards those investments to ensure a continuation of the improvements across Torbay. The authority want to ensure that plans for active travel don't exclude those needing to use wheelchairs, mobility scooters, trikes or cycles with trailers. New routes will be designed where possible to be accessible for all with the creation of mobility routes, used by all.

Active Travel Fund

In 2020, specifically as a response to the Covid-19 pandemic, Councils were asked to act quickly and implement schemes to provide safe walking and cycling provision. This was targeted at both increasing the space available (generally by reallocating road space) and to encourage journeys by these modes as an alternative to public transport in particular – building in the capacity needed across all modes.

Road space is restricted on the Bay's network, however the Council has implemented schemes on Torquay Seafront, on Marine Drive between Preston and Paignton Seafronts, in Paignton Town Centre, and outside Curledge Street Primary School.

A second tranche of funding was released which sought a more consultative approach to scheme implementation. This Action Plan funding will support that allocation of the Active Travel Fund to deliver permanent schemes that achieve the objectives of the fund. Consultation on the Active Travel Schemes will follow.

Local Cycling and Walking Infrastructure Plan

Local Cycling and Walking Infrastructure Plans (LCWIPs) are a strategic approach to identifying cycling and walking improvements required at a local level. They enable a long-term approach to developing networks and routes and form a vital part of the Government's strategy to increase the

number of trips made on foot or by cycle. LCWIPs will be instrumental in leveraging funding from the Cycle Infrastructure Fund, along with other national and local funding streams. Without a strategic plan of investment in place, it is anticipated that active travel funding from Government will be more limited. LCWIPs are intended to:

- Plan for cycling and walking using evidence and data on existing and future potential demand;
- Target investment where it can have the greatest impact;
- Identify cycling and walking infrastructure improvements in readiness for funding bids; and
- Plan cycling and walking networks which meet core design outcomes, meeting the needs of users.

Torbay's LCWIP sets the framework for investment.

Primarily it includes an evidence led plan for investment across Torbay, identifying the most used routes as well as routes with the most potential to be used. Having identified those it then proposes a series of investments along those corridors seeking to enhance the infrastructure for Active Travel, making it safer and more accessible.

Funding from this Action Plan will support the delivery of schemes, alongside developer contributions and Government funding where possible. A balance of prioritisation will be achieved between the funding needed and the need for change in any given part of the network.

Liveable Neighbourhoods

Alongside 20mph and road safety schemes, the authority will consider opportunities for Liveable Neighbourhoods. These are principally targeted at reducing through traffic from residential areas, making the option to walk or cycle more attractive.

Safe Access to Schools

A general duty is placed on local authorities to promote the use of sustainable travel and transport for access to schools. There are five main elements to the duty which local authorities must undertake including "the promotion of sustainable travel and transport modes on the journey to, from, and between schools and other institutions".

Providing safe infrastructure to support this is key.

Funding

£1 million – with at least 50% allocated to the delivery of the Local Cycling and Walking Infrastructure Plan.

This fund will be complimented by existing Section 106 funds, Active Travel Fund and additional Government and third party funding.

Public Transport

Buses play a vital role in our transport system. Responsible for around 7.5 million journeys a year in Torbay, buses transport more people than any other form of public transport - getting people to work, to education and to see friends and family, the everyday journeys that make up our lives.

Government have recognised the need to enhance bus networks in a series of commitments set out in the 'Better Deal for Bus Users' and now backed by the publication of the National Bus Strategy, Bus Back Better.

Buses have huge potential as part of a smart, affordable, sustainable public transport system. Fill a double decker with motorists and it's possible to remove 75 cars from the road. They can help ease congestion, improve air quality and support better connected communities.

Also, with over 1.3m users of our railway stations last year, rail is a significant contributor to economic benefits in Torbay. It is important to ensure our stations serve the needs of the residents and visitors that rely on them. In recent years local services have been significantly enhanced up to two trains per hour between Paignton, Newton Abbot and Exeter, alongside additional long distance services. In December 2020 the rolling stock was also upgraded on the local services, bringing further benefits to passengers. There is still more that can be done though to improve existing station facilities, alongside delivery of a new station at Edginswell to serve the Torquay Gateway Growth Area and Torbay Hospital.

Edginswell Station

It was announced as part of the National Infrastructure Strategy in November 2020 that the scheme had been successful in achieving funding through the New Stations Fund. When submitting the bid, it was agreed that an allocation of £1.5m from the Integrated Transport Block would be secured.

The station has been a long standing strategic ambition of the Council and forms part of wider Devon Metro rail proposals that not only deliver new stations on the Devon network but also set out improvements to local services.

The station will support the planned sustainable redevelopment of Torbay Hospital, as well as the new employment and residential developments in the Torquay Gateway. Critically, it also supports the existing communities of Shiphay and the Willows with sustainable links to Newton Abbot and stations to Exeter, as well as those beyond (both North and South) through connections at Newton Abbot or Exeter.

More information can be found at www.torbay.gov.uk/edginswell.

To enable delivery of this project we will work closely with Network Rail and the Train Operating Company (Great Western Railway) throughout. Network Rail have a Governance process to follow and Edginswell has achieved the "GRIP" (Governance of Rail infrastructure Projects) stage 3. It is expected that GRIP 4 will be completed in 2021/22 with detailed design and construction commissioned thereafter. The station is expected to open by March 2024.

It is proposed to continue working with the rail industry, both Network Rail and the Train Operating Company, to improve the quality and provision of facilities at existing stations. This will include access for all, with a project progressing at Torquay and initial discussions having taken place about Torre.

The Council also works regionally with the Peninsula Rail Task Force, focussed on wider investments, connectivity and improvements to services and infrastructure. This does not require capital funding from the Integrated Transport Block.

Buses

Buses are an affordable, accessible transport choice, with the ability to reduce congestion and improve air quality, and bring economic benefits to the places they serve.

On 15th March 2021 the Government published the National Bus Strategy, 'Bus Back Better'. This strategy applies to England and sets out a vision for improving bus services nationally. It recognises the need to act quickly, whilst acknowledging that the industry will need ongoing support for some time to recover from the consequences of Covid-19. The aim now is to re-establish patronage at pre-covid levels and then exceed them. To do this buses must be a practical and attractive alternative to the car.

The strategy makes it clear that funding will be made available to Local Authorities who pursue this vision and seek to make the improvements to their services and network. This has clear direct benefits to the Local Authority, not least in respect of accessibility for the community and supporting the carbon neutrality aims. To do this as a Local Authority we must firstly agree to set up an Enhanced Partnership with operators, a method of collaboration that was introduced through the Bus Services Act 2017. Without a formal partnership from April 2022, further funding will also not be made available to us.

By the end of October 2021, we must have a Bus Service Improvement Plan in place. This document will form the basis of the partnership requirements but can go beyond and state what we aim to achieve. The plan should be produced with involvement from the authority, the operators, the community (users and non-users), businesses and others. Any highway improvements must be achieved alongside the LCWIP proposals.

It is expected that in 2021-22 we will work with operators to maximise services provided; agree the Bus Services Improvement Plan; explore innovative approaches to service provision such as Demand Responsive networks; and deliver noticeable improvements for passengers (particularly around bus priority measures, information provision, and fares).

Funding

£1.5 million is specifically allocated to Edginswell Station

A further £500,000 invested across other areas

This fund will be complimented by existing Section 106 funds, New Station Funding, and additional Government and third party investment.

Road Safety, 20mph Areas and Minor Works

Road Safety is of paramount importance to both the Council and the residents it serves. Road safety issues are wide ranging and sometimes complex, but the Council has a good record in improving road safety for all transport users. An evidence based approach to road safety engineering will be used in Torbay to identify and target investment where it is most needed.

Over the coming years Torbay, in line with our partners in the Peninsula Road Safety Partnership, will move towards the Vision Zero / Safe Systems approach to road safety with a target of providing a safe transport system, free from death and serious injury.

Safe Systems involves an important shift in approach from trying to prevent all collisions to preventing death and mitigating serious injury in road traffic collisions, Safe System/Vision Zero has a long-term goal for a road traffic system which is eventually free from death and serious injury. It involves an important paradigm shift from trying to prevent all collisions to preventing death and mitigating serious injury in road traffic collisions.

Safe System requires a proactive approach placing road safety in the mainstream of road traffic system planning, design and operation and use. Safe System interventions address common human errors (including seat belt use, alcohol and drug abuse) and human tolerance to injury thresholds and in so doing aims to address the road safety needs of non-motorised as well as motorised road users, younger and older users, male and female users.

With this in mind we will continue to implement an ongoing programme of road safety improvements, as outlined annually in the Road Safety Initiatives report, and focussing on the continued implementation residential 20mph areas across Torbay based on an agreed prioritisation assessment.

As well as the more significant individual schemes it is important to invest in the smaller schemes as well, those smaller interventions needed to keep the transport network moving safely and efficiently. These could include addressing localised congestion pinch points.

Funding

£750,000

Electric Charging

This can include Electric Vehicle Charging Points, but also electric bike and mobility scooter provision and charging facilities. It is also important to consider that the opportunities for shared mobility and electric buses.

Electric vehicles are important. The recent announcement from Government that will end the sale of new petrol diesel and petrol cars and vans in 2030 (with some Hybrid models allowed until 2035) recognises this. However, this will not be enough on its own to achieve carbon neutrality. Nonetheless, as an Authority it is important that residents, businesses and visitors have access to appropriate charging facilities. The Local Plan requires new developments to make provision for EV charging, and there is an application for funding being submitted to establish charging points in some Council owned car parks, but further funding will allow us to do more and widen the network as appropriate.

Electric bikes have the potential to make cycling more accessible to more people and could have the effect of 'flattening out the Bay'. Providing charging facilities for these alongside cycle parking is important. Likewise mobility scooters can also benefit from shared charging facilities in some locations. Electric bikes could also form part of a bike share scheme across Torbay, linking up town centres, key employment areas, and other key destinations.

Whilst bike share offers potential for shorter journeys, car share provides equal opportunity for longer journeys. It is proposed to consider opportunities for a mix of infrastructure across the network, from sustainable car clubs to bike share.

Government have shown intent to support the transfer of the bus network away from existing fuels to electric. The Council will work with the operators locally to consider future proposals and deliver what is possible.

The Council will monitor progress on the trial electric scooter schemes around the Country. Whilst having chosen not to proceed with this at the moment, it may be something that over the course of this plans justifies further consideration.

Funding

£100,000

This fund will be supported by additional Government and third party funding.

Signal Replacements

Many of Torbay Councils' signalised junctions and crossings are now beyond the recommended 15 years residual lifespan and in many cases are well over 20 years old. Whilst many of these signals are not currently showing signs of failure, we are aware that the control equipment that operates them is becoming obsolete and this means that replacing damaged or failing equipment is not possible leading to a junction potentially requiring emergency replacement and temporary signals being in use for long periods. The Traffic Management Act 2004 places a statutory duty upon a highway authority to manage their road network with particular reference to the objective of 'securing the expeditious movement of traffic on the authority's road network'. Highway authorities are recommended to maintain a budget to carry out cyclic upgrades to signal equipment to ensure that maintainable and efficient systems are in place and do not pose a congestion risk.

Due to budget restraints there have been no replacement programmes during the previous 15 year period, however there have been some replacements as part of other capital improvement schemes. This lack of investment has now resulted in a backlog of sites which have exceeded their recommended residual life and the authority have recently been advised that some specific types of signal controllers are due to be withdrawn from support by the manufacturers and replacement parts will no longer be available for these installations. In addition, the manufacture of high intensity incandescent lighting is due to cease in 2023 and these are used in all of the older signal installations.

Funding

£750,000

Completing Major Schemes

Following successful funding bids through the Local Transport Board and Local Enterprise Partnership to Government for Local Growth Fund, the authority has been able to deliver significant highway infrastructure improvements with benefits across all modes. This has most notably been along the Western Corridor and Torquay Gateway.

The final phase of the Torquay Gateway is all that remains to be completed in respect of works, though there are matters to finalise on the Western Corridor as well. The remaining works are on site on Newton Road and will be completed in 2021.

Funding

£500,000

Other Key Investment Areas

- Monitoring Equipment
- Supporting Town Centre Regeneration and Economic Growth
- Development Funding for design and business cases to support junction and route improvements. It includes (but isn't exclusive to) Abbey Gates, Westhill Road to Lowes Bridge, Kings Ash Road, and Clennon Valley

Funding

£215,000

Summary Table

Scheme, Funding, and Objectives	Funding Allocation	Deliver and support new development and economic growth	Make best use of the transport network and protect the existing transport asset by prioritising maintenance	Work with communities to provide safe, sustainable and low carbon transport choices	Strengthen and improve the public transport network	Make Devon the 'Place to be naturally active'
Healthy Mobility	£ 1,000,000	✓	✓	✓	✓	✓
Public Transport	£ 2,000,000	✓	✓	✓	✓	✓
Road Safety, 20mph Areas and Minor Works	£ 750,000	✓	✓	✓	✓	✓
Electric Charging	£ 100,000	✓	✓	✓	✓	✓
Signal Replacements	£ 750,000	✓	✓	✓	✓	✓
Completing Major Schemes	£ 500,000	✓	✓	✓	✓	✓
Other Key Investment Areas	£ 215,000	✓	✓	✓	✓	✓
Total	£ 5,315,000					

Bay Trails

Torbay Local Cycling and Walking Infrastructure Plan (LCWIP)

Post consultation report



Bay Trails

Torbay Local Cycling and Walking Infrastructure Plan (LCWIP)

Post consultation report

TYPE OF DOCUMENT (VERSION) PUBLIC

DATE: MARCH 2021

Contents

1. Introduction	1
2. Active travel context	2
3. National and local policy context	3
4. Existing cycling and walking travel patterns	6
5. Network planning for cycling	14
6. Network planning for walking	35
7. Prioritisation and costs	39
8. Next steps	41
Appendix A: Key cost assumptions	43

Background

Torbay has a world class tourism offer, with a fantastic marine setting and internationally important environmental assets, recognised by its UNESCO Global Geopark status. Situated in the South West of England, it is home to strong small businesses, one of the nation’s leading fishing ports at Brixham, and an increasingly skilled workforce. However, Torbay faces challenges including health and income deprivation, an aging population, and responding to the climate crisis. As with other coastal and retail centres, Torbay’s town centres are in decline with falling footfall and spend.

Investment in cycling and walking schemes can help address these challenges: supporting improved public health through active travel; providing access to centres of employment, learning and skills training; cutting carbon emissions; and, helping bring about a green recovery from the COVID-19 crisis. It can deliver public realm improvements, further enhancing the outstanding built and natural environment of Torbay and contributing to the wider tourism offer. With significant national funding available and reviews of the Torbay Local Plan and other policy in progress, this is an opportune moment to bring forward and integrate cycling and walking improvements within broader policy.

LCWIP Process

Local Cycling and Walking Infrastructure Plans (LCWIPs) are a strategic approach to identifying cycling and walking improvements required at a local level. They enable a long-term approach to developing networks and routes and form a vital part of the Government’s strategy to increase the number of trips made on foot or by cycle. LCWIPs will be instrumental in leveraging funding from the Cycle Infrastructure Fund, along with other national and local funding streams. LCWIPs are intended to:

- Plan for cycling and walking using evidence and data on existing and future potential demand;
- Target investment where it can have the greatest impact;
- Identify cycling and walking infrastructure improvements in readiness for funding bids; and
- Plan cycling and walking networks which meet core design outcomes, meeting the needs of users.

For Torbay, this process and the resulting outputs will represent an evidence-based approach to focus future investment over the next 10-20 years where the most benefit can be realised.

The geographical extent of this LCWIP is the entire Unitary Authority of Torbay, encompassing the three main towns of Torquay, Paignton, and Brixham.

The Torbay LCWIP focuses on everyday journeys to work and school, as well as unlocking the potential of more people visiting the area for recreational cycling and walking.

The government has published guidance on the preparation of LCWIPs, setting out the following six stage process:

- Stage 1: Determine the scope – establish the geographical context and arrangements for governing the plan.
- Stage 2: Gathering information – identify existing walking and cycling patterns and potential new journeys. Review existing conditions and identify barriers to walking and cycling. Review related policies and programmes.
- Stage 3: Network planning for cycling – identify origin and destination points and cycle flows. Convert flows into a network of routes and determine the improvements required.
- Stage 4: Network planning for walking – identify key trip generators, core walking zones and routes, audit existing provision and determine the improvements required.
- Stage 5: Prioritising improvements – prioritise improvements to develop a phased programme for future investment.
- Stage 6: Integration and application – integrate outputs into local planning and transport policies, strategies and plans.

The remainder of this document details how the LCWIP has been developed and sets out a prioritised programme for its delivery.

Public consultation

A public consultation on this LCWIP was carried out between 3rd February and 14th March 2021. A total of 705 survey responses were received, with key findings including:

- The majority of respondents support the LCWIP, with 71.4% in support, 17.4% “don’t know”, and 11.2% not supporting.
- Respondents have increased the amount they walk and cycle during the covid pandemic began, with 43% stating they thought these changes would continue.
- 85% of respondents would like to see an increase in walking in Torbay, and 71% would like to see an increase in cycling.
- 31 written responses, including from community groups and local businesses, were raised in relation to the recommendation to explore restricting motor vehicle access on Victoria Parade. As such, this recommendation has been changed and focuses on improving conditions in other ways.

A number of other constructive comments were raised during the public consultation, which have been incorporated in this updated version of the LCWIP where appropriate. Further detail can be found in the accompanying consultation report.



The case for walking and cycling

The Department for Transport’s Cycling and Walking Investment Strategy (CWIS) presents a clear ambition to make walking and cycling the natural choice for shorter journeys or as part of a longer journey, including the aim to double cycling activity by 2025. The benefits of achieving this outcome would be substantial, supporting public health and wellbeing, more vibrant towns and public spaces, and low carbon travel patterns becoming commonplace.

In February and May 2020 Government announced a £2 billion plan to boost cycling and walking both during and after the Covid-19 lockdown. £1 billion is expected to be spent on building 250 miles of new, high quality cycle routes and safe junctions in towns and cities across England. The Department for Transport also announced that dozens of new “Mini-Holland” schemes will be created. These pilots of low-traffic neighbourhoods are modelled on Dutch schemes and make local streets safer to walk, cycle and play in while maintaining some motor vehicle access.

Within Torbay there are clear opportunities to better connect people and places with targeted investment in active travel infrastructure. The council shares the CWIS ambition to provide more direct, convenient, safe and attractive options for more local journeys, as demonstrated in the Torbay Corporate Plan and Devon & Torbay Local Transport Plan.

Responding to the climate crisis

On 24 June 2019 Torbay Council declared a Climate Emergency, with the aim of becoming carbon neutral by 2030. Transport contributes approximately 28% of Torbay’s greenhouse gas emissions and reducing this will be essential to meet both national and local climate commitments. Torbay is working with Devon County Council to produce a Devon-wide response to the climate emergency, and evidence from elsewhere in the country suggests near total electrification of the vehicle fleet and a significant reduction in car kilometres travelled will be needed. Making less journeys and making journeys by active and sustainable means will be critical to achieving climate targets.

Supporting health, wellbeing and access for all

Active travel can play a crucial role in supporting public health and wellbeing. It is one of the simplest and most effective ways to enable adults and children to meet recommended levels of physical activity.

A lack of physical activity is the cause of one in six deaths in the UK, and costs the country an estimated £7.4bn per year.ⁱ In Torbay, 61% of adults and 43% of children are overweight or obese, with an annual direct cost of around £2.5 million to the NHS and around £18m of wider societal costs. 14% of the adult population currently cycle at least twice a monthⁱⁱ yet by improving active travel networks the LCWIP can increase this level and make cycling a common form of exercise for more people. Torbay Council are encouraging more people to be active as well as using sport and physical activity to help address health inequalities, contribute positively to the economy and raise the profile of the area.

Focussing on inclusive “All Ages and Abilities (AAA)” design and ensuring cycling is accessible for all will be important when developing and delivering schemes through the LCWIP process.

Improving accessibility and social sustainability

It is particularly important that the 26% of households in Torbay without access to a car (Census 2011) can access employment and education opportunities, key services and facilities. Delivering improved active travel connections between key destinations will be important in this regard. Reducing social isolation, especially for older people, and increasing levels of community engagement can be supported by active travel as a means for people to interact socially more often.

Improving the tourism offer

Tourism dominates Torbay’s economy, with around 8.5 million

visitor bed nights per year and the population increasing from 130,000 to over 200,000 in summer months. The English Riviera Destination Management Plan aims to increase year-round growth in visitor numbers, extend the season, and attract new international and UK visitors.

Cycling and walking investment can play a key role in enhancing the tourism offer. It can improve the quality of the urban realm, make it easier for visitors to travel around the bay, and provide new reasons to visit the bay with high quality cycling and walking experiences.

Existing travel patterns in Torbay

Nearly two-thirds of journeys to work by residents in Torbay are by car or van as a driver or passenger (Census 2011), with 15% travelling to work on foot. Just 1% travel to work by bicycle, significantly lower than the national average and for urban areas in England. However, there are high levels of self-containment within Torbay, with many people both living and working in the area. 58% of trips to work by Torbay residents are less than 5km and 80% are less than 10km, indicating there is potential for further growth by making cycling to work viable and attractive for more people.

Since 2011 and despite the hilly topography of the bay, the cycling and walking culture has been developing, with strong existing assets of the South West Coast Path, Paignton Velopark, Geopark Cycle Loop, mountain biking and BMX facilities, and existing sections of cycle route. Further details of cycling and walking travel patterns in Torbay are contained in section 4.

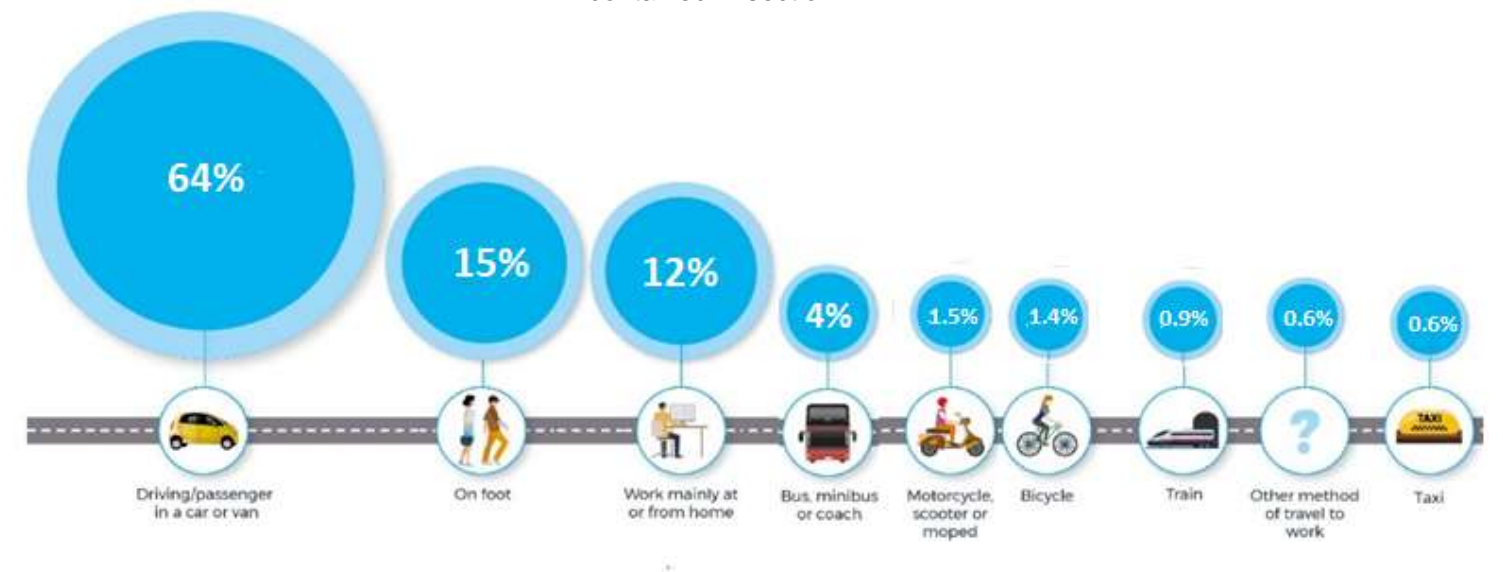


Figure 1.1. Method of travel to work in Torbay (Source: 2011 Census)

3 National and local policy context

There are clear opportunities to support environmental, health, social and sustainable mobility goals that better connect people and places with targeted investment in active travel infrastructure. This is evident in both national and local policy that has guided and shaped the Torbay LCWIP process. A summary overview is provided below.

National policy context

Gear Change: A bold vision for cycling and walking (DfT 2020)

Sets out Government's vision for delivery of far higher quality cycling infrastructure, focusing on segregated cycle routes with local authorities being expected to deliver a step change in the Level of Service for cycling and walking. It states, "Cycling and walking will be the natural first choice for many journeys with half of all journeys in towns and cities being cycled or walked by 2030". It establishes "Active Travel England" that will assess local authorities' performance on active travel, with findings influencing the funding authorities receive across all transport modes. The accompanying Local Transport Note 1/20 Cycle Infrastructure Design sets out new ambitious cycle design standards.

Cycling and Walking Investment Strategy (DfT 2017)

Aims to make active modes a natural choice. Locally targeted investment via LCWIPs assist to connect people with places – creating vibrant, healthier and productive places and communities.

Future of Mobility: Urban Strategy (DfT 2019)

Nine principles to address the challenge of transforming towns and cities to meet current and future transport demands. Includes the principle that '*walking, cycling and active travel must remain the best option for short urban journeys*'.

Everybody Active, Every Day (Public Health England 2014)

Indicates how the built and natural environment impact on the travel choices people make and highlights the necessity for effective urban design and transport systems which create 'active environments' to promote walking, cycling and more liveable communities.

Clean Air Strategy (DEFRA 2018)

Outlines how achieving modal shift is key to delivering emissions reduction. LCWIPs have a part to play in tackling the climate emergency by reducing emissions through the delivery of walking and cycling options for journeys.

Inclusive Transport Strategy (DfT 2019)

An inclusive transport system must provide inclusive infrastructure, with streetscapes designed to accommodate the needs of all travellers.

LCWIPs identify improvements to build active travel networks and key routes fit for all users.

Local policy context

Local policy relating to walking and cycling is contained in a range of documents, outlined below. These policy documents show a strong level of support for cycling and walking. Several documents, including the Local Plan, are currently being reviewed, making this an ideal time to bring forward and integrate further cycling and walking proposals.

Key local policy documents include:

- Torbay Council Community & Corporate Plan, 2019
- Torbay Local Plan 2012-2030 (under review)
- Torquay, Paignton, Brixham Town Centre Masterplans 2015 & 2017
- Torbay Harbour Authority Port Masterplan, 2013
- Torquay, Paignton, Brixham Neighbourhood Plans 2018
- Transformation Strategy for Torbay's Town Centres 2017
- Torbay Green Infrastructure Delivery Plan 2010 (under review)
- Torbay Highways Design Guide (2020) and Urban Design Guide (2006)
- Local Transport Plan (LTP3), Devon and Torbay Strategy 2011-2026
- LTP3 Torbay Implementation Plan (2016/17 – 2020/21)
- Torbay Sport Facilities Strategy 2014-2021
- Torbay's Joint Health and Wellbeing Strategy 2018-22
- Healthy Torbay Supplementary Planning Document, 2017
- South Devon Area of Outstanding Natural Beauty (AONB) Management Plan 2019 – 2024
- English Riviera Destination Management Plan 2017-21
- Torbay Heritage Strategy, 2021-26
- Torbay Council Equality Objectives, 2016
- Torbay Council Director of Public Health Annual Report 2019
- Torbay Council Economic Recovery Plan 2020

Key relevant themes emerging from local policy are set out on the following pages.

Policy support for cycling and walking

There are strong levels of support for walking and cycling in existing local policy. Aspiration 2 of the Local Plan, to "Achieve a better connected, accessible Torbay and critical infrastructure", seeks to improve cycling and walking routes and encourage active travel. The Neighbourhood Plans and Supplementary Planning Documents also include cycling and walking as key elements. The Local Transport Plan (LTP3) recognises the role the active travel schemes can play in supporting the local economy, improving health, and access to education, employment and

services. It also recognises that transport corridors can be attractive environments for wildlife, providing Green Infrastructure by connecting areas of valued habitat and sustaining biodiversity.

Growth areas and local plan designations

The Local Plan sets out housing and employment growth areas in Torbay, including strategic sites at Edginswell, around Torquay Hospital, and to the West of Paignton. The Local Plan also designates core tourism areas, and town, district, and neighbourhood centres (see Figure 5.1).

Local policy recognises that Torbay's town centres are in decline and must change. The Transformation Strategy for Torbay's Town Centres 2017 notes that Torquay and Paignton town centres are on the "critical list" and require immediate action, with much more emphasis on, and investment in, consumer experience. The Torquay, Paignton, and Brixham Town Centre Neighbourhood Plans and Masterplans include proposals for this transformation detailed in the following section along with wider transport proposals.

Transport and placemaking schemes

LTP3 notes Torbay has made great progress in providing infrastructure such as cycle lanes and promoting cycling for commuting and leisure use. This was reflected in a 53% increase in peak cycling trips during the second Torbay Local Transport Plan period from 2006-2011.

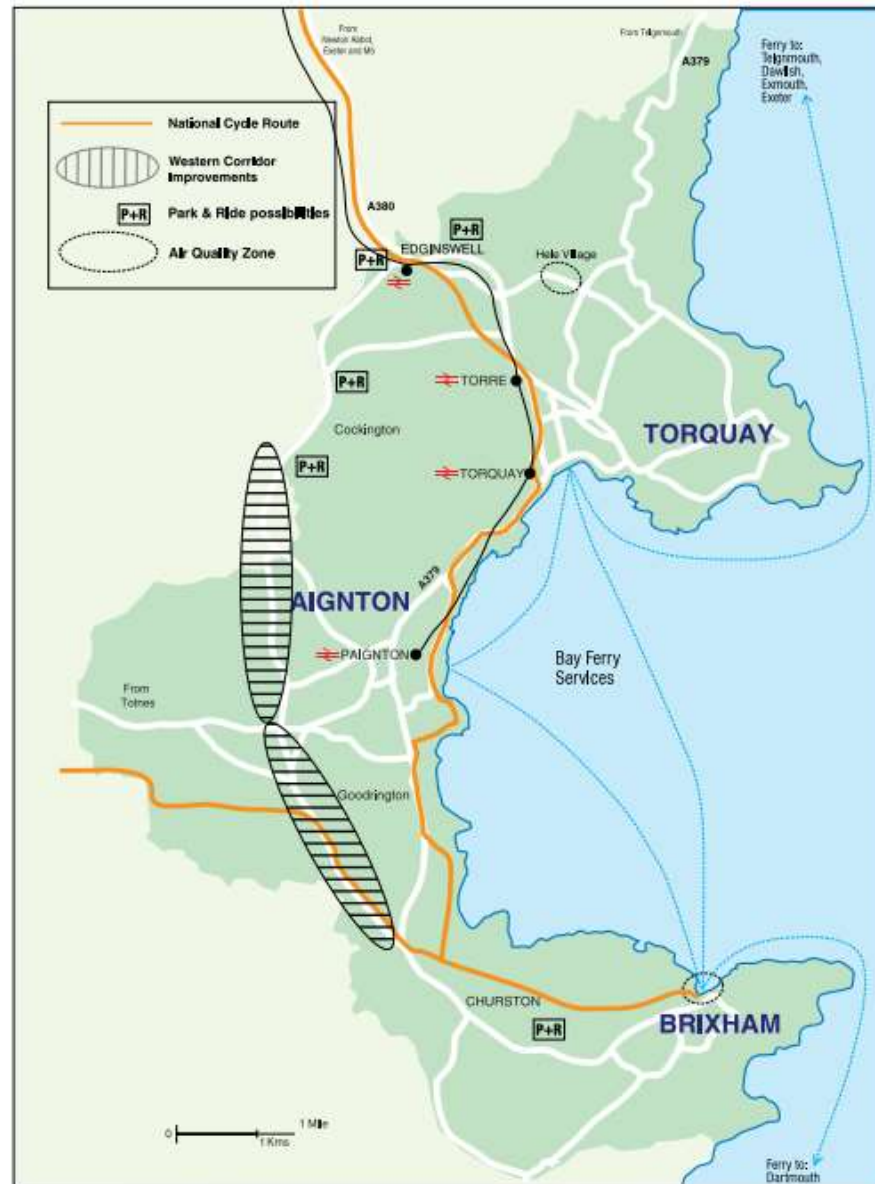


Figure 3.1. Transport proposals for Torbay in LTP3

A number of transport improvements were set out in LTP3 (Figure 3.1):

- Development of a National Cycle Route linking Torquay, Paignton, and Brixham with onward links to Newton Abbot and Totnes
- Western Corridor Improvements
- Park & Rides
- A new rail station at Edginswell

Further schemes are identified in the LTP3 Implementation Plan:

- Brixham Town Centre Public Realm Improvements to introduce shared, flexible space, reduce traffic speeds and quality public space

- Torquay seafront – new roundabout at Rathmore Road junction with Torbay Road, with associated pedestrian, cycle and highway improvements
- Junction Improvements
- Paignton Town Centre pedestrian, road traffic, rail station improvements as part of a regeneration package
- Clennon Valley Off-Road Pedestrian and Cycle Route
- Ring Road Active Travel Corridor
- Goodrington to Brixham Pedestrian & Cycle Route

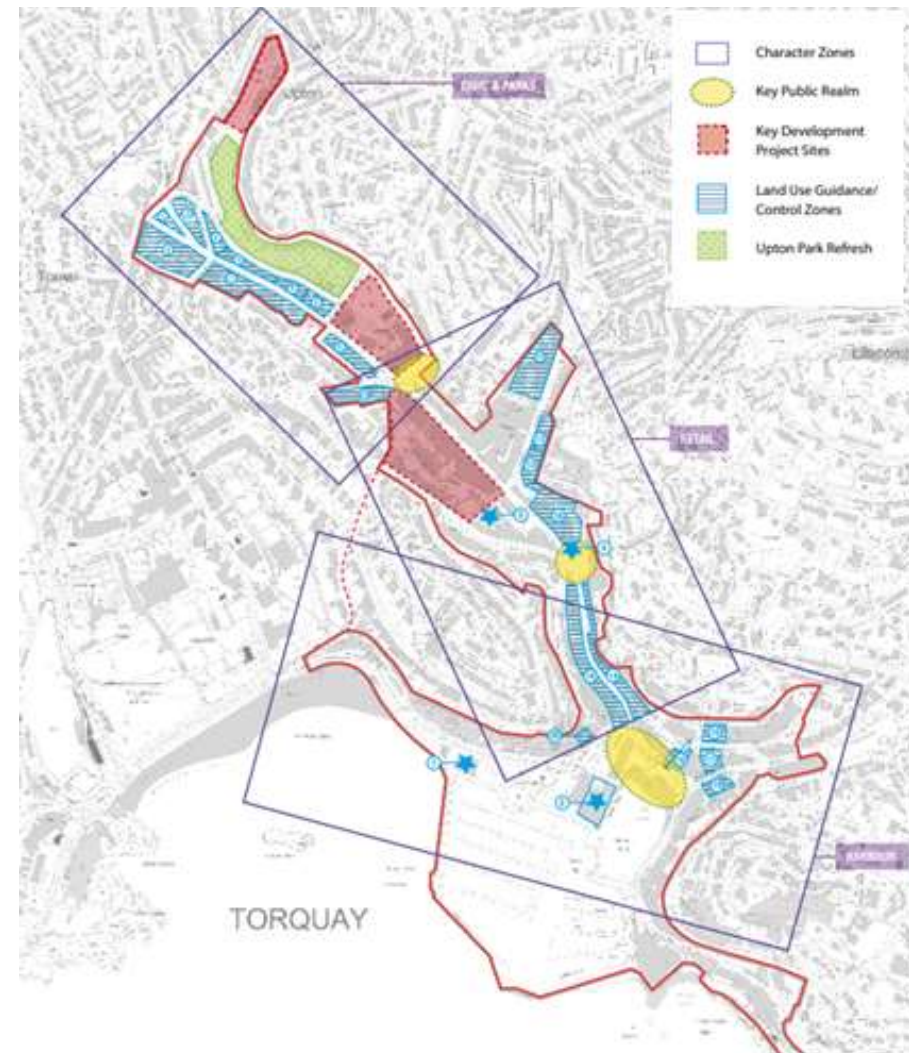


Figure 3.2. Torquay Town Centre Masterplan proposals

The Torquay Town Centre Masterplan SPD (2015) proposes further development between the harbour and Upton Park to the north, with key development sites identified along this route. The plan proposes enhancing the harbour as a leisure and entertainment hub, relocating some bus stops and improving the pedestrian environment (Figure 3.2). This element of the masterplan has secured funding and is being delivered as part of The Strand Townscape Improvements scheme.



Figure 3.3. Paignton Town Centre Masterplan proposals

The Paignton Town Centre Masterplan SPD (2015) proposes an overhaul of the highways network, including eliminating the one-way system through the town, and creating new public spaces. This includes pedestrianising the western end of Torbay Road, the south side of Palace Avenue, and the middle section of Winner Street. The masterplan includes a Public Realm Framework, proposing a number of streetscape improvements (Figure 3.3).

In March 2020 a business case was submitted by Torbay Development Agency asking the Government for an £18.8 million investment to deliver a range of projects in Paignton Town Centre, including new housing, public space improvements, and a flood defence scheme.

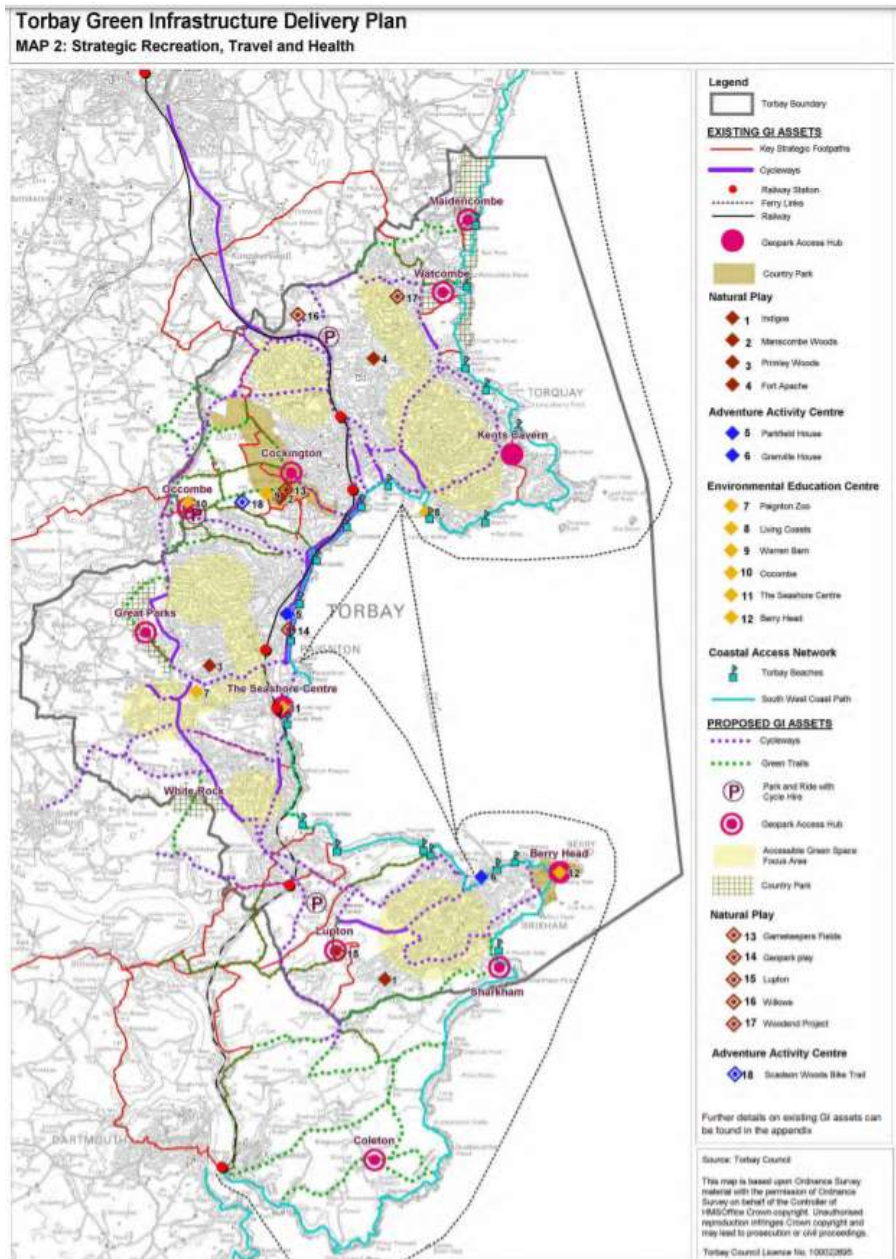


Figure 3.4. Green Infrastructure Delivery Plan proposals

Although prepared a decade ago and under review 2010, the Torbay Green Infrastructure Delivery Plan includes numerous proposals for new/improved cycleways and “green trails” across Torbay, including a coastal cycling route to form part of the National Cycle Network. There are also proposals for a cycle hire scheme. The plan seeks to create and enhance accessible wild play space and work, and to provide new opportunities for outdoor activities and sport.

Health and inequality issues

Torbay’s Joint Health and Wellbeing Strategy and other local policy notes that Torbay offers a great quality of life for individuals and families. However, like many coastal areas, Torbay has its challenges. There are high levels of poverty and deprivation with not enough opportunities for young people.

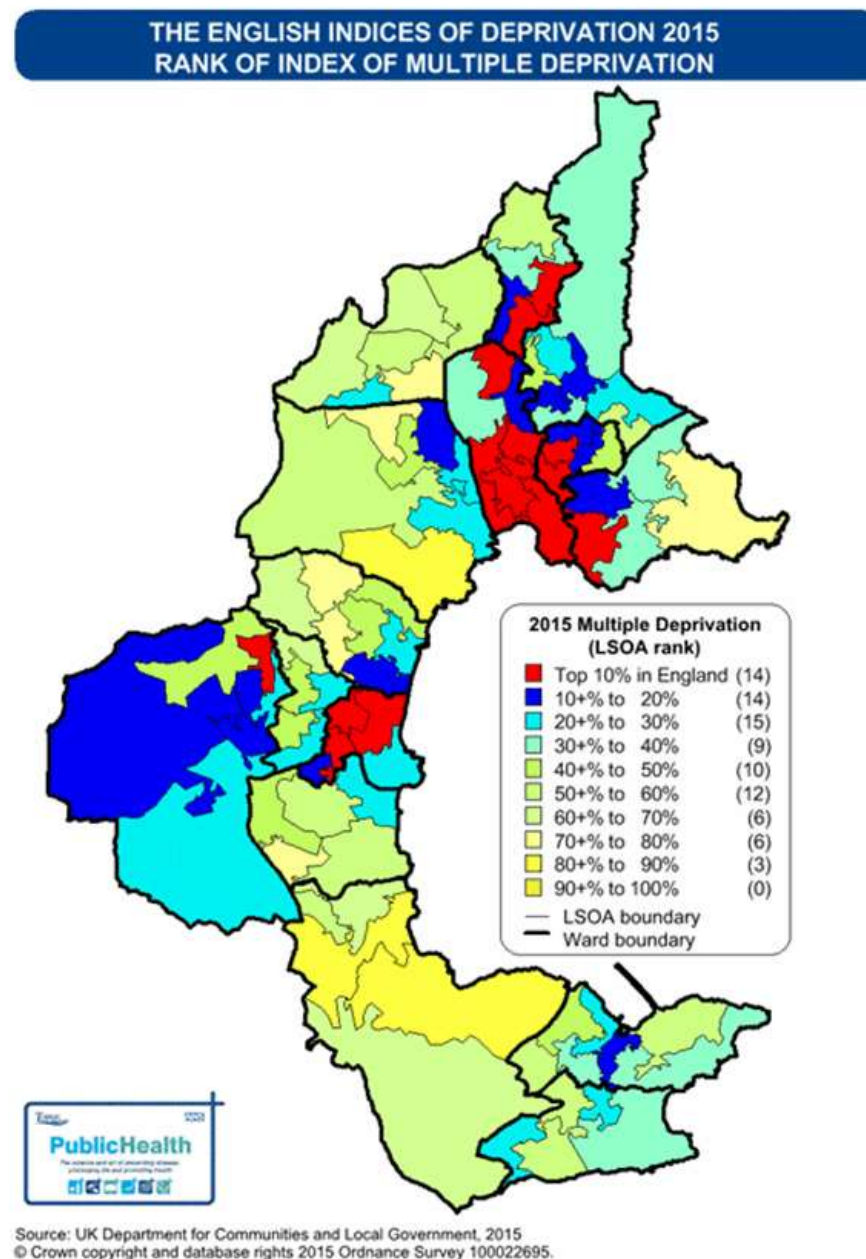


Figure 3.5. Deprivation in Torbay

Torbay is the most deprived local authority area in the South West. A female living in the most deprived area of Torbay will live, on average 8.9 years less than if they lived in the least deprived area. For males, this is 5.2 years. The Strategy aims to create places where people can live healthy and happy lives, including by getting more people moving actively. The most deprived areas in Torbay include Paignton and Torquay town centres (see Figure 3.5).

The importance of tourism

The English Riviera Destination Management Plan 2017-21 highlights the importance of tourism for the bay and sets out future aspirations.

In 2015, over 4.5 million trips were taken to Torbay with £436 million spent by those visitors. The bay has a strong and loyal UK market, attracting 97% of its visitors from the UK and has an extremely high repeat visitor rate of 87%.

The plan sets out a range of priorities and actions to enhance the tourism offer, including:

- Extending the season to attract new domestic and international visitors and overcome extreme seasonality in peak summer months
- Define Torbay’s cultural offer, making the most of cultural assets including Agatha Christie and UNESCO Geopark
- Develop experiences to exploit new opportunities and satisfy the needs of new visitor markets
- Maximise the trend in “staycations”, with additional focus on international visitors, under 35s, business/conference tourism

4 Existing cycling and walking travel patterns

In the 2011 Census, 15% of Torbay residents travelled to work on foot, and just 1% by bicycle. However, 58% of commute trips were less than 5km, indicating there is potential for further growth by making cycling to work viable and attractive for more people. Since 2011, walking and cycling rates in Torbay have continued to increase. The creation of cycle facilities including Paignton Velopark, Geopark Cycle Loop, mountain biking and BMX facilities, are all helping to develop a cycling culture in the bay. Investment through the Local Sustainable Transport Fund has helped deliver new routes linking Torbay Hospital to Torquay Town Centre, and links towards Paignton.

Nonetheless, Torbay still faces significant challenges to increasing cycling use in particular, including:

- Low current levels of cycling, particularly when compared to other urban areas in England.
- Hills, that are a significant barrier to increased cycling for many people, although the increased availability of electric bikes may be helping to overcome this.
- Fragmented existing cycling network, with limited provision of dedicated segregated cycle routes, separate from both pedestrians and motor vehicles.
- Extensive one-way systems in Torquay, Preston, Paignton, and Brixham, with no contraflow facilities for people cycling, acting as a barrier for many people.

In 2018, “Beat the Street” Torbay surveyed 850 residents on their perceptions of cycling and walking in the bay. Overall, 47% of respondents felt it was ‘somewhat easy’ or ‘very easy’ to travel by cycle or foot. When asked what could be improved, the most popular responses were cycle paths, walking infrastructure, and improved/safer roads.

Nationally, the Sustrans “Bike Life” survey is the biggest assessment of cycling in urban areas in the UK and Ireland. Over 17,000 randomly selected respondents in 14 cities participate in the survey. Key findings are that safety is the biggest barrier to cycling, and that cycle routes separated from pedestrians and motor vehicles are significantly more likely to encourage people to cycle than other forms of cycle infrastructure.

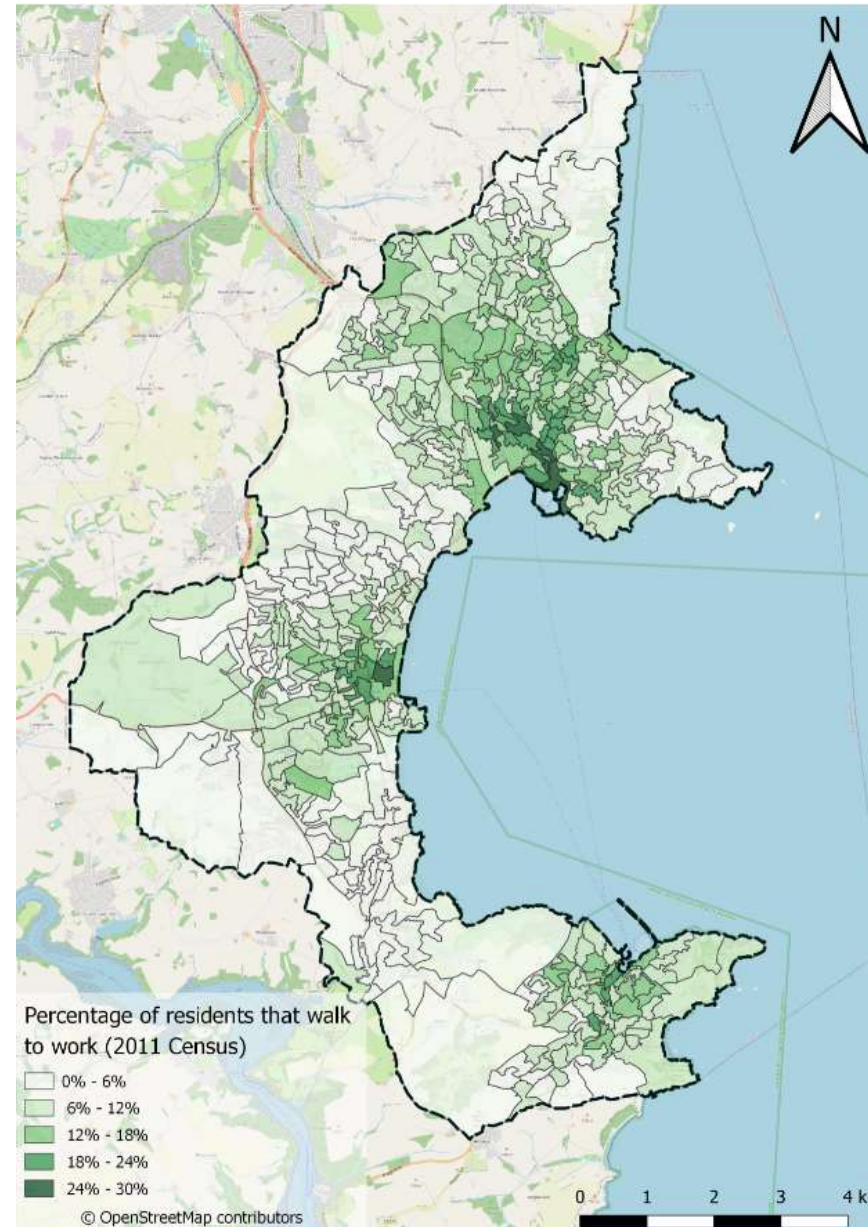


Figure 4.1. Residents that walk to work

The highest levels of walking to work in Torbay are within Torquay and Paignton town centres, with up to 30% of employed residents walking to work in some areas (Figure 4.1). Outside of the town centres, levels of walking are markedly lower, despite being well within a normal 2km walking distance, indicating that there are local issues reducing walking rates.

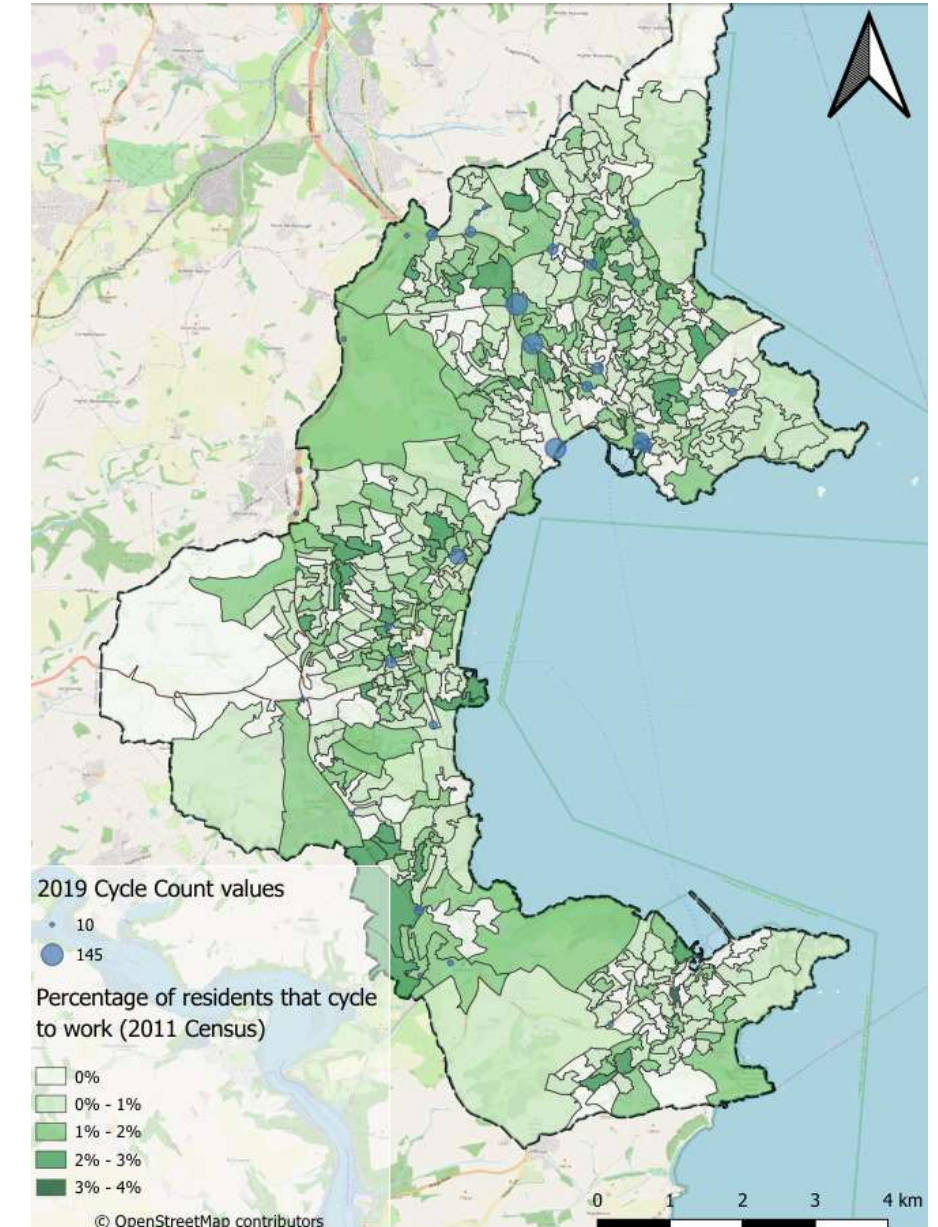


Figure 4.2. Residents that cycle to work

There are typically low levels of cycling to work across most of Torbay, with only small pockets where cycling use raises to a maximum of 4% of employed residents (Figure 4.2). Analysis of cycle count data shows the highest recorded cycle flows in Torquay, particularly on the corridor between the Torquay rail station and the hospital.



Figure 4.3. 2011 Commuter cycle flows. Increased width = increased usage (Source: Propensity to Cycle Tool)

Figure 4.3 shows the estimated routes taken by people cycling to work in Torbay in 2011, for the top 30% of cycle routes only. The route from Tweenaways to Paignton town centre along Totnes Rd, and the route between Paignton and Torquay town centres are by far the most popular routes in all current and future scenarios in the Propensity to Cycle Tool (PCT) (see www.pct.bike for further information on the PCT). While the 2011 cycle flows are low, the outputs also indicate the highest flows are within Torquay, with some cycle traffic also using the A380 and A3022 Brixham Road.

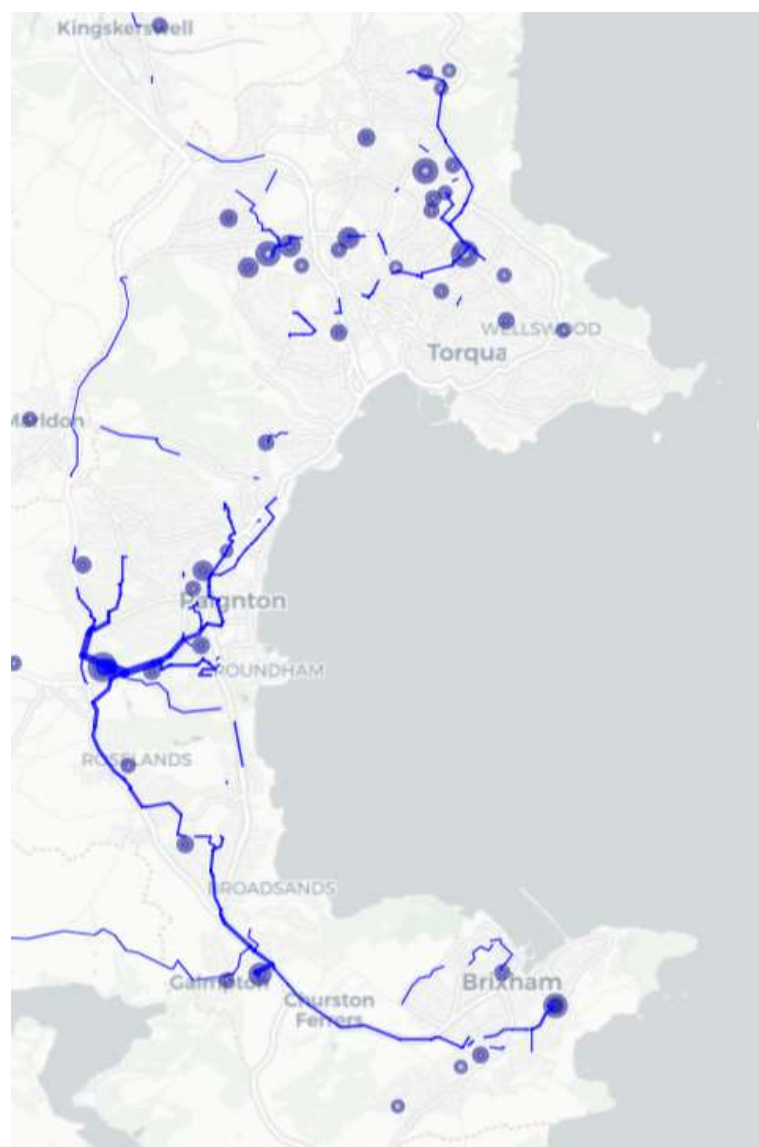


Figure 4.4. School cycle flows. Increased width = increased usage. (Source: Propensity to Cycle Tool)

While commute trips are important they do not represent all cycle trips. Figure 4.4 shows estimated cycle to school trips based on the 2011 school census data. Reported cycling levels are typically very low, but do again highlight Totnes Road around Paignton Community & Sports Academy as an important route.

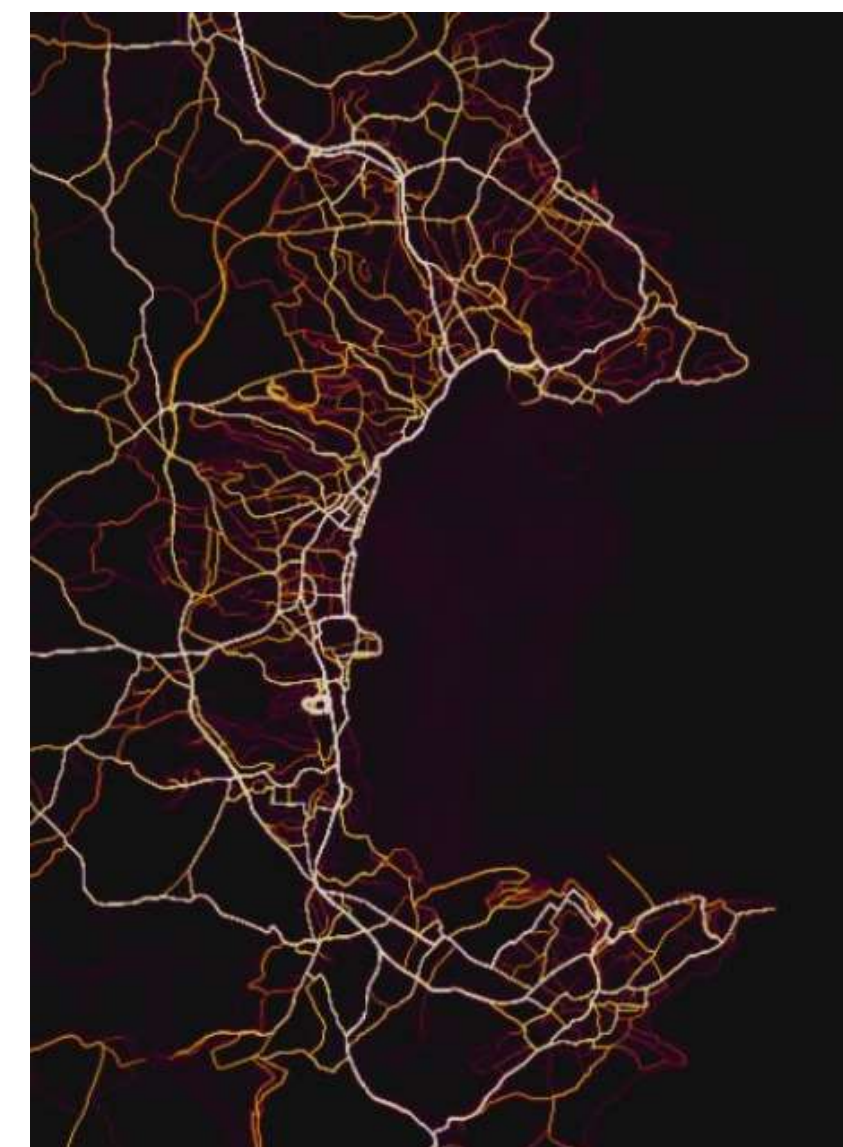


Figure 4.5. Strava cycle flows. Brighter colours = increased usage. (Source: Strava)

Finally, outputs from the Strava global heatmap (www.strava.com/heatmap), show anonymised data collected from people cycling using the Strava mobile app. While the results are typically skewed towards more confident sports/leisure cyclists, the results again highlight the importance of the coastal route between Paignton and Torquay, and the route from Torquay station, to the hospital, and towards Newton Abbot.

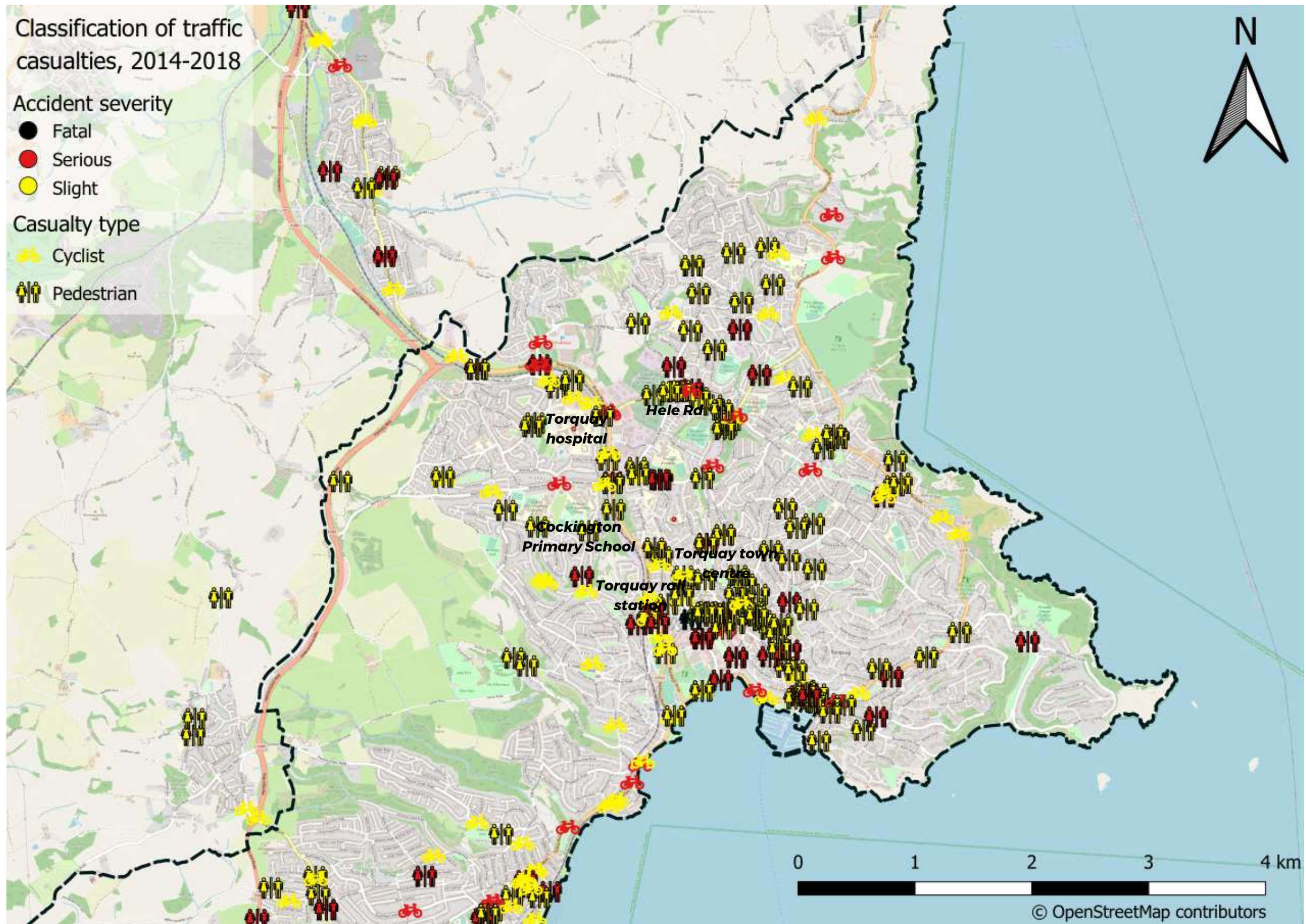


Figure 4.6. Traffic casualties, pedestrians and cyclists 2014-18 (Torbay North)

Figure 4.6 shows pedestrian and cycle casualties across the north of Torbay, recorded by the Police. For every injury shown on the map, there will be additional injuries and near misses not reported. The mapping identifies safety issues, but also helps identify where pedestrian and cycle flows may be greatest, broadly reflecting the highest cycle flows shown in the Propensity to Cycle Tool.

This highlights Torquay town centre as a focus for safety issues. The route from Torquay rail station to Torquay hospital also stands out with a hotspot of serious injuries in the vicinity of Cockington Primary School.

B3199 Hele Road also stands out as a particular hotspot for walking casualties.

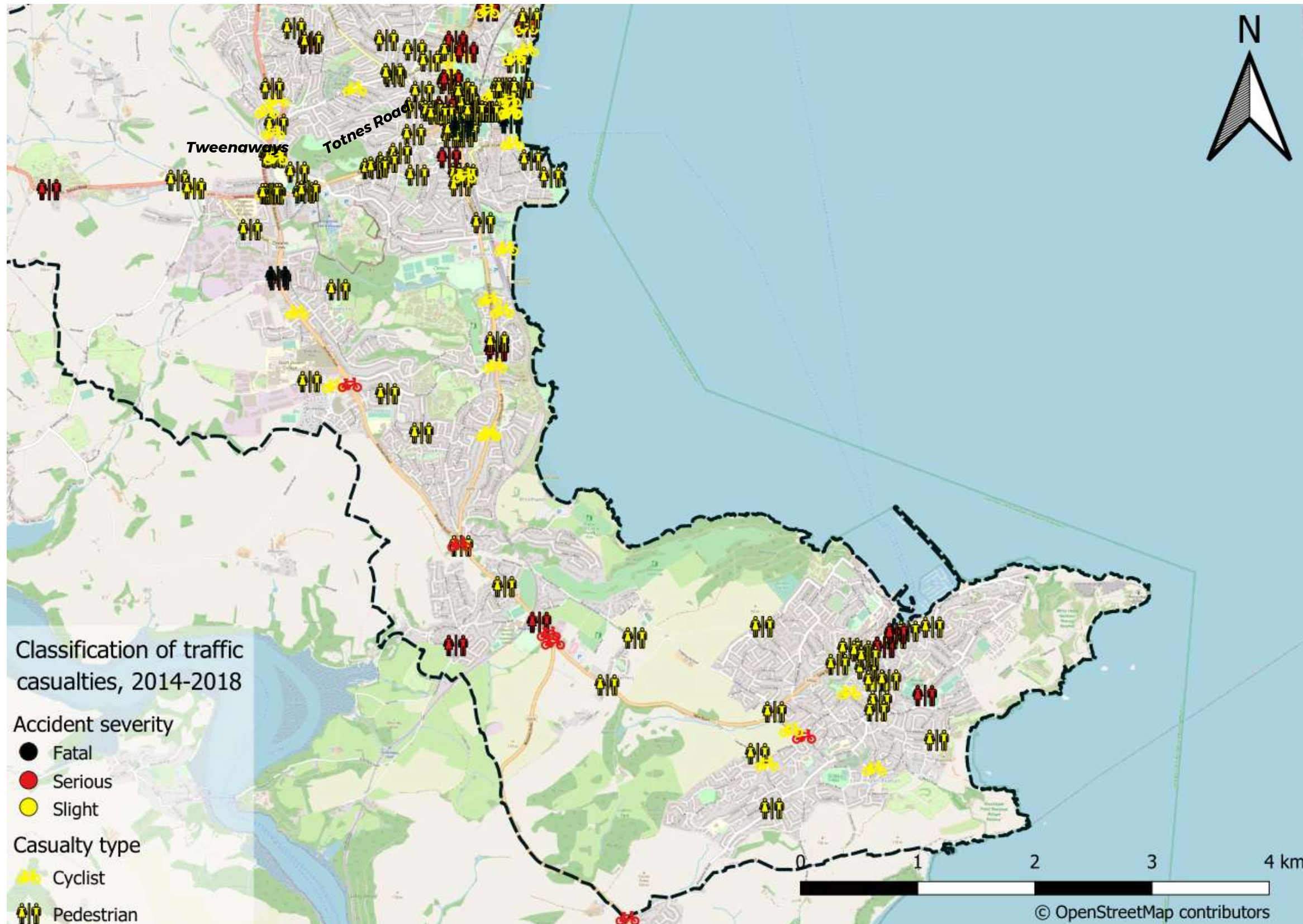


Figure 4.7. Traffic casualties, pedestrians and cyclists 2014-18 (Torbay South)

Figure 4.7 highlights Paington and Brixham town centres as a focus for safety issues. Totnes Road between Paington and Tweenaways, and the A380 immediately north of Tweenaways also stand out as injury hotspots.



Figure 4.8. Existing and proposed cycle infrastructure (left)

Figure 4.8 shows existing cycling infrastructure provision in Torbay, along with previous and existing proposals for cycle routes considered by the Council.

The map shows the fragmented nature of the cycle network in Torbay, however, there are some routes already served by traffic free cycle infrastructure.

Figure 4.9 shows suggestions for improvements posted recently on the widenmypath.com website. While the level of engagement is limited, the requests are mainly concentrated on the coastal cycle route, with proposals for segregated cycle routes among the most popular proposed measures.

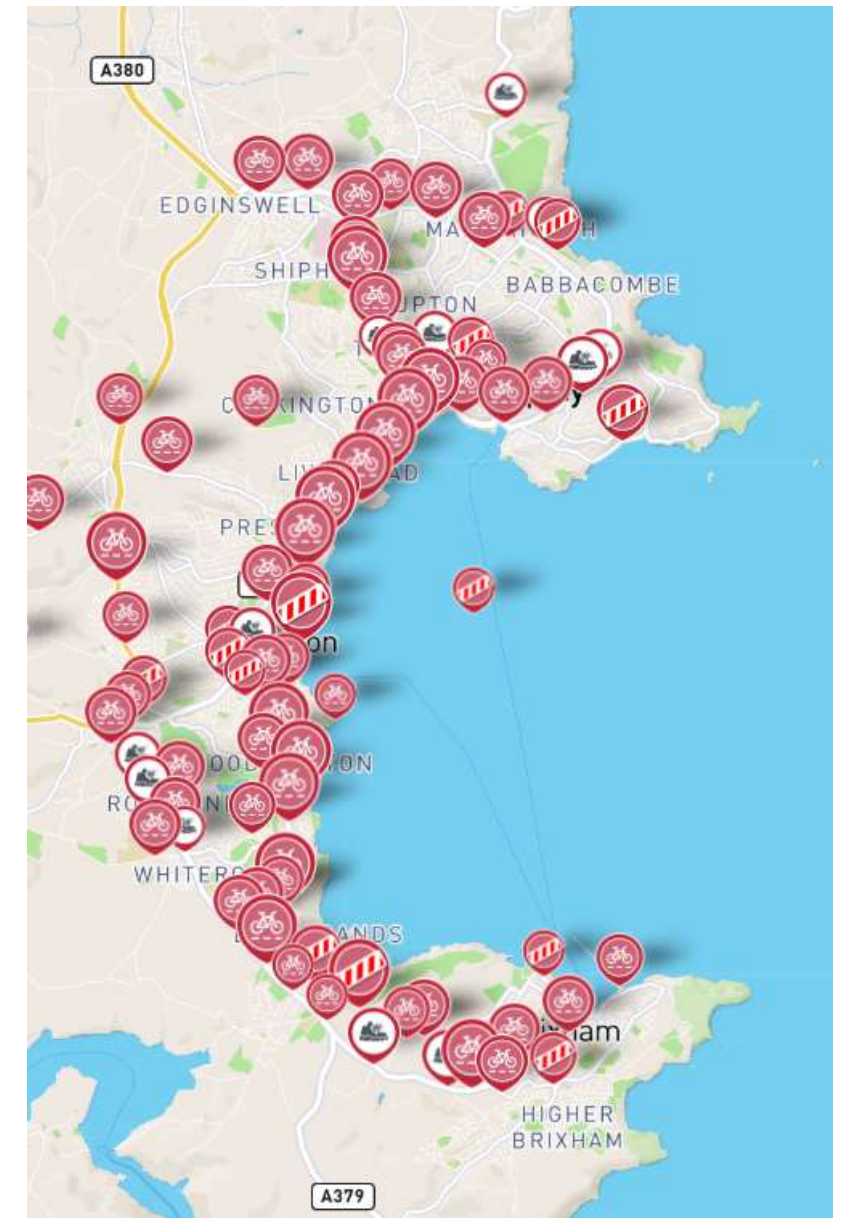


Figure 4.9. Suggestions for improvements

Best practice

This section sets out a number of best practice examples from across the country that could be applicable to Torbay.

Bristol 20mph limits

Citywide 20mph speed limits were introduced in Bristol in 2014 and 2015, following earlier successful pilot schemes. Over 80% of roads in the authority area are now 20mph including many A roads. The £2 million scheme aimed to improve health and well-being across the city, and also reduce traffic casualties.

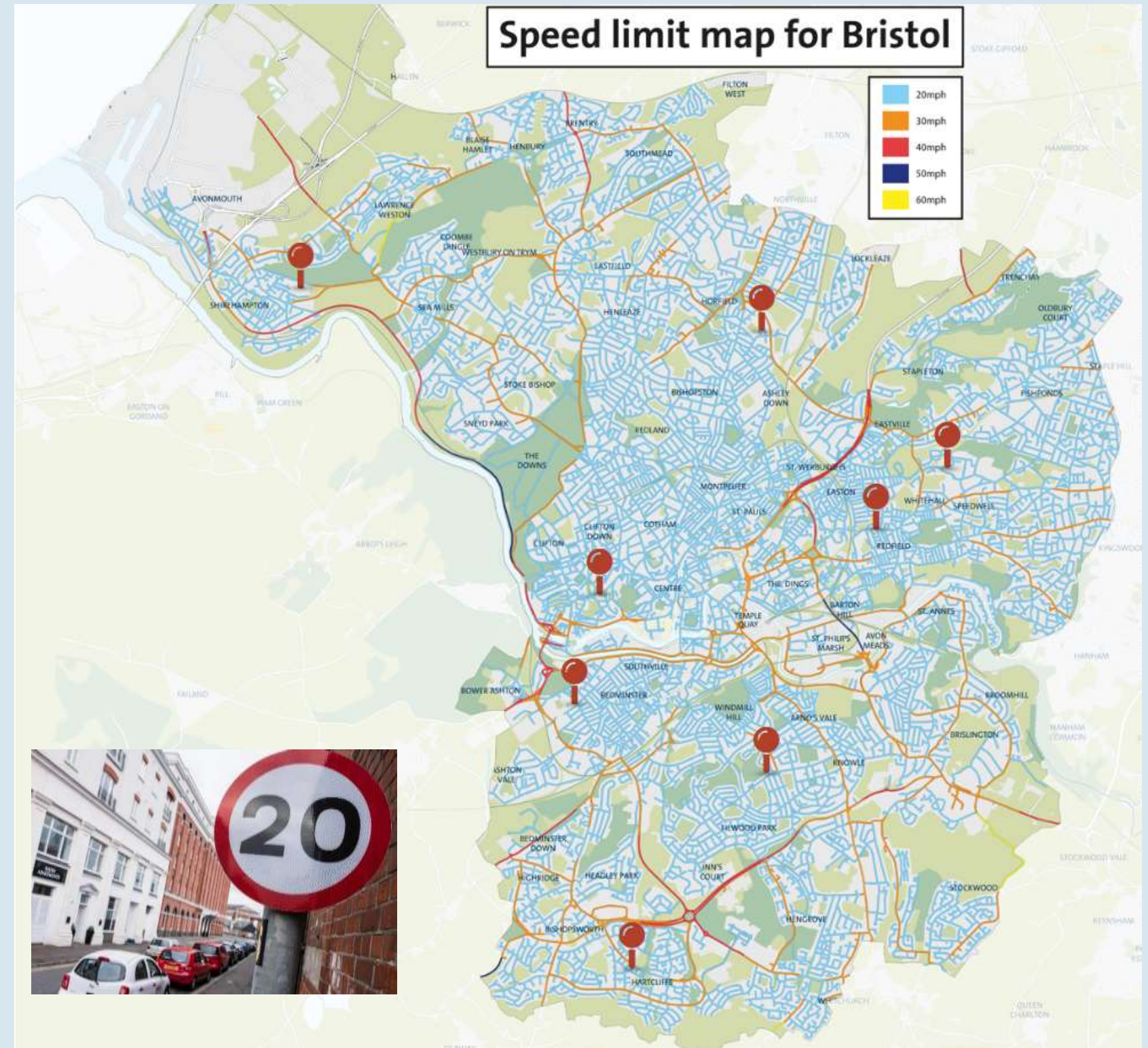
The University of the West of England (UWE) conducted a comprehensive evaluation of the schemeⁱⁱⁱ, with key findings including:

- 94% of roads saw a reduction in speed, with largest reductions on A and B roads that previously had the highest speeds, with mean average speeds across all roads dropping to 23mph.
- Reduction in fatal, serious, and slight injuries, with estimated annual savings of over £15m based on the DfT formula for the cost of road traffic casualties.
- An estimated 2 child lives and 4 child serious injuries will be prevented every 3 years.
- Walking and cycling across Bristol has increased, both among cycling travelling to school and adults travelling to work. Across the city, people walking to work increased from 17.5% to 18.9%, and people cycling to work increased from 11% to 15% between 2010 and 2015. People driving to work decreased from 53% to 44% over the same period.
- Despite some initial opposition a clear majority now support 20mph limits, with 62% supporting limits on residential roads and 72% on busy streets.

The UWE evaluation concludes that the introduction of 20mph speed limits in Bristol offers a model for other towns and cities across the UK, who are seeking to reduce traffic speeds, cut road traffic casualties, and promote community health and well-being. Many other towns and cities, including nearby Newton Abbot are now exploring rolling out area wide 20mph zones.

Potential in Torbay...

While not current Torbay Council policy, area-wide 20mph limits could be a good solution in Torbay, where a lack of road width and other constraints may limit the ability to deliver dedicated cycling infrastructure in many places.



Exe Estuary Trail

The Exe Estuary Trail is a cycle and walking link extending for over 16 miles from Dawlish to Exmouth, and Exeter Quay. The 10-year scheme cost around £17 million to develop, and has resulted in a high quality, largely off-road, cycling and walking route. The route connects towns and villages, railway stations and ferries; providing easier active access around the Exe Estuary, one of Devon's most highly designated and protected environments. The trail forms part of the National Cycle Network Route 2, as well as the East Devon Way and Exe Valley Way walking trails.

The trail enables safe commuter cycling between the settlements around the Exe estuary. It also **contributes to health and well-being by providing an easily accessible green infrastructure** to residents along the Estuary.

It enables the public to **experience the wildlife** of the Estuary with opportunities for **education and community engagement**, and provides opportunities for **business growth and tourism**.

The trail connects 80,000 residents in the area to Exeter and helped bring about a **significant increase in walking and cycling**. Around 30% of trips made on the trail occurring during commuter periods. The trail also has a high proportion of leisure use and **acts as a tourist attraction in its own right**.

The scheme has also led to **increased footfall in businesses along the route**, as well as enabling more cycle hire locations and leading to an increase in cyclists using the cycle ferry at Starcross.

Evaluation of expenditure for trail users across the Exe Estuary Trail, Drake's Trail and the Tarka Trail, suggests the trails result in **£13.4 million in annual business turnover, 200 full time jobs, and health benefits of over £3.5m per year**.^{iv}

Devon County Council run a 'Share this Space' campaign that encourages everyone to be alert, be patient and be nice. This helps create a pleasant environment for everyone.

<https://www.traveldevon.info/cycle/safe-cycling/share-this-space/>



Potential in Torbay...

As set out in section 5, several of the proposed LCWIP routes could provide a similar amenity in Torbay, acting as a tourist attraction, whilst providing a valuable transport link for residents.



Co-bikes, Exeter

Co-bikes was the **UKs first on-street electric bicycle hire scheme**, operating across Exeter. Within two months of the relaunch of the scheme with updated bikes in September 2019, they saw 450 new or returning members making 1200 trips on the bikes, with 75% of the users living in Exeter. Plans are underway to expand to new sites across the city, including additional rail stations, new housing developments and key employment hubs. The proposal to expand the eBike network in 2018 listed 14 potential sites at a total estimated cost of £240,000, including a mix of docked sites, dockless sites and site extensions.

Potential in Torbay...

E-bikes in Torbay, linked to new infrastructure in this LCWIP, could play an important role in increasing the number of people cycling.



Wayfinding, Littlehampton

Littlehampton in West Sussex has deployed high quality mapping and signage to highlight pedestrian areas of the seaside town and reconnect the town centre to the seafront. Themed on a day out by the seaside, the graphic style is bright and lively. The mapping highlights landmarks and attractions and key pedestrian routes to connect the public realm. The project builds on the approach of Legible Bristol, Bath, and similar wayfinding schemes in London, which use high quality on-street signage, paper mapping, public art, and associated projects.

Potential in Torbay...

A similar project in Torbay could help both locals and visitors navigate the area and enhance the public realm.

Segregated cycle routes and Liveable Neighbourhoods

Towns and cities across the UK are adopting Dutch style design principles including delivery of segregated cycle routes and Liveable or Low-Traffic Neighbourhoods. These approaches were recently endorsed by central government in its new cycle infrastructure design guidance.

Safety and the perception of safety is the main reason why most people do not cycle, or do not cycle more. Segregated cycle infrastructure breaks down these barriers – providing separation from other road users on both links and at junctions.

Segregated cycle routes have been delivered across Bristol city centre in recent years, leading to significant increases in the number of people cycling. The schemes provide direct and comfortable routes, with high levels of priority for people walking and cycling. This includes continuous footways and cycleways over side roads, and enhanced priority at junctions and parallel “tiger” crossings.

Local authorities across the country are also developing liveable neighbourhoods and Healthy Streets to deliver safer, quieter, less polluted and more pleasant streets. They provide the opportunity to create space for social activity, play and greening. Introducing liveable neighbourhoods leads to:

- more active travel
- improvements in physical health & wellbeing
- greater social cohesion

The term “modal filter” refers to infrastructure that allows people walking, cycling, and sometimes public transport, but prevents through movements of motor traffic. Modal filters can be the single most effective intervention installed along a street to reduce through traffic and create safer streets for cycling and walking.

The best-known liveable neighbourhood in the UK is in Waltham Forest. The £2.3 million scheme included cycle streets, continuous footways, pedestrian crossings, school streets, pocket parks and trees, and “Bikehangars”, which provide secure cycle parking for residents in the same footprint as half a car parking space.



Healthy Streets Indicators



The Oval Triangle



5 Network planning for cycling

Current & future origins and destinations

The LCWIP Technical Guidance notes that identifying demand for a planned cycle network should start by mapping the main origin and destination points.

In line with the guidance, census output areas were chosen to represent journey origins from existing residential areas. Additional origins and destinations were identified as shown in Figure 5.1, including:

- Future housing and employment sites adopted in the Local Plan
- Core tourism areas and attractions
- Town, District, and Neighbourhood Centres as identified in the Local Plan
- Current and proposed rail stations
- Hospitals and secondary schools

Cross-boundary journeys to/from outside of Torbay were also considered, with particularly strong demand for travel north of Torquay towards Newton Abbot. Since the 2011 census it's likely that the number of people cycling between Newton Abbot and Torbay has increased due to the South Devon Link Road and associated improvements on Torquay Road/Newton Toad. In addition, each of the datasets referred to in Section 4, including cycling to school data, Strava data, and road collision data, were considered when identifying potential cycle trips both now and in the future.

Desire lines

Geographic Information System (GIS) software was used to locate and map the principal trip origins and destinations and determine 'desire lines' for movement between them as set out on the following page.

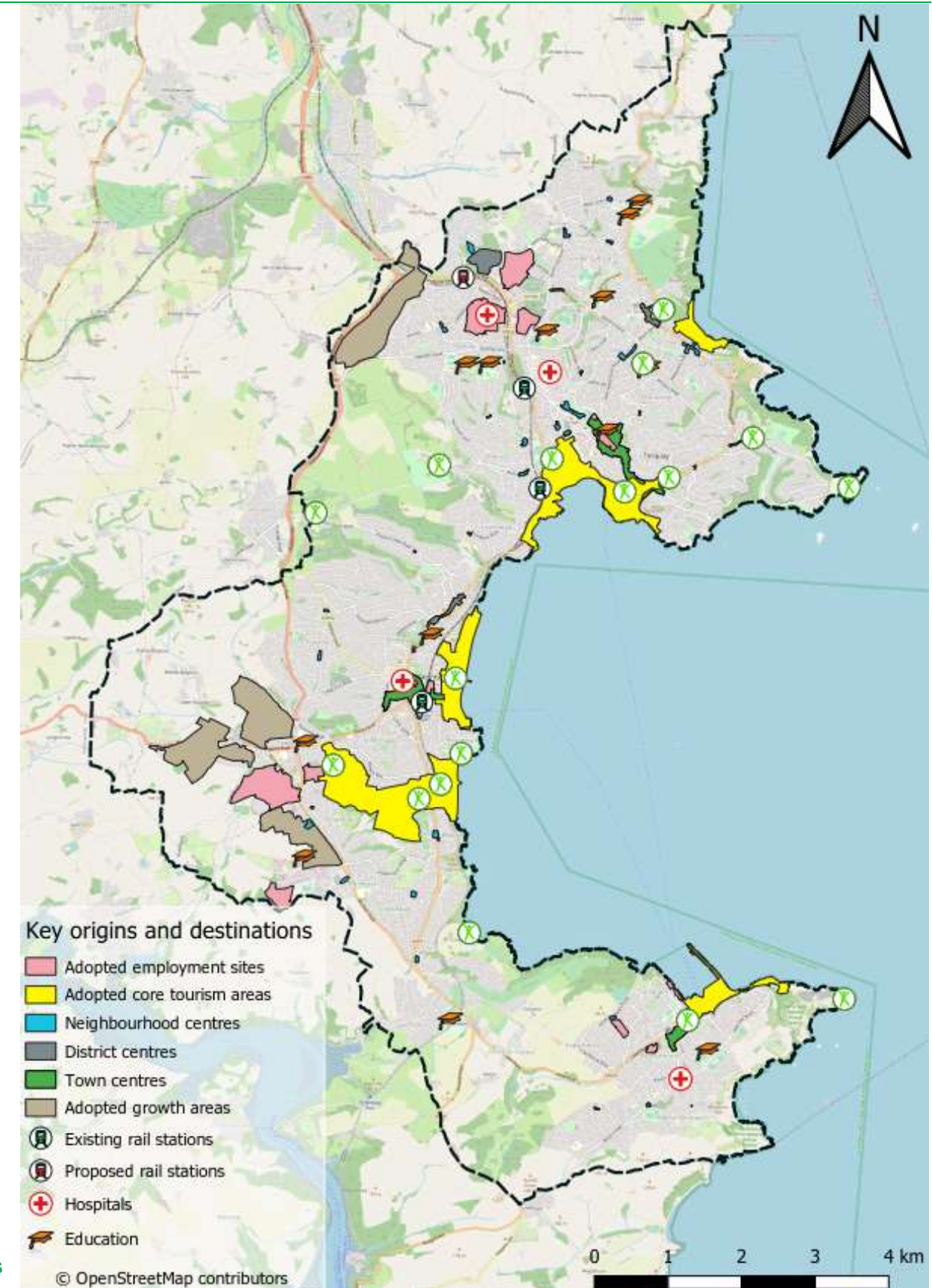


Figure 5.1. Origins & Destinations

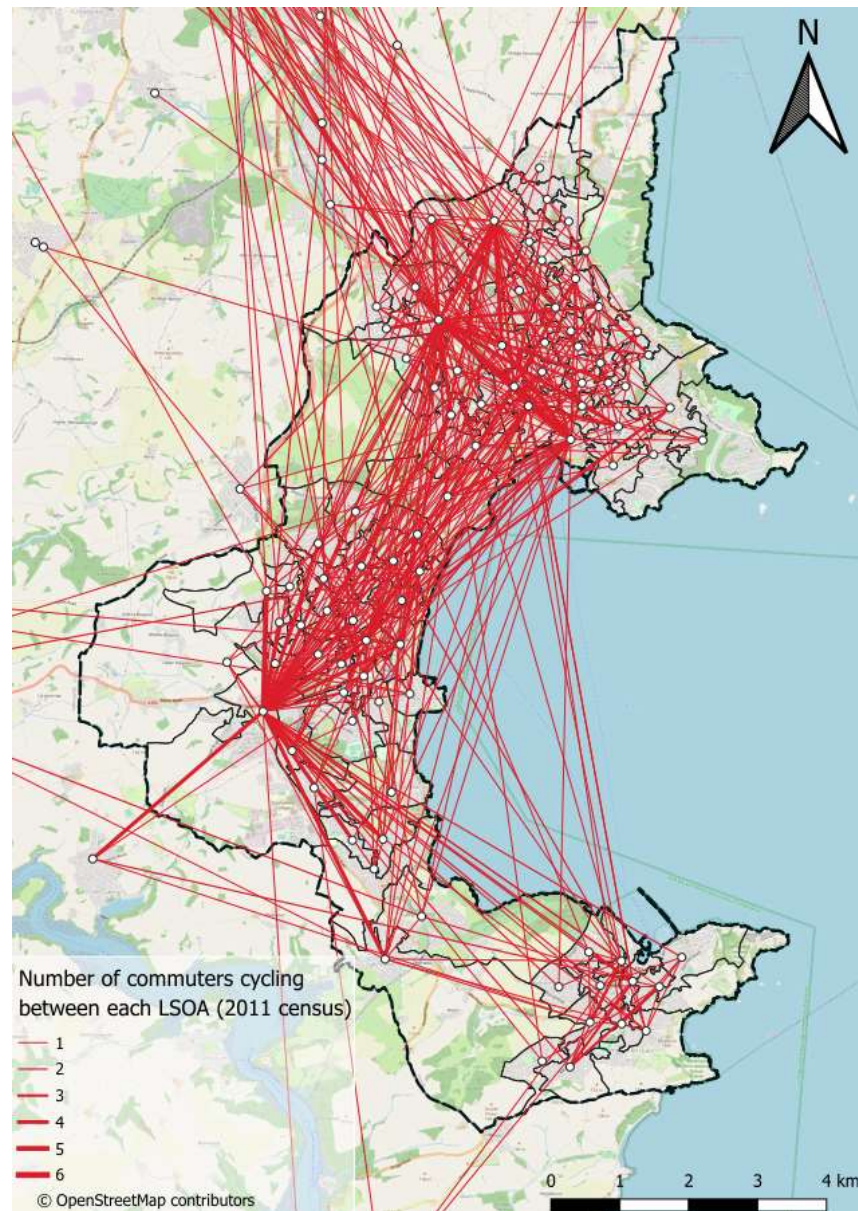


Figure 5.2. Census 2011 cycle to work travel patterns

Figure 5.2 shows cycle to work trip patterns (as straight lines) across Torbay in 2011. The map highlights a range of key movements, including between Paignton and Torquay, and north from Torquay. A complex pattern of movement around Torquay is also shown, which reinforces the data presented in section 4. There is less current demand for cycle trips in and around Brixham than the other towns.

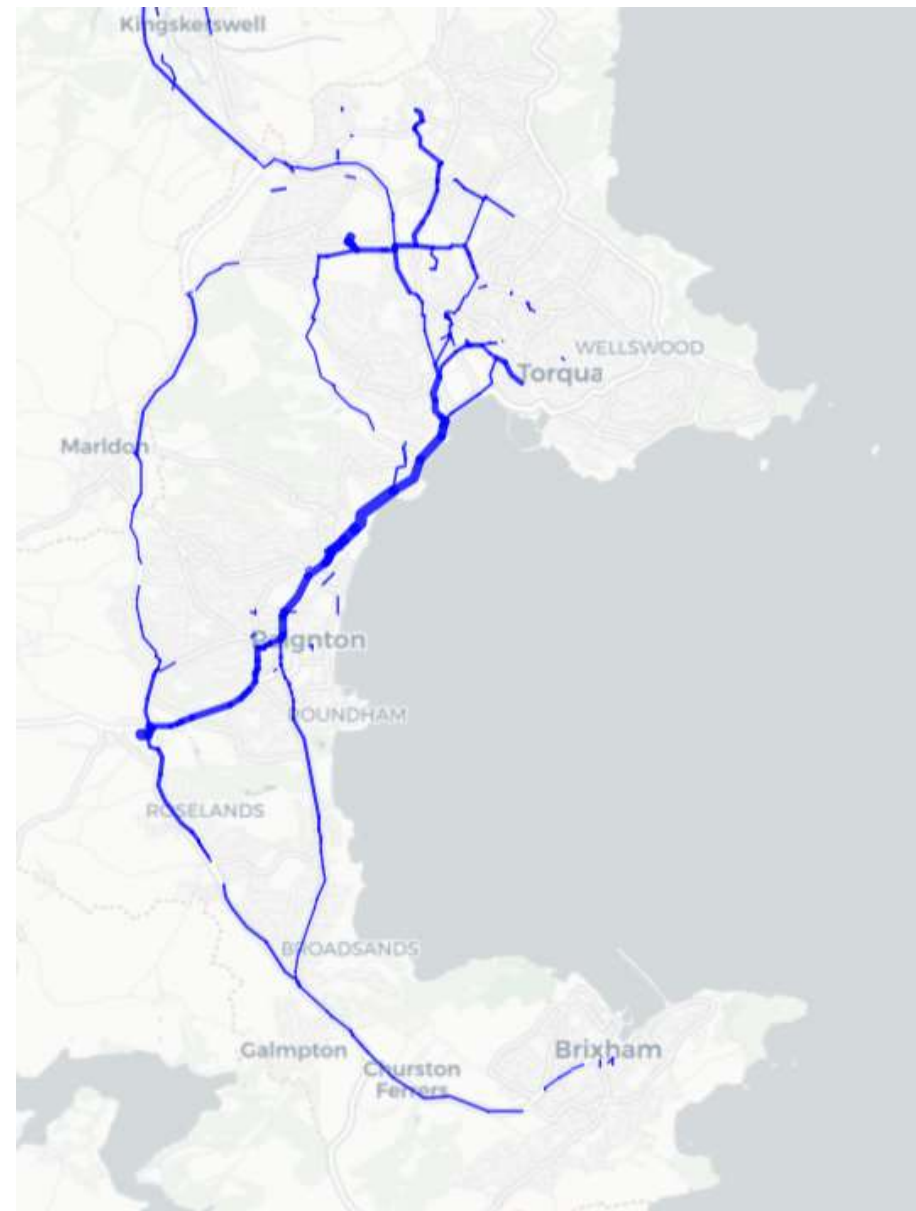


Figure 5.3. 2011 Commuter cycle flows (Source: Propensity to Cycle Tool)

As already shown in section 4, Figure 5.3 is taken from the Propensity to Cycle Tool (PCT), which maps the census desire lines to the road network. The PCT includes the ability to test a range of future scenarios based on different assumptions about growth in cycling levels. The pattern of cycle trips in the PCT for Torbay is broadly similar in all current and future scenarios, with key routes including Totnes Road between Tweenaways and Paignton, and Torbay Road between Paignton and Torquay. A broad cycle network within Torquay itself also emerges.

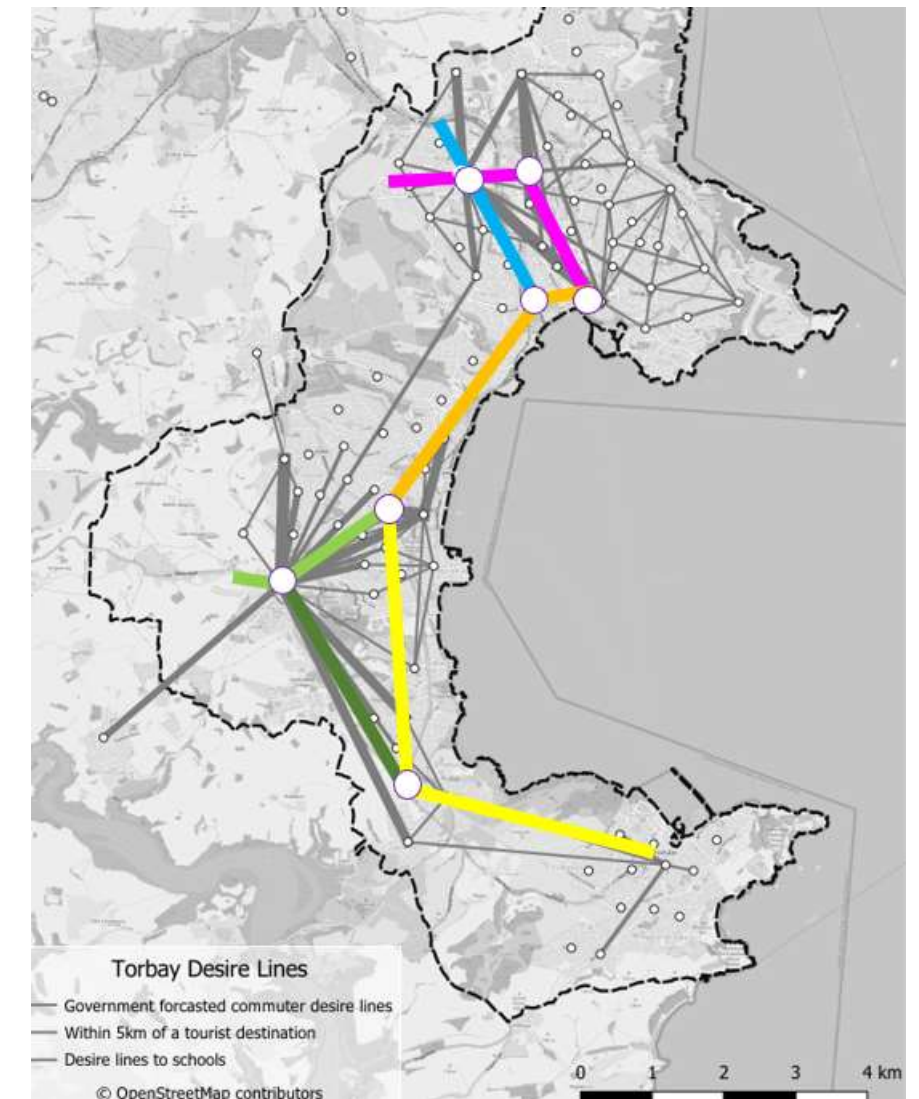


Figure 5.4. Top Desire Lines (shown as thick coloured lines)

Taking into account all of the data previously discussed, the top desire lines shown in Figure 5.4 were identified, including:

- Torquay Harbour to Paignton, as the top priority
- An emerging cycle network in Torquay, connecting the town centre, train station, hospital, growth areas, and key tourist and school destinations
- Paignton to Collaton St. Mary
- Paignton to Brixham

An additional significant desire line was identified between Tweenaway and Broadsands. However, this was not taken forward as part of the LCWIP development as there is already a generally good level of cycle provision on this route.

Route development process

Having determined the desire lines, the next phase of the process is to identify real world routes that can accommodate these desire lines. For example, via existing roads or paths, or identifying opportunities to create new routes.

A route auditing process was undertaken for each of the route corridors. Audits were undertaken by trained auditors carrying out site visits and the Department for Transport's Route Selection Tool (RST) was applied consistent with the process shown in Figure 5.5. The main function of the tool is to assess the suitability of a route in its existing condition against the core design outcomes of being **coherent, direct, safe, comfortable** and attractive, then to undertake a comparison with the potential improved future condition. The process also considers the hilliness and gradient of the various route options. The process enables the easy comparison of alternative routes, should any be identified.

Figure 5.5 shows the process used. The first route audited is the most direct. If this is, or can be, made suitable for All Ages and Abilities cycling, then this is the preferred route option. If the most direct route cannot be brought up to a suitable standard, then the next most direct route is audited, and the process repeated. For the majority of routes in Torbay, the most direct route was used as these can be brought up to the relevant design standards.

The following factors were considered when undertaking the audits and determining the potential route improvements:

- The quality of existing cycling provision / infrastructure;
- The potential of the route to connect other origins and destinations within the corridor;
- The potential for and feasibility of route improvements, based on any apparent constraints;
- Identification of critical junctions, to determine how these could be either avoided or enhanced to make the route more attractive, safe and direct for people cycling; and,
- The potential for integration with other proposed improvements identified through the policy review and engagement with officers, to add wider value.

A suite of plans showing the context of each corridor and the proposed improvements are shown on the following pages.

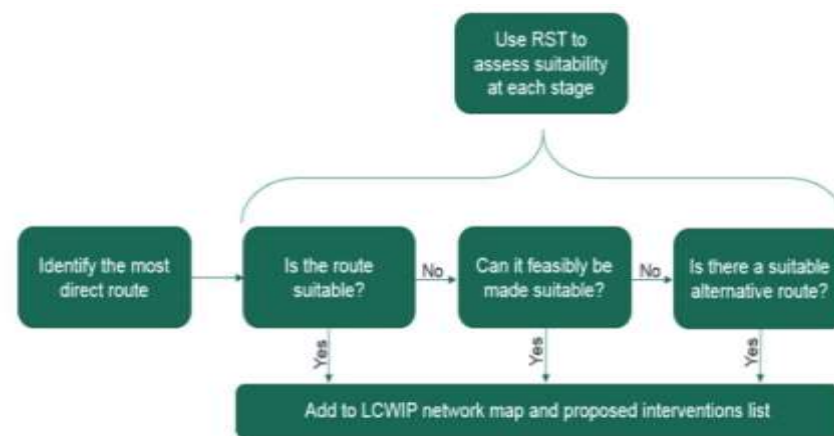


Figure 5.5. Route Audit Process (Source: LCWIP Technical Guidance for Local Authorities, DfT 2017)

Types of improvements

Improvements were developed according to the latest design standards, with key improvement types shown below⁹.



Segregated cycle path

A cycle facility, physically separated from the areas used by motorists and pedestrians. It may be next to, or completely away from the carriageway.



Continuous footway/cycleway crossing

A method of giving people walking and cycling priority over motor vehicle movements at side junctions. The footway material continues across the junction, giving a strong visual priority.



Contraflow cycle route

Allows people cycling to travel in the opposite direction to one-way motor traffic. Can be implemented with or without lane markings.



Parallel / Tiger crossing

A crossing similar to a zebra crossing, which accommodates people cycling as well as walking.



Shared use path

A route, path, or part of any public space which people walking and cycling share, but where motor traffic is not permitted.



Modal filter / Low Traffic Neighbourhood

A modal filter typically consists of a bollard, planter, or other barrier that allows pedestrians, cyclists, and occasionally public transport to pass, but not other motor traffic. Low traffic neighbourhoods often deploy modal filters to reduce the volume of motor traffic through an area.



Public realm improvements

Measures that enhance the look and feel of an area, including tree planting, street art, paving, seating, and other features to make public spaces more attractive



20mph limits/zones and traffic calming

Traffic calming includes features that physically or psychologically slow traffic. 20mph limits refers to 20mph areas enforced by signs only. 20mph zones refers to 20mph enforced by signs and traffic calming.



Parklets

A small seating area or green space created for the public to enjoy on or alongside a footway.



Dropped kerb and tactile paving

A feature to allow non-stepped access, usually between a footway and carriageway, which is particularly useful for people cycling, people with mobility issues, and people in wheelchairs or mobility scooters. Tactile paving helps people with sight impairments understand the street and crossing points.



Wayfinding

Encompasses all of the ways in which people orient themselves and navigate from place to place.



Figure 5.6. Bay Trails

Bay Trails

Following the identification of key desire lines and the audit process, five major cycle routes are proposed, collectively branded as the “Bay Trails”:

- Beaches Trail (North)
- Beaches Trail (South)
- Zoo Trail
- Hospital Trail
- Torquay Town Trail

The proposed trails would represent a step change in cycling infrastructure in Torbay, with over 27km of traffic free or low traffic cycle routes, suitable for all-ages and abilities. Widened paths and dedicated routes will improve the accessibility for all, including for people in mobility scooters.

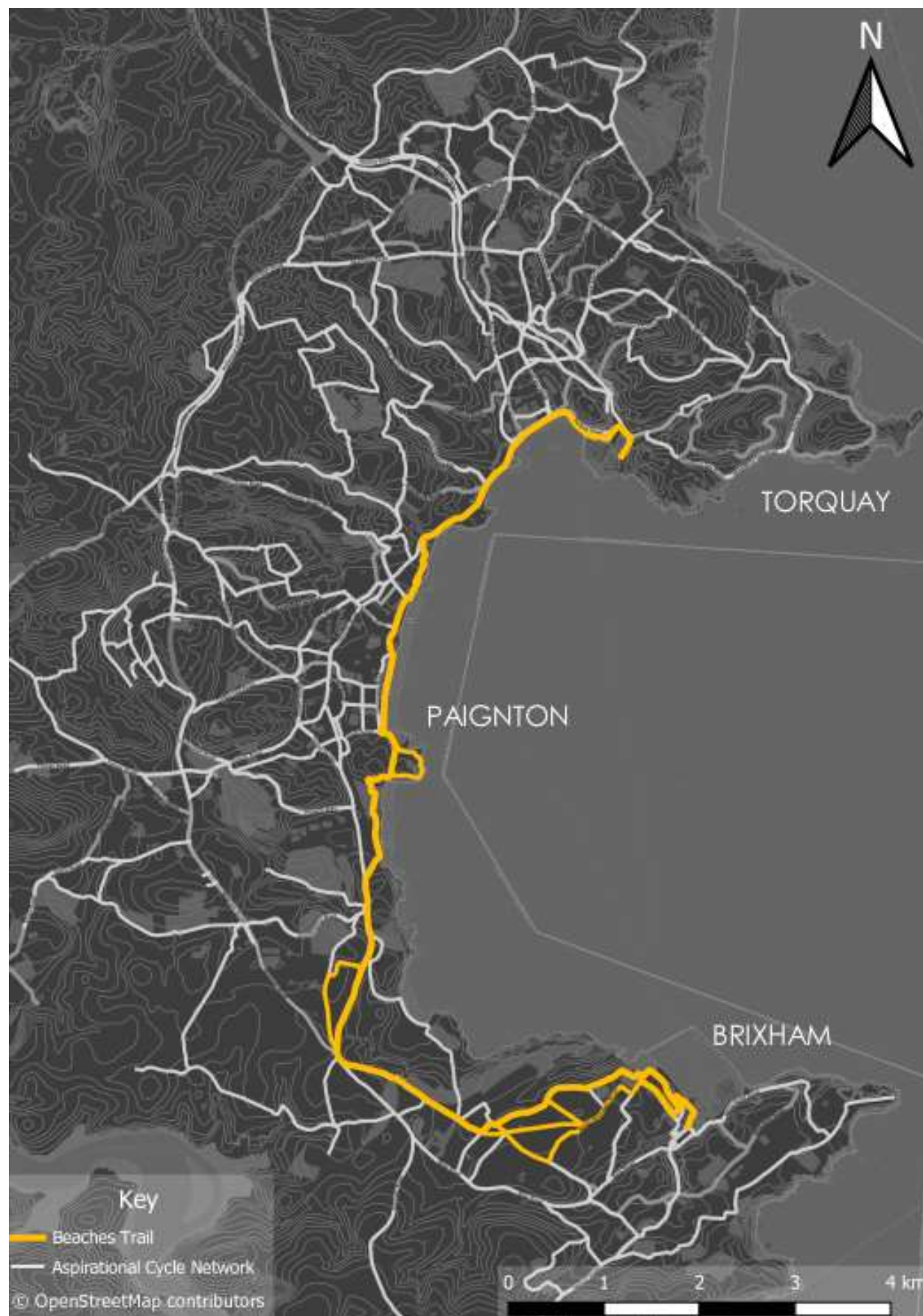
The trails would deliver a new tourist attraction for the Bay, connecting existing tourist destinations and providing a destination in it's own right. The trails will help better connect people to the outstanding natural surroundings including beaches, harbours, parks, and nature. They will help to regenerate town centres, and provide a new commute and school travel option for many residents, particularly in the most deprived areas in central Paignton and Torquay.

Further details of the trails and the recommended improvements to deliver them are shown on the following pages. **It should be noted that the recommendations are at a very early stage of design, and further engagement, consultation, and design work will be needed to further develop and deliver them.** Through these further engagement and design stages, opportunities should be explored to incorporate tree planting, habitat creation and other Green Infrastructure, Sustainable Urban Drainage Systems (SUDS), playspace, and other elements to help to deliver wider Council objectives.

Following the principles of LTN1/20 Cycle Infrastructure Design, the recommended improvements aim to separate people cycling from motor traffic and people walking through segregated cycle infrastructure wherever it is possible to do so. In line with LTN1/20, and as detailed on the following pages, there are sections of the routes where this has not been achievable and shared use provision is recommended. These are typically in lower footfall areas outside the busier central areas. Where shared use paths are recommended, they will need to be carefully designed and managed to minimise potential conflict between people cycling and walking.

Figure 5.6 also shows key cycle schemes that are already in progress including along Babbacombe Road in Torquay, and through Clennon Valley. The existing off-road cycle provision between Tweenaway and Broadsands is also shown, highlighting links to the wider cycle network..

Figure 7.1 in section 7 shows how the Bay Trail routes could form the core of a longer-term aspirational cycle network for Torbay.



Beaches Trail

The Beaches Trail has huge potential to be a showcase All Ages and Abilities (AAA) route for Torbay, linking Torquay, Paignton, and Brixham via the coast. The 14km trail has the potential to provide:

- Well used commuter route, serving some of the highest existing cycle commuter flows in the area between Paignton and Torquay along Torbay Road
- Tourist attraction in itself, providing a reason to visit and spend time in Torbay, and providing access to existing tourist attractions and the outstanding natural environment including beaches, parks, and nature
- Route linking several schools, as well as improving access to shopping areas and hospitals
- Serves the majority of deprived areas in Torbay, including the most deprived areas in central Torquay and Paignton
- Play space and wildlife corridor, incorporating improvements to sections of the South West Coast Path
- Opportunities for placemaking, art & culture, including incorporating public realm improvements around Torquay and Paignton harbours, linked to proposed improvements in existing masterplan documents
- Better access to the coast for all
- Potential onward connections to the National Cycle Network (NCN) in Newton Abbot and Totnes if these connecting routes are also improved. The section between Torquay Station and Paignton could potentially form part of the NCN.

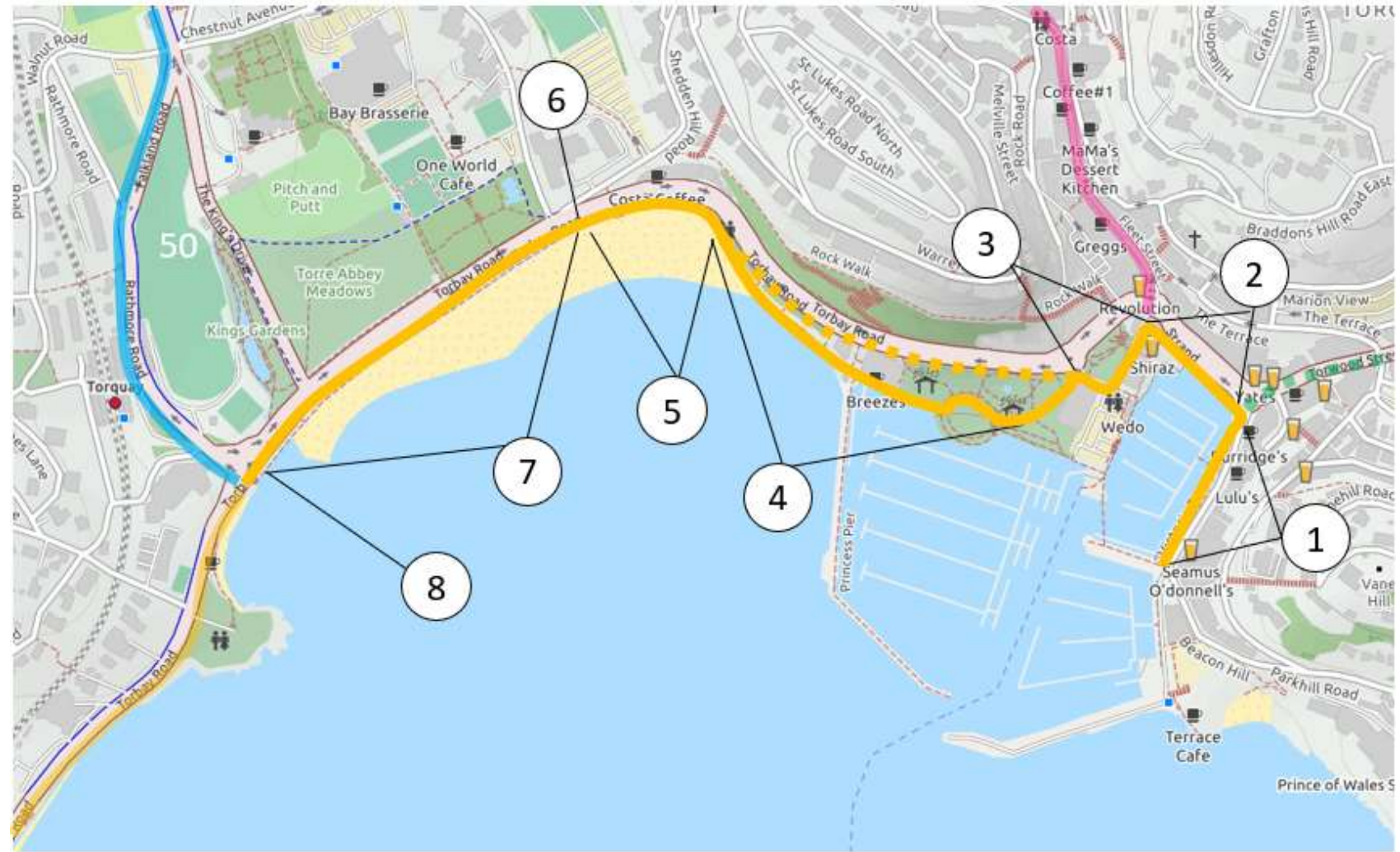
The following pages detail the recommended improvements needed to deliver this trail. The route has been split into The Beaches Trail (North) between Torquay and Paignton, and the Beaches Trail (South) between Paignton and Brixham. This reflects the different characters of each area and also breaks the route down into smaller, more deliverable parts.

Beaches Trail (North)

Section 1: Torquay Harbour to Torquay Rail Station

This section of the Beaches Trail could be largely delivered as high-quality segregated cycle provision, and incorporates a number of wider public realm and walking improvements, linked to existing proposals in the Torquay Town Centre Masterplan and elsewhere. The recommended improvements are:

1. Victoria Parade. Deliver new segregated cycle route. Through further engagement with the community and stakeholders, consider opportunities to enhance Victoria Parade as a destination. This could include further improvements to walking routes and the public realm, providing enhanced spaces for people to enjoy the harbourside views and visit local retailers and businesses, with new cycle parking provision.
2. The Strand. Deliver new segregated cycle route, linked to The Strand Townscape Improvements scheme which will reinforce the quality of this area. (this section connects to the Torquay Town Trail and Babbacombe Road cycle scheme).
3. Improve cycle provision on Palk St by reducing street clutter and providing a clear cycle route. Priority cycle crossing on Vaughan Road.
4. Princess Gardens. Deliver new/improved segregated cycle route either through the gardens (exact route to be confirmed) or via a new segregated cycle route adjacent to Torbay Road, which would reduce conflict with people walking, but would be significantly more expensive. Further engagement work with the community and stakeholders will be needed to develop the proposals further.
5. Torbay Road. Create more space for walking and cycling on the south side of the carriageway by reducing the central reservation width. Segregate people walking and cycling, except where there insufficient width to do so.
6. Provide a minimum of 3m shared use path on the south side of this junction by reallocating carriageway space. For example, this could consider a reduction in the number of eastbound lanes. Alternatively, a banned right turn from Torbay Road westbound could also be considered which would also reduce traffic flows on Belgrave Road. Motor vehicles that still need to make this movement could do so via a u-turn at the proposed roundabout at Rathmore Road (point 9).
7. Torbay Road. Reduce width of carriageway to deliver a new segregated cycle route and improved walking environment. To include public realm improvements and traffic speed reduction measures, as well as an increased number of pedestrian crossing points to improve connectivity between the seafront and Abbey Gardens.
8. Deliver existing scheme for a new roundabout at Torbay Road junction with Rathmore Road. The Rathmore Road roundabout scheme is currently in development and will subject to further engagement and design work, including Road Safety Audits (this section connects to the Hospital Trail).



Beaches Trail (North)

Section 2: Torquay Rail Station to Hollicombe Park

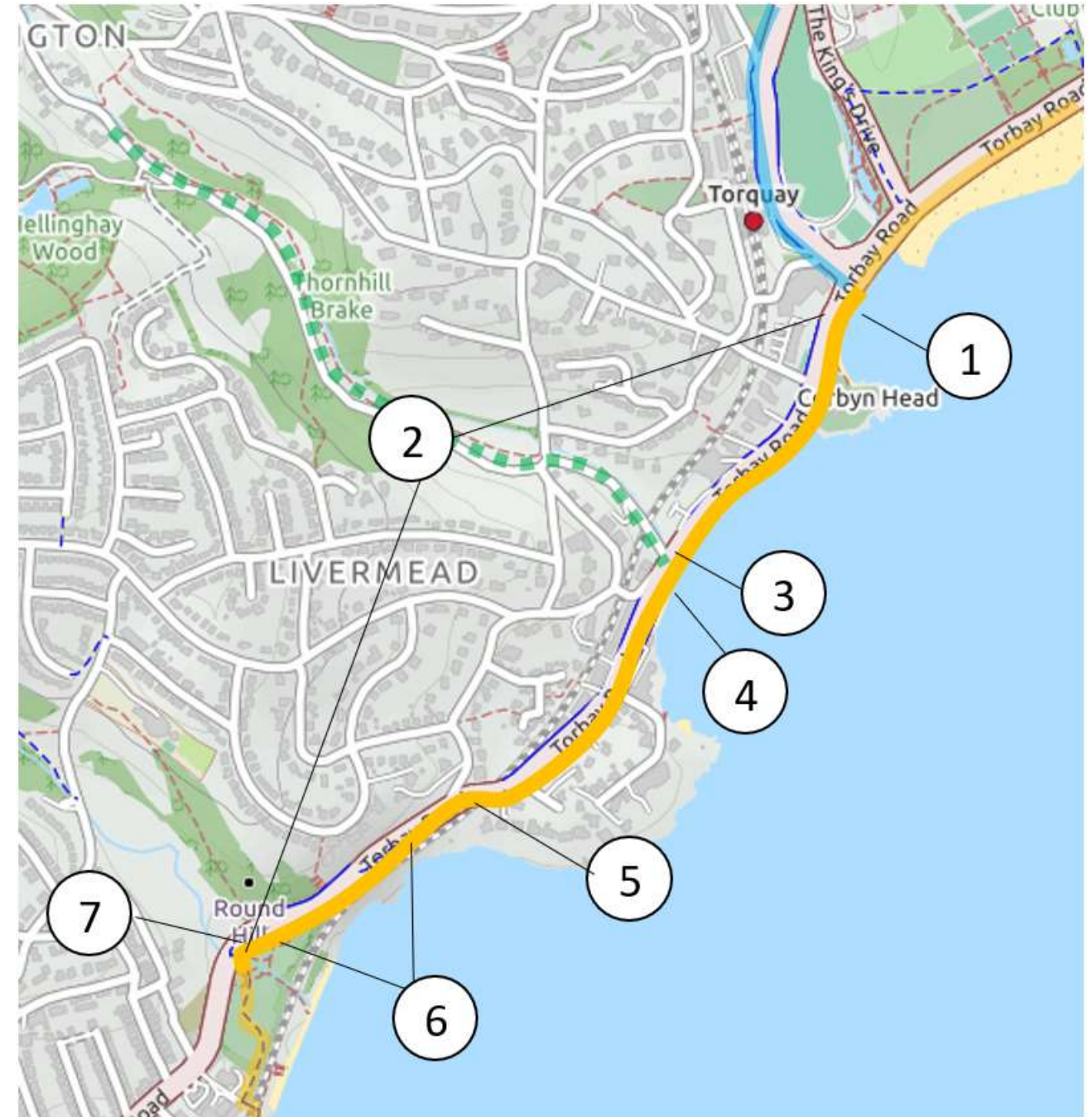
This section of the Beaches Trail has the highest levels of existing cycle commuter flows and is also likely to have the greatest potential for growth. As such, it is one of the most important sections of the proposed cycle network. The existing intermittent painted on-road cycle lanes are not suitable for people of all ages and abilities, do not meet current design guidance, and need to be upgraded. However, achieving fully segregated provision for people cycling on this section is not considered to be achievable for the following reasons:

- There are significant physical constraints adjacent to the route including the sea wall, cliffs, railway line, and residential properties.
- There are no alternative motor traffic/cycle routes available within a reasonable distance, and therefore no realistic opportunities to divert either people cycling or people in motor vehicles to alternative routes.
- Continuous segregated cycle provision would require land acquisition (most likely involving compulsory purchase) from around 20 properties, as well as extensive works to an embankment above a national rail route which is extremely unlikely to be affordable or deliverable.

Based on site observations, footfall on this section is typically low and as such a shared use path is proposed for this section. Shared use footpaths are compliant with the new Local Transport Note 1/20.

The recommended improvements are:

1. Reconfigure Torbay Rd southbound bus stop (linked to Rathmore Rd roundabout scheme), to allow more space for walking and cycling.
2. Amend kerbline on the south side of Torbay Rd to create a 3m+ shared use path (segregate where total highway width allows), with continuous footway/cycleway crossings of side roads.
3. Torbay Rd junction with Cockington Lane. Junction improvement to release space for walking and cycling. Further junction design work including traffic surveys are needed to confirm the potential impacts and most suitable approach to delivering a safe cycle route here. Consider removing dedicated turning lane for traffic turning right from Torbay Road onto Cockington Lane (note: this movement would still be permitted). Explore options to rationalise the Livermead Hill section of the junction to improve the walking and cycling environment, and overall safety of the junction, with associated public realm improvements. There is also the potential to re-align the junction with limited land acquisition, which could further improve the utility of this junction for all users. (this section connects to the existing Cockington Cycle Loop).
4. Reconfigure bus stop to create more space for walking and cycling.
5. Continue off-road cycle provision over rail bridge (enabled by planned bridge refurbishment scheme).
6. Remove informal parking on southbound carriageway to create more space for walking and cycling.
7. Improve existing crossing, increasing priority for people walking and cycling.

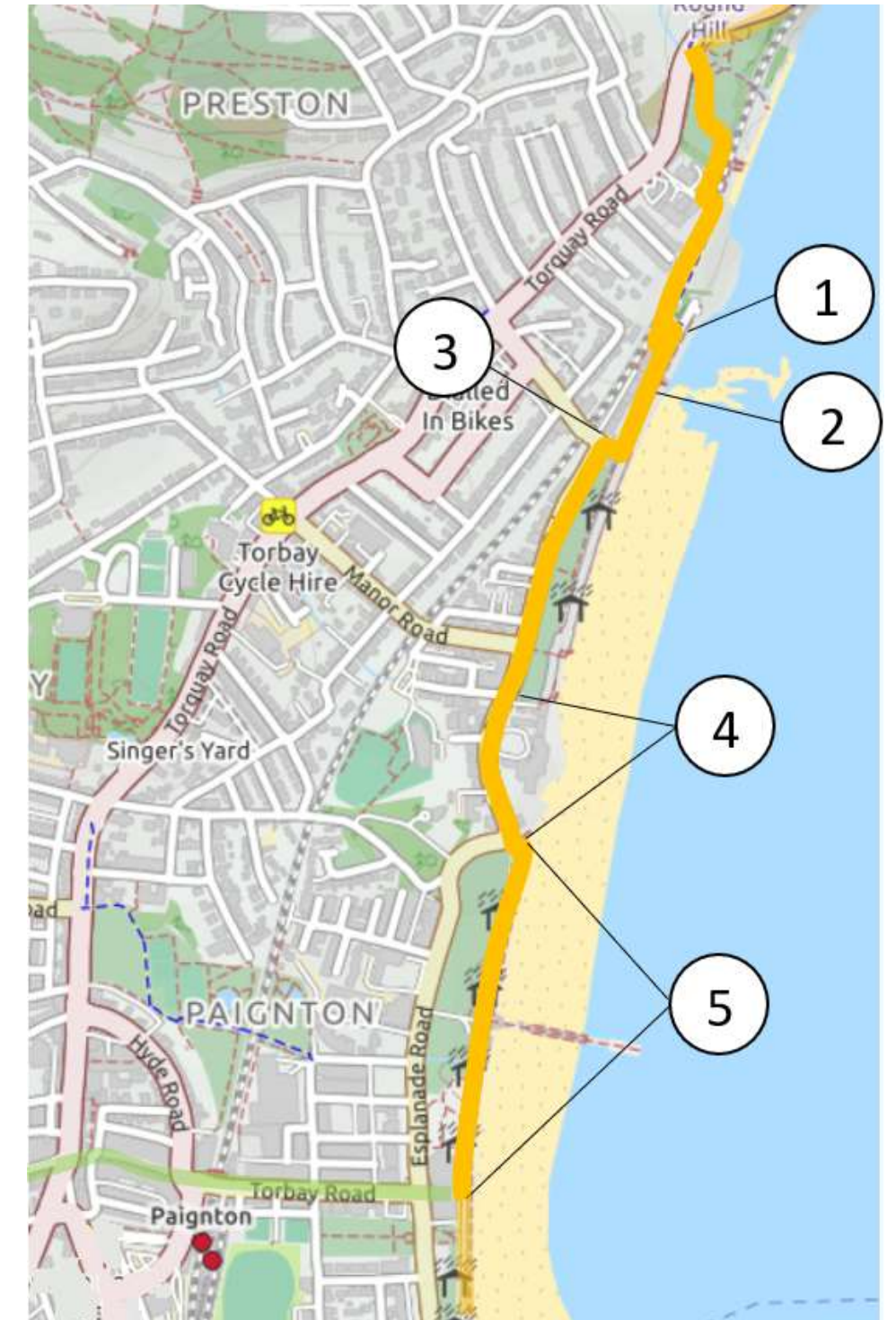


Beaches Trail (North)

Section 3: Hollicombe Park to Paignton Pier

This section of the Beaches Trail utilises the existing shared use path through Hollicombe Park to Marine Parade, and existing segregated cycle provision along sections of Preston seafront, filling in gaps to create a more consistent route for all ages and abilities. The recommended improvements are:

1. New minor kerb build out and realignment where existing shared use path meets Marine Parade to improve access and prevent parked vehicles obstructing the path.
2. Marine Parade (behind beach huts). On-road provision proposed due to very low traffic flows. Consider removing a small number of parking spaces, to allow for more comfortable passing places. Provision of signage and wayfinding to direct people cycling to use the on-road route rather than in front of the beach huts, which is likely to cause conflict with people walking and beach hut users.
3. Reconfigure junction of existing cycle path on Marine Drive to Marine Parade to maintain segregation and improve the directness and legibility of this small section of route.
4. Marine Drive. Re-allocate carriageway space to create a new segregated cycle route on the west side of Marine Drive. This would also improve the quality of this key section of the South West Coast Path for people walking and create a more attractive walking link between Paignton and Preston promenades. Potential options include conversion to one-way southbound only for motor traffic. Options need to consider access to the immediate area for high vehicles for which there are no alternative routes due to low bridges with a maximum height of 4.2m. It is unclear how many high vehicles access the area, which could be confirmed with a traffic survey, however, access for these vehicles could potentially be managed even with an extended one-way system in place.
5. Eastern Esplanade. The existing on-carriageway provision is broadly acceptable for people cycling due to the low traffic volumes, but could be improved with provision of a fully segregated cycle route. Consider moving parking to the rear side of the promenade to improve safety. This would also improve the walking and cycling experience on the promenade by opening up sea views for more people. (this section connects to the proposed Zoo Trail).



Beaches Trail (South)

Section 1: Paignton Pier to Goodrington

This section of the Beaches Trail uses existing sections of cycle provision on Paignton seafront and Goodrington Sands, and includes wider public realm and walking improvements around Paignton Harbour. The recommended improvements are:

1. Eastern Esplanade. The existing on-carriageway provision is broadly acceptable for people cycling due to the low traffic volumes, but could be improved with provision of a fully segregated cycle route. Improve the quality and legibility of the cycle route connection between Eastern Esplanade and Roundham Road.
2. (Depends on option chosen for point 3 below). A significant improvement to cycle provision on Roundham Road is needed, in part to encourage people cycling to not use the route through the Harbour Lights underpass (which is narrow and can have high levels of footfall). Consider delivering 20mph limits/zones and additional traffic calming measures on this section of Roundham Road.
3. Paignton Harbour. Public realm enhancement scheme on Roundham Road. Consider converting this section to pedestrian and cycle through movements only, creating more space for outdoor seating and dining. Routing of the hourly bus service on this section would need to be considered. An alternative option would be to maintain access for motor vehicles, but introduce 20mph limits/zones, high quality paving, and relocate parking to reduce traffic speeds/volumes and create more space for people.
4. Roundham Road / Alta Vista Road / Braeside Road. 20mph limits/zone and traffic calming, including tightening up the junction geometry and extending double yellow lines to improve safety and visibility at Alta Vista Road junction with Braeside Road.
5. Alternative scenic route, using existing shared use path through Roundham Gardens. This could include minor improvements to existing shared use path including "share this space" signage to help encourage considerate behaviours by all users. Additional 20mph limits/zones and traffic calming measures on Cliff Road would help to create an all ages and abilities route.
6. Goodrington Sands seafront. Remove seasonal restriction on cycling. Consider options to create more space for people walking and cycling including relocating some beach huts, or constructing a retaining wall to move the beach huts further back towards the rail line. Consider provision of stud lighting on this section to improve attractiveness of the route at night time.
7. Consider widening footpath onto old slipway to create more space for people walking and cycling.



Beaches Trail (South)

Section 2: Goodrington to Windy Corner

This section of the Beaches Trail provides a direct route along Dartmouth Road, connecting to the existing cycle route on Hookhills Rd, and a proposed scheme to link Goodrington and Broadsands beaches. The recommended improvements are:

1. New segregated cycle route between Cliff Park Road and Barn Road, including a tiger crossing or continuous footway/cycleway crossing of Barn Road.
2. Amend kerblines to create new segregated cycle route with continuous footway/cycleway crossings of all side roads. Sections of 3m+ shared use path may be required in places where there is insufficient total highway width for full segregation.
3. Consider widening and segregating existing shared use path (this section connects to an existing proposal for a Broadsands Cycle Route).
4. Create new segregated cycle provision by using existing grass verge.
5. Convert informal parking on east side of carriageway to a dedicated cycle track, including improved bus stop facilities. There are opportunities for limited informal parking for residents to remain in some places.
6. Create new segregated cycle route by using existing verge. Consider stopping up one arm of Broadsands Road junction to reduce the number of crossing points and create public space.
7. Create segregated cycle route (or shared use path if width does not allow) on east side of carriageway, either through realigning carriageway at Windy Corner or limited land acquisition/negotiation.
8. Alternative route if point 5 cannot be delivered. Connecting route through Hookhills, consisting of largely on-carriageway provision supported by 20mph limits/zones and traffic calming to make the route more attractive for people cycling. Consider Liveable Neighbourhood and/or modal filter approaches. (this section connects to the existing largely off-road Paignton Zoo to Windy Corner Cycle Route).



Beaches Trail (South)

Section 3: Windy Corner to Brixham

This section of the Beaches Trail would route via the Americas Lane scheme which is already progressing, along with relatively low-cost measures to provide a direct cycle connection to Brixham. The recommended improvements are:

1. Bascombe Road. Deliver modal filters to prevent through motor traffic, combined with 20mph and traffic calming to reduce traffic speeds. The modal filters would create a low speed low traffic route, providing an improved route for people cycling, walking, and other users such as those in mobility scooters or horse riding. The potential to temporarily re-allow through movements by motor vehicles in the rare event of a major incident on the A379 should be considered, to provide some flexibility and an alternative route.
2. Existing proposal for Americas Lane improvements, including a limestone aggregate walking and cycling path. Use of a sealed surface (e.g. bitmac) should be considered to improve all-weather conditions for all users.

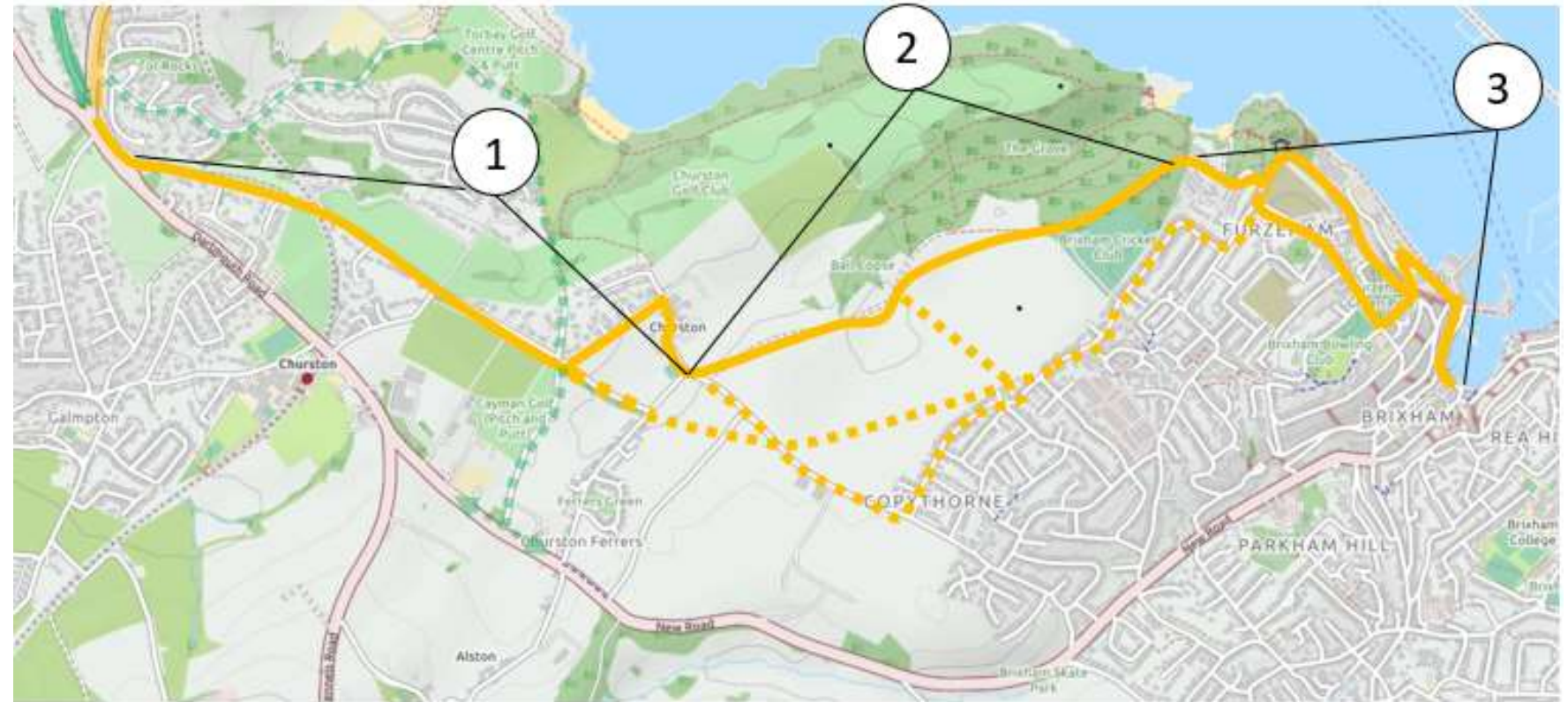
Potential alternative and complementary routes to Americas Lane include:

- Via the former Brixham rail line and North Boundary Road
- Via Copythorne Road and North Boundary Road

These alternative routes would require 20mph limits/zones and potentially modal filters for the on-road sections to improve conditions for cycling.

3. 20mph limits/zones and traffic calming measures on North Furzeham Road, Higher Furzeham Road, Overgang Road, The Quay, The Strand. Consider the use of modal filters to reduce traffic volumes further.

Fully segregated provision along Dartmouth Road and New Road connecting to central Brixham would also be desirable as a longer term measure. These would be very high cost interventions with significant constraints to overcome. The comparatively lower levels of potential cycling demand in this area would also make securing funding these improvements more challenging. However, there is an opportunity to link to aspirational schemes in the Neighbourhood Plan for Park & Ride, cycle hire, and improved shared use facilities along Dartmouth Rd. The LCWIP routes could also connect to aspirational routes linking to Broadsands Beach.





Zoo Trail

The Zoo Trail is a largely off-carriageway route through Paignton Town Centre to Paignton Zoo, connecting to Collaton St Mary, and with potential onward connections towards Totnes. The 3km trail has the potential to provide:

- Well used commuter route, serving some of the highest existing cycle commuter flows in the area along Totnes Road, also serving planned new housing and jobs growth on the outskirts of Paignton
- A school route serving Paignton Academy, Collaton St Mary and Hayes Primary Schools, and linking to existing cycle routes to South Devon College
- A tourist route enhancing access to nature and linking Paignton sea front, attractions and hotels in central Paignton, Primley Woods, and the zoo
- Potential onward connections to the National Cycle Network in Totnes, with the Zoo Trail potentially forming part of the National Cycle Network

Delivery of this route will be strongly dependent on wider proposals within the Paignton Town Centre Masterplan (2015), including the proposed traffic and public realm schemes on Torbay Road, Totnes Road, Palace Avenue, and Winner Street in central Paignton.

While the majority of the route can be delivered off-carriageway, some sections of shared use path and a short section of on-carriageway cycle route to the west of Winner Street are required. Achieving fully segregated provision is not considered to be achievable on this route for the following reasons:

- There are significant physical constraints adjacent to the route, particularly west of Winner Street on Totnes Road, where there is limited width between buildings.
- There are no alternative motor traffic routes within a reasonable distance. While there is a potential alternative cycle route along Hayes Road for some sections, the overall alternative route is much less direct and unlikely to be attractive to people cycling. There are therefore no realistic opportunities to divert either people cycling or people in motor vehicles to alternative routes.
- Continuous segregated cycle provision would require land acquisition (most likely involving compulsory purchase) of around 20-30 properties.

Based on site observations, footfall on the existing and proposed sections of shared use path is typically low. Shared use footpaths are therefore compliant with the new Local Transport Note 1/20.

The following page details the recommended improvements needed to deliver this trail.

Zoo Trail

Section 1: Collaton St Mary to Paignton seafront

1. Collaton St Mary. Route connecting to Blagdon Road will be delivered by committed new development. Convert existing zebra crossing to tiger crossing and replace existing barriers on cycle path with bollards.

A continuous off-road cycle route through Tweenaways junction (shown as a dotted line) would provide a direct and flat route. However, it has not been possible to identify a deliverable solution here due physical constraints and high traffic volumes, with potential options resulting in either significant land acquisition or likely significant disruption to traffic flows. Motor traffic delays associated with removing a traffic lane could be explored further with a traffic model to give more confidence the anticipated level of traffic delay would occur.

2. Totnes Road. Widen existing shared use path at existing eastbound bus stop to create more space for people walking and cycling.

3. Totnes Road. Amend kerblines to extend existing shared use path as far east as possible, with continuous footway/cycleway crossings of side roads.

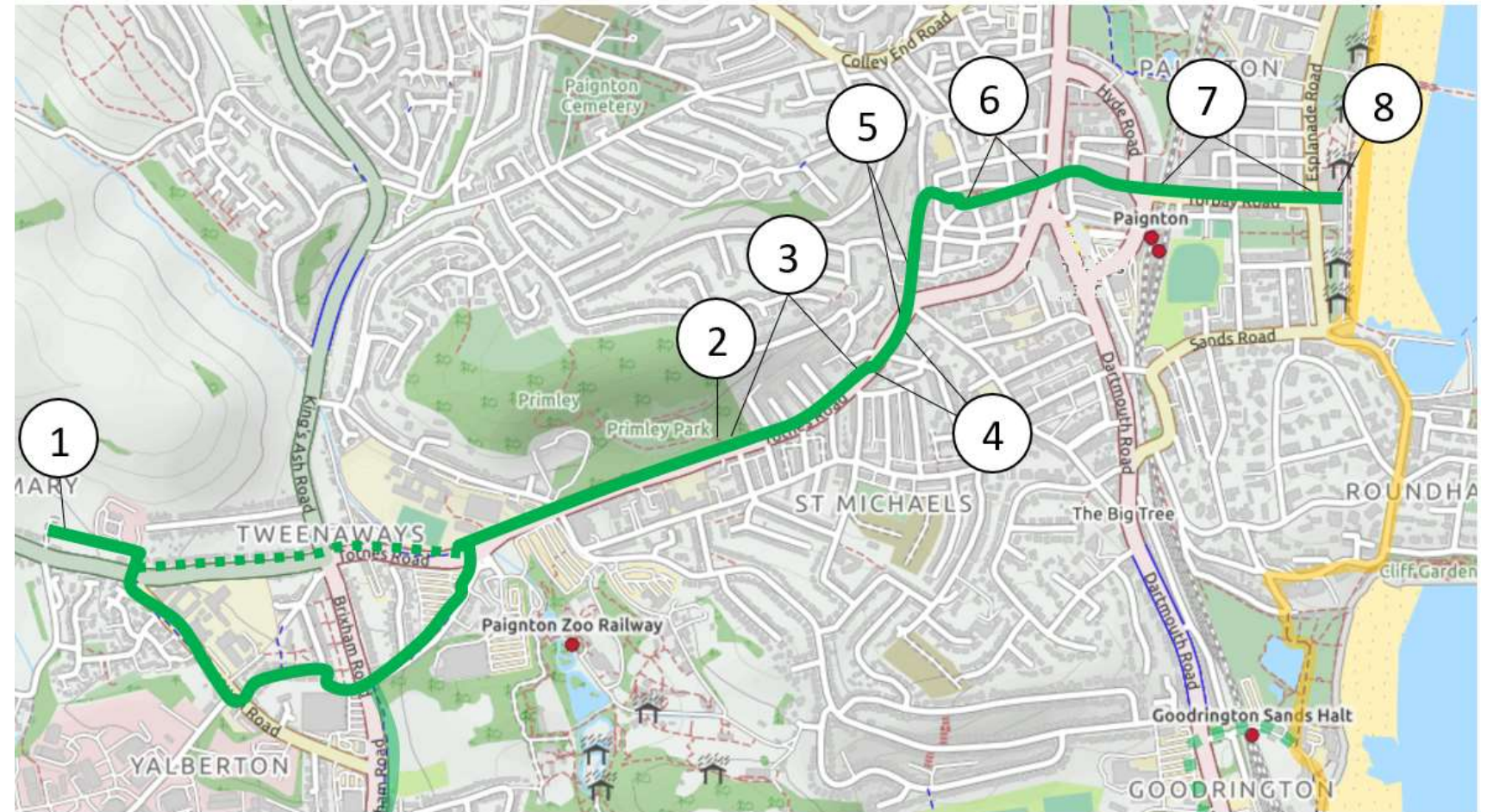
4. Pinchpoint between buildings prevents the continuation of the shared use path. Recommended approach is on-carriageway provision enabled by reduced traffic speeds, including creating an “entrance” to Paignton, 20mph limits/zones, traffic calming and surface treatment of the carriageway. Improvements to existing zebra crossing to make it easier for people cycling westbound to join the shared use path.

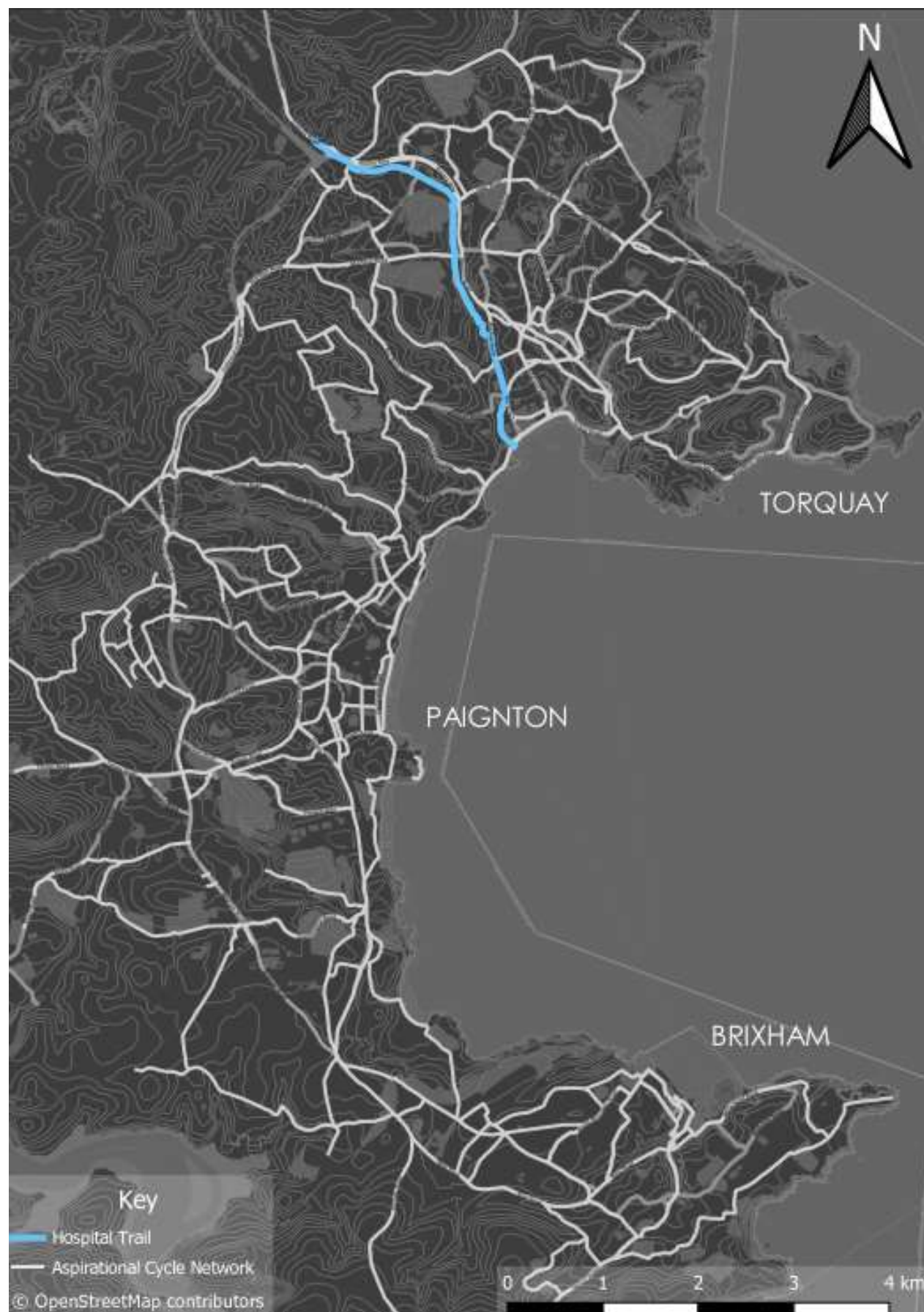
5. Deliver Paignton Masterplan proposals to create more space for people and improve the public realm on Winner Street by removing motor traffic.

6. Deliver Paignton Masterplan proposals to create more space for people and improve the public realm on Palace Avenue by removing motor traffic and integrating the park to the street. Deliver a segregated cycle route east of Coverdale Road, with improved cycle crossing provision of Totnes Road and Hyde Road.

7. Deliver Paignton Masterplan proposals to create more space for people and improve the public realm on Torbay Road by removing motor traffic.

8. Longer term potential for a direct route to the seafront if the cinema is relocated.





Hospital Trail

The Hospital Trail is an off-carriageway route linking Torquay Rail Station, primary and secondary schools, Torbay Hospital, the proposed rail station at Edginswell, with onward connections to Newton Abbot. The 4.5km trail has the potential to provide:

- A well-used commuter route, serving relatively high levels of existing and future cycle commuter flows, including serving the hospital which is a major employment site in the area
- A school route serving the Torquay Girls and Boys Grammar schools, as well as Cockington primary school, and with potential for onward connections to Torquay Academy
- Potential onward connections to the National Cycle Network in Newton Abbot, connecting to the wider emerging network linking to Dartmoor, Teignmouth via the proposed Teign Estuary Trail, and onwards to the Exe Estuary. The route could form part of the National Cycle Network in Torbay.

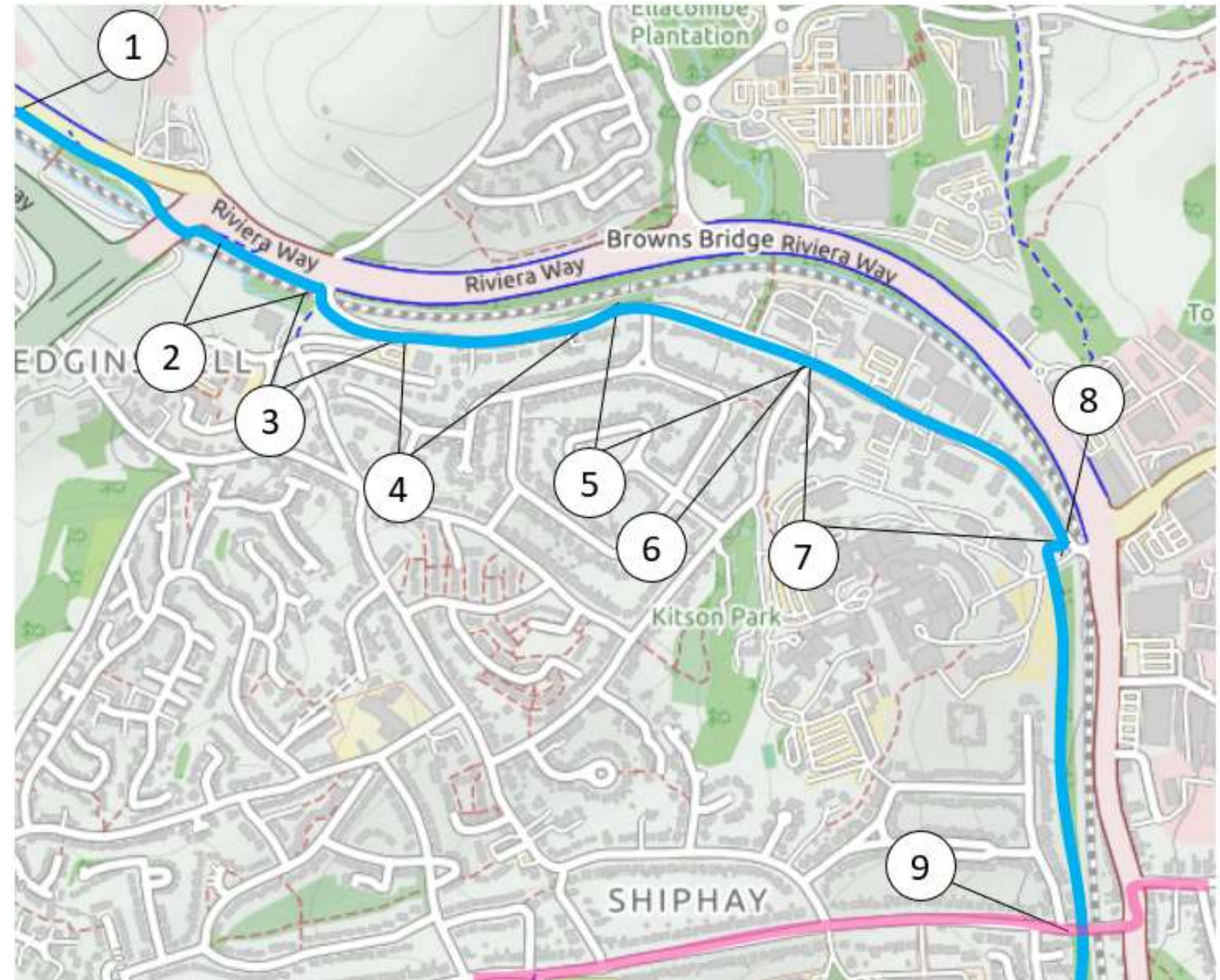
The route uses and improves several sections of existing off-road cycle route, including on Avenue Road, and between Crownhill Rise and Newton Road. Full segregated cycle provision is recommended for the majority of the route.

The following page details the recommended improvements needed to deliver this trail.

Hospital Trail

Section 1: Edginswell to Shiphay Lane

1. Consider working with Devon County Council to create off-road onward connections to Newton Abbot.
2. Riviera Way. Convert existing shared use path on south side of carriageway to a fully segregated cycle route.
3. Newton Road. Create segregated cycle route. Narrow crossing point on Orchard Way and add a Tiger crossing. Improved crossing on Newton Road to join existing shared use path on the north side of the carriageway.
4. Newton Road. Use existing shared use path on the north side. Consider upgrading to full segregation.
5. Newton Road. Deliver segregated cycle route.
6. Newton Road. Consider a Tiger crossing at Cadewell Lane.
7. Newton Road. Widen footpath on north side to create a segregated cycle route. Cross to the south side with a Tiger/Toucan crossing (or modal filter approach).
8. Newton Road. Deliver a off carriageway cycle route on the south-west corner of this junction. Consider road-space reallocation or a segregated cycle route to the rear of the hospital building through the greenspace (likely to require land negotiation with the hospital). Tiger crossing on hospital access road, linking to existing cycle route, with detailed design considering the need for ambulances to quickly access and egress the site. Replace existing barriers with bollards on existing cycle route.
9. Shiphay Lane. Construct new Toucan/Tiger crossing on Shiphay Lane. Widen narrow section of cycle route (potentially through land negotiation with Network Rail and possible works to the embankment). In the short term, replace "cyclists' dismount" signs with "pedestrian priority" signs. (this section connects to Torquay Town Trail).



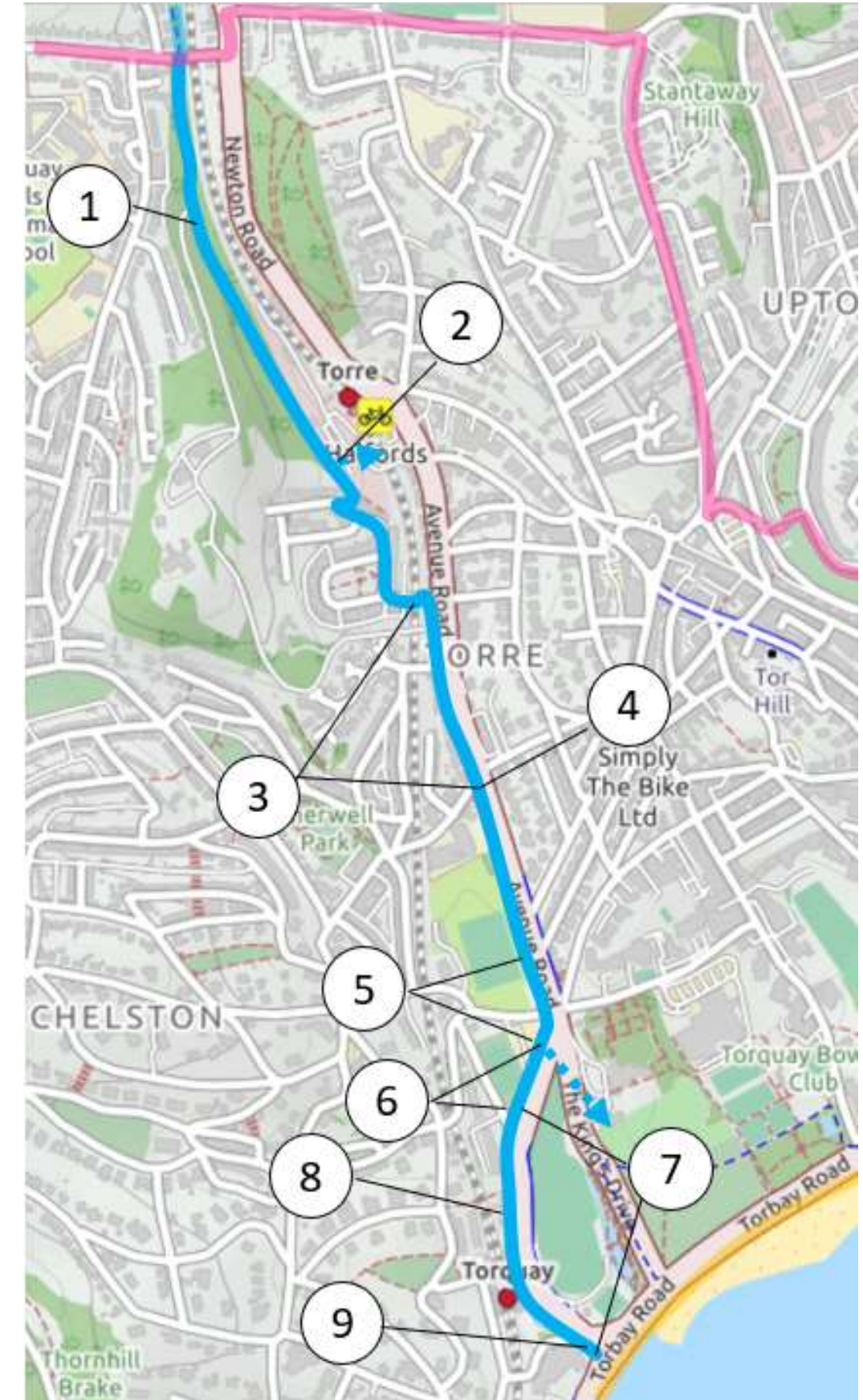
Hospital Trail

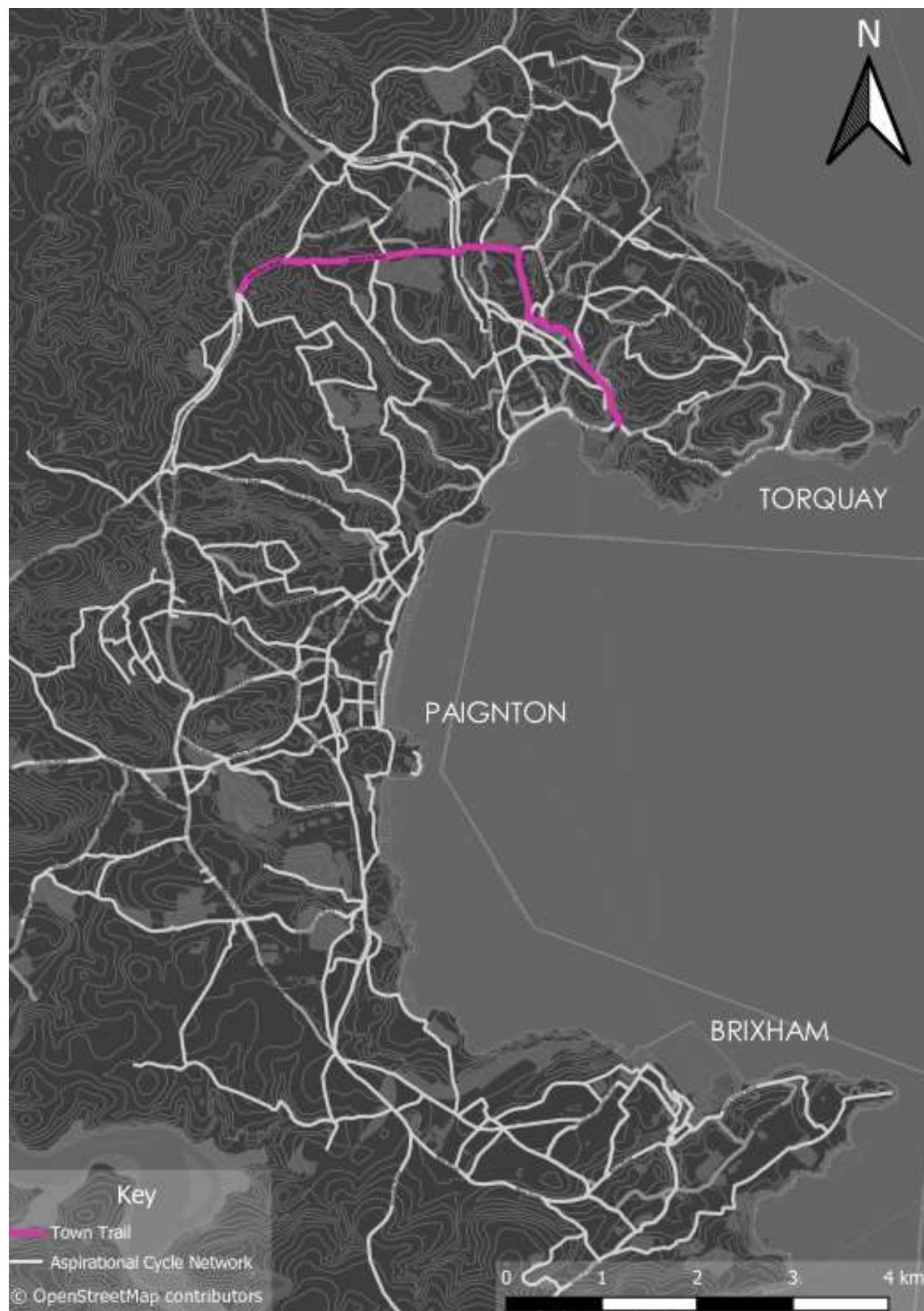
Section 2: Shiphay Lane to Torquay Rail Station

1. Deliver a new cycle ramp with resting points to replace existing steps. In the short term, consider installing signs at either end of the route warning people cycling that the route includes steps.
2. Investigate potential for improved onward links from existing cycle route, through the container yard to improve connections to Torre Station.
3. Avenue Road. Amend kerbline to create shared use path (segregate where highway width permits) on western side of Avenue Rd.
4. Old Mill Lane junction. Crossing improvement, including re-alignment of footway to create more direct crossing point.
5. Amend kerbline on western side of Avenue Road and Falkland Rd to provide off-road cycle provision and connect existing sections of cycle route. Rationalise Avenue Road junction with Rathmore Road include improved crossing facilities at Walnut Road, consider banning some movements for motor traffic to improve the cycling and walking experience and improve efficiency of the junction for motor traffic.

There is also potential to make Rathmore Rd two way (with limited land acquisition) and remove The Kings Drive entirely, improving the setting for Abbey Meadows and King's Gardens. The impact of increased traffic flows at Rathmore Road junction with Torbay Road would need to be taken into account in the designs for the proposed Rathmore Rd roundabout. This section should also consider improved walking and cycling links to Abbey Gardens.

6. Rathmore Road. Increase width of shared use path (segregate if possible). Improved crossing of Rathmore Rd junction.
7. Create shared use path (or segregated path if Rathmore Rd is converted to two-way) on western side of Rathmore Road.
8. Construct continuous footway/cycleway crossing at the exit of the station.
9. Narrow Hennapyn Road junction mouth and add continuous footway/cycleway crossing. Tie-in to proposed roundabout scheme at Torbay Rd/Rathmore Rd junction (this section connects to the Beaches Trail).





Torquay Town Trail

The Torquay Town Trail is an off-carriageway/low traffic route linking Torquay Harbour, the town centre, the Torquay Grammar Schools, and proposed new development at Edginswell. The 5.5km trail has the potential to provide:

- A well-used commuter route, serving relatively high levels of existing and future cycle commuter flows
- A school route serving the Torquay Girls and Boys Grammar schools, Torquay Academy, and Torre, Shiphay and Sherwell Valley schools
- Cycle access to Fleet Street and Union Street shops that are currently problematic to access by bike due to the existing one-way systems
- Potential for additional onward connections, forming part of a future, more comprehensive, Torquay cycle network

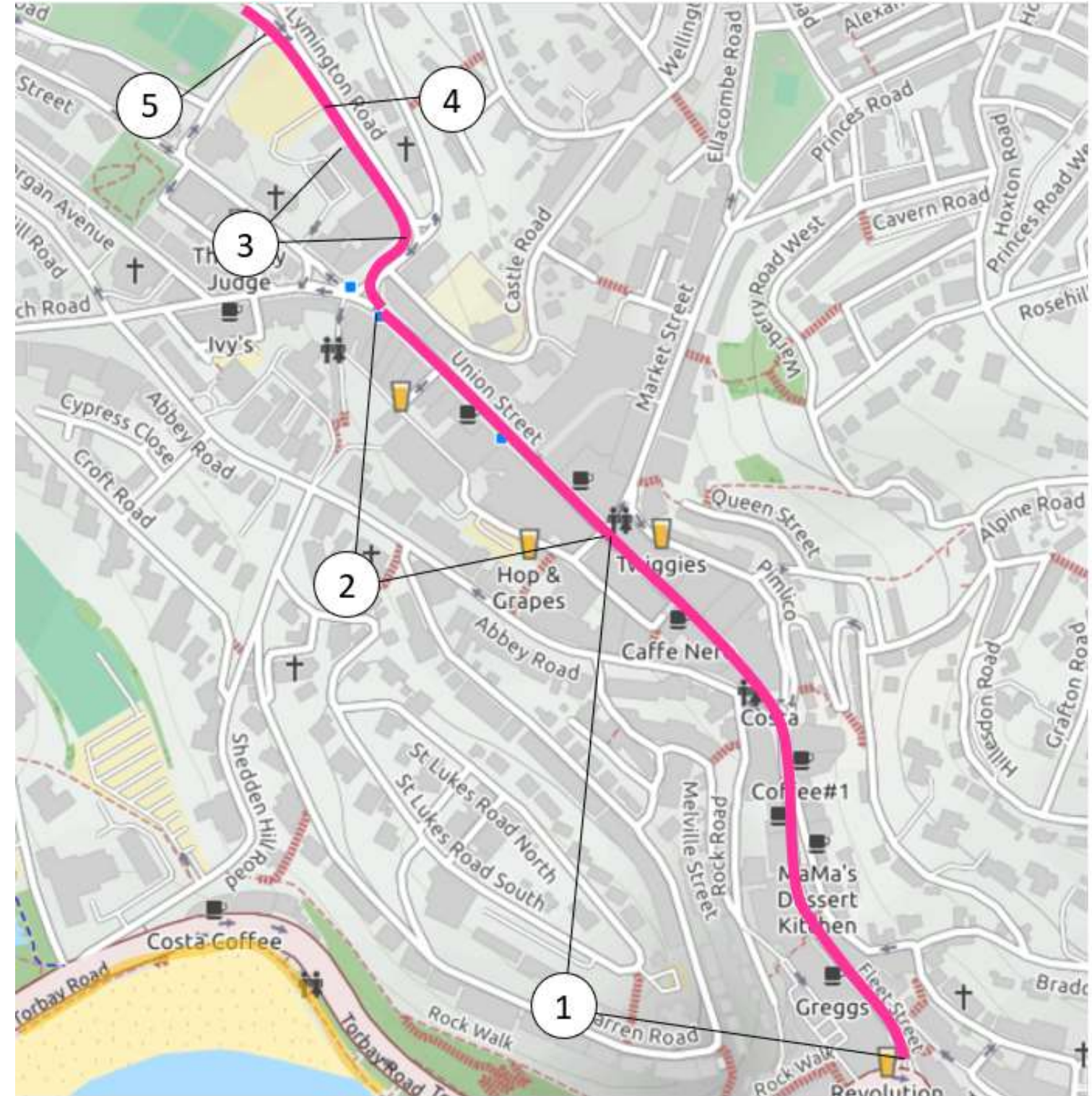
The route uses existing pedestrian and cycle zone sections of central Torquay on Fleet Street and Union Street, incorporating wider public realm improvements on the northern part of Union Street. At its western extent the route connects to the Cockington cycle loop.

The following page details the recommended improvements needed to deliver this trail.

Torquay Town Trail

Section 1: Torquay Harbour to Upton Park

1. Fleet Street/Union Street. Consider adding cycle markings on carriageway through the existing pedestrian/bus only sections to alert people to the potential presence of people cycling (this section connects to the Beaches Trail).
2. Union Street. Redevelopment outlined in the Torquay Town Centre Masterplan, including redevelopment of buildings could enable the removal of motor traffic from Union St, providing more space for people, including enabling two-way cycling.
3. Lymington Road. Consider re-aligning carriageway to upgrade existing shared use path to fully segregated provision on the western side.
4. Lymington Road. Construct continuous footway/cycleway crossing over the car park entrance/exit.
5. Trematon Avenue. Construct new Tiger crossing.



Torquay Town Trail

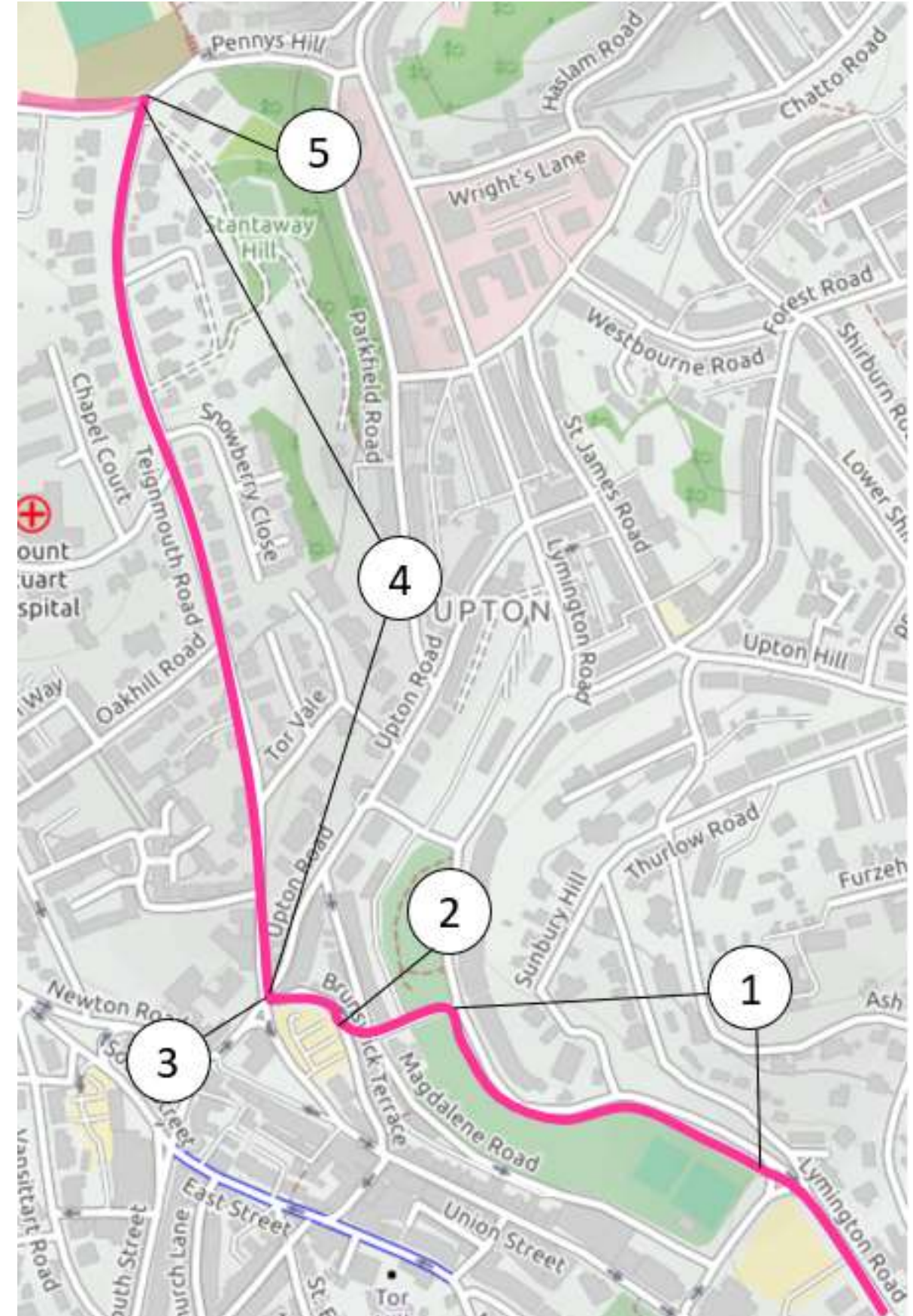
Section 2: Upton Park to Torquay Academy

This section utilises the already planned improvements to the route through Upton Park, before connecting to Teignmouth Road, linking the town centre to Torquay Academy and providing future opportunities to connect to destinations to the north-east of Pennys Hill.

Alternative routes on Lymington Road and Parkfield Road were considered as potential options. There are highway width constraints on Lymington Road between Upton Park and Pennys Hill that would mean it would be extremely challenging to deliver an all ages and abilities route here. Based on the audit process and design criteria including deliverability, the recommended route is on Teignmouth Road, which also provides improved connectivity to Mount Stuart Hospital and Torquay Academy.

The recommended improvements are:

1. Upton Park. Deliver existing proposals for a cycle route through Upton Park, consider upgrading to fully segregated provision.
2. Brunswick Terrace. Consider modal filters and/or allow short sections of contraflow cycling on-carriageway.
3. Upton Road. Deliver improved crossing (Tiger/Toucan), including narrowing the junction mouth to accommodate the crossing and reduce motor traffic speeds.
4. Teignmouth Road. Deliver 20mph limits/zones and traffic calming on Teignmouth Rd. Consider the use of modal filters, considering motor vehicle access to the hospital.
5. Cricketfield Road. Deliver improved crossing (Tiger/Toucan). Consider narrowing junction mouth to reduce motor traffic speeds and create more space to accommodate a crossing.



Torquay Town Trail

Section 3: Torre cycling contraflows

There is a complex one-way system in Torre, which helps manage motor traffic on the narrow streets, but is likely to be a barrier to increased cycling uptake in the area. LTN1/20 states, “there should be a general presumption in favour of cycling in both directions in one way streets, unless there are safety, operational or cost reasons why it is not feasible. Cycle lanes and tracks may operate in the opposite direction to motor traffic, although contraflow cycling is also permissible with signs but without a marked lane or cycle track”.

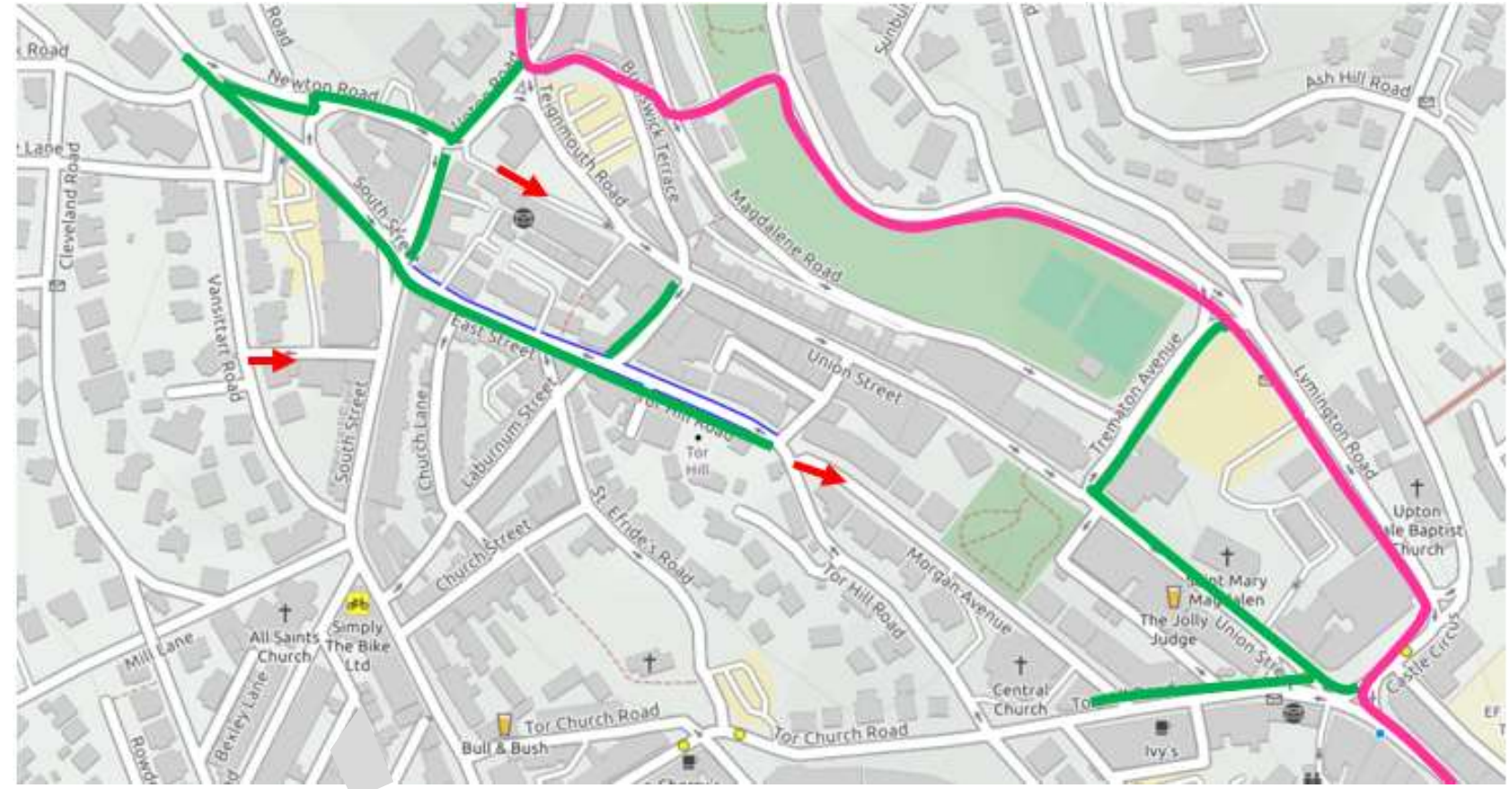
As such, in addition to the main trail, a number of improvements are proposed to allow contraflow cycling on one-way streets in the area and improve connectivity to the main trail.

The improvements suggested are providing a no-entry exemption for cycles, allowing contraflow cycling on-carriageway on the following streets with very low traffic flows (shown as red arrows on the map). Further design work would be needed, however, this type of signed only contraflow provision for cycling is typically acceptable where vehicle speeds are below 20mph with less than 1,000 vehicles per day.

- Lansdowne Lane
- Union Street east of Upton Road
- Morgan Avenue (consider stopping up this street at the southern end)

Off-carriageway provision for contraflow cycling (shared use or segregated provision) is recommended for the following areas (shown as green lines on the map). Use of Low Traffic Neighbourhood approaches and modal filters could also be considered in these areas.

- Union Street / Trematon Avenue
- Tor Hill Road / East Street
- Laburnum Row
- Newton Road / South Street / Upton Road

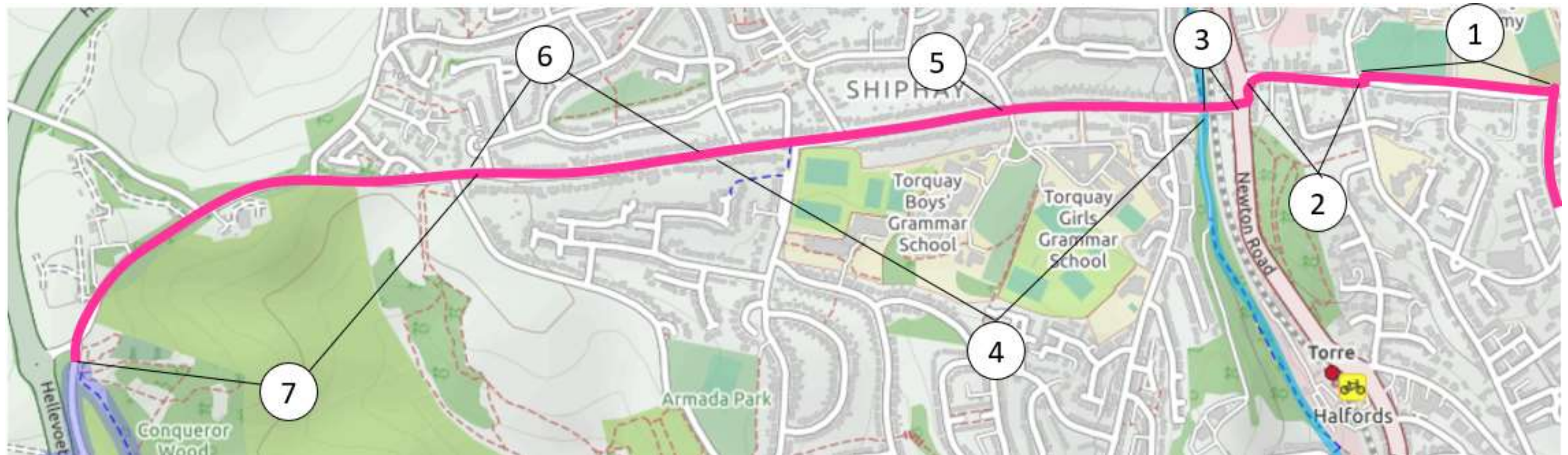


Torquay Town Trail

Section 4: Torquay Academy to Ring Road

1. Explore potential to deliver a cycle only path within Torquay Academy and Sports Ground land (subject to access rights/land negotiation). Redesign the roundabout junction at Barton Road to allow safer crossing from Torquay Academy to the south side of Old Woods Hill.
2. Old Woods Hill. Consider converting to one-way westbound to release space at Old Woods Hill / Newton Rd junction for dedicated cycle provision. Alternatively, use existing verge on south side of Old Woods Hill to create a segregated cycle route, with associated works to address current level differences. Construct continuous footway/cycleway crossing over side road. Existing parking on the footway at the western end of Old Woods Hill would also need to be restricted.
3. Shiphay Lane. Realign kerbs to create shared use path on northern side. Use crossing delivered by the Hospital Trail to cross to the south side.

4. Shiphay Lane/Shiphay Avenue. Realign kerb/use existing verge to create segregated/shared use path east of Dart Avenue. There are pros and cons to provision on the north or south side of the carriageway on this section. Both appear deliverable and a decision on the preferred side should be taken at a more detailed design stage. May require sections of small retaining wall.
5. Shiphay Lane. Construct a new crossing point to improve access between the Torquay Grammar Schools and Shiphay. E.g. toucan crossing.
6. Marldon Road. Widen footpath into verge to create segregated/shared use path east of Avon Road.
7. Marldon Road. New segregated path to be delivered as part of new development, including additional crossing point to connect to Stantor Lane (currently no footway provision on this section). (this section connects to the existing cycle route at Stantor Lane).



Introduction

Most roads in Torbay have footways for people walking, with minimum footway provision having been a core part of design guidance and scheme delivery for many decades. However, there is still a need to continuously improve conditions for walking, including footway provision where it does not currently exist, helping to unlock increased walking rates within Torbay.

As set out in this section, key improvements for walking have been identified within the core town centre areas, which are recognised to be in need of investment and regeneration. These schemes compliment the walking and public realm improvements already identified as part of cycle route delivery in section 5.

Current & future origins and destinations

The LCWIP Technical Guidance notes that identifying demand for a planned walking network should start by mapping the main origin and destination points. As set out in section 5, origins and destinations were identified and are shown again in Figure 6.1.

Identifying core walking zones

The next stage of the LCWIP process is to identify core walking zones, normally consisting of walking trip generators that are located close together – such as town centres or business parks. An approximate five minute walking distance of 400m is used as a guide to the minimum extents of the Core Walking Zones.

As shown by the small green circles in Figure 6.1, a large number of potential Core Walking Zones were identified, focused around town centres, hospitals, schools, and growth areas. Based on the findings of the policy review, and considering potential funding sources, the walking zones within the three town centres of Torquay, Paignton, and Brixham were identified as the top priorities for further development. This reflects the recognition in policy of the need to improve the town centres. The LCWIP presents an opportunity to reinforce existing walking proposals in the three town centre masterplans, which set out wide ranging proposals to help regenerate the town centres. This regeneration is likely to attract significant public and private sector funding to these areas, some of which should be used to improve walking routes and the public realm.

Identifying & auditing key walking routes

For the three priority Core Walking Zones, important pedestrian routes which serve them were identified and are mapped on the following pages.

An important part of the process is to audit the existing walking infrastructure to determine where improvements are needed. Trained WSP staff audited the routes using the DfT Walking Route Audit Tool (WRAT), developed to assist Local Authorities for the purpose. The auditing methodology focuses on five core design outcomes for walking infrastructure:

- attractiveness
- comfort
- directness
- safety
- coherence

The assessment considers the needs of vulnerable people who may be elderly, visually impaired, mobility impaired, hearing impaired, with learning difficulties, buggy users, and children.

The audit process identified small scale measures such as improved crossing facilities, as well as larger potential walking and public realm schemes, some of which were previously identified in the three town centre masterplans.

A comprehensive pedestrian signage and wayfinding scheme is also recommended to help both visitors and locals navigate Torbay.

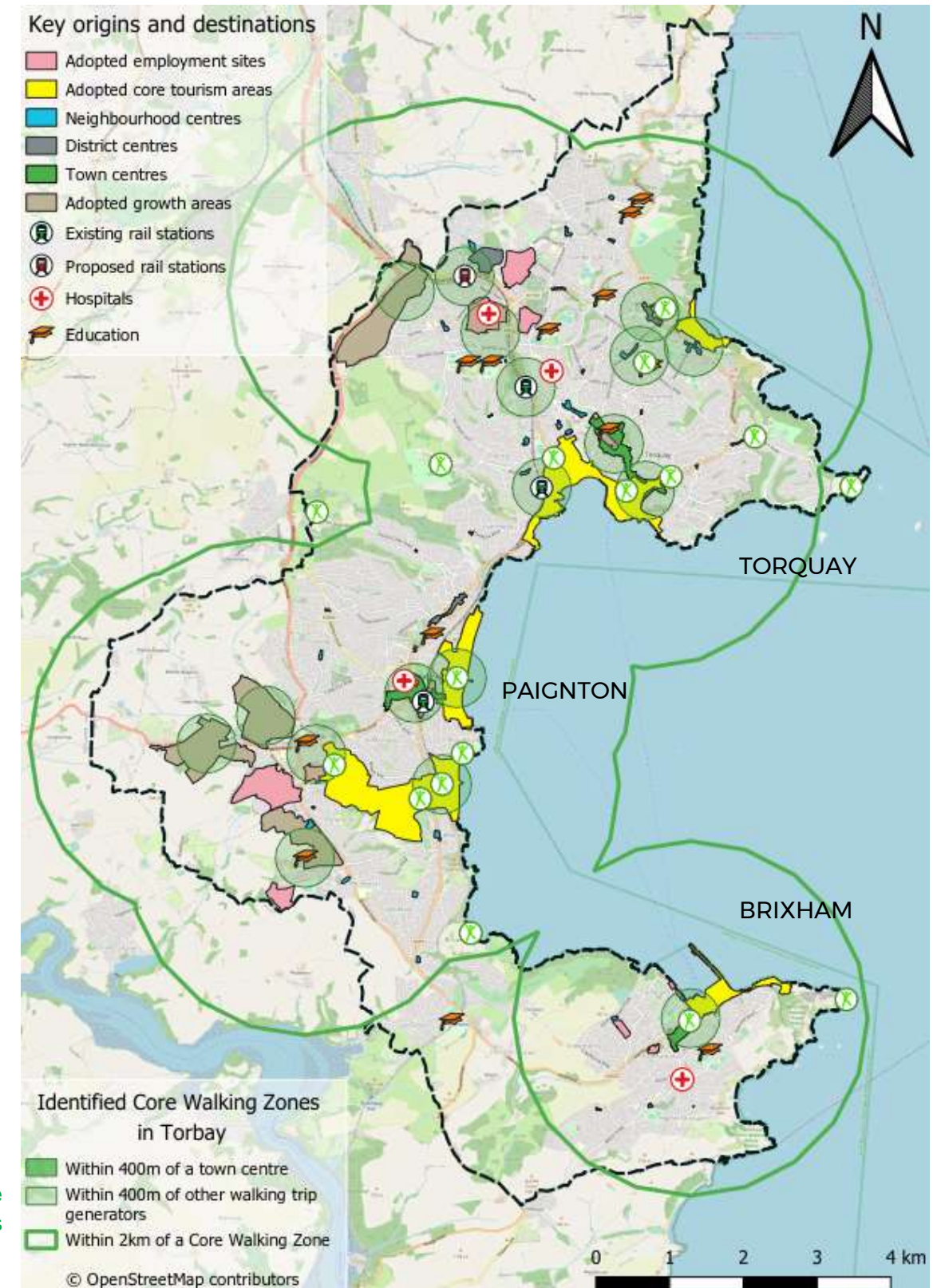


Figure 6.1 Origins, Destinations, and Core Walking Zones

Torquay

The first two routes audited were in central Torquay, connecting Torquay Rail Station, the harbour, and the town centre. The cycling route improvements identified in section 5 already contain several proposals for walking improvements, and these are shown again here for completeness. The audit identified very few issues for items such as missing tactile paving at crossings, and the overall condition of the walking routes was generally good.

- A. Princess Gardens. Explore options to improve natural surveillance such as level differences and measures to increase footfall. The audit identified broken glass, litter, and public concerns about regular antisocial behaviour in this area. The proposed cycle route improvement would help increase use of this area and reduce anti-social behaviour.

A number of schemes are identified in the Torquay Town Masterplan (2015), including the following walking/public realm schemes:

- B. Create a new pedestrian town square at Fleet Street/Abbey Road roundabout
- C. Explore opportunities to improve the harbourside walking route, including improvements identified in section 5.

A number of walking improvements have already identified in section 5 including:

Beaches Trail (North)

- 1.1 Victoria Parade. Consider (part time) access for people cycling and walking only
- 1.2 The Strand. Public realm scheme.
- 1.5 Segregated cycle route through Princess Gardens will separate people cycling and walking
- 1.6 Wider segregated/shared use path will create more space for people walking
- 1.7 Explore increasing the amount of pedestrian crossing time at this junction.
- 1.8 Torbay Road. Public realm and speed reduction measures, including increased crossing points and reduction of street clutter.

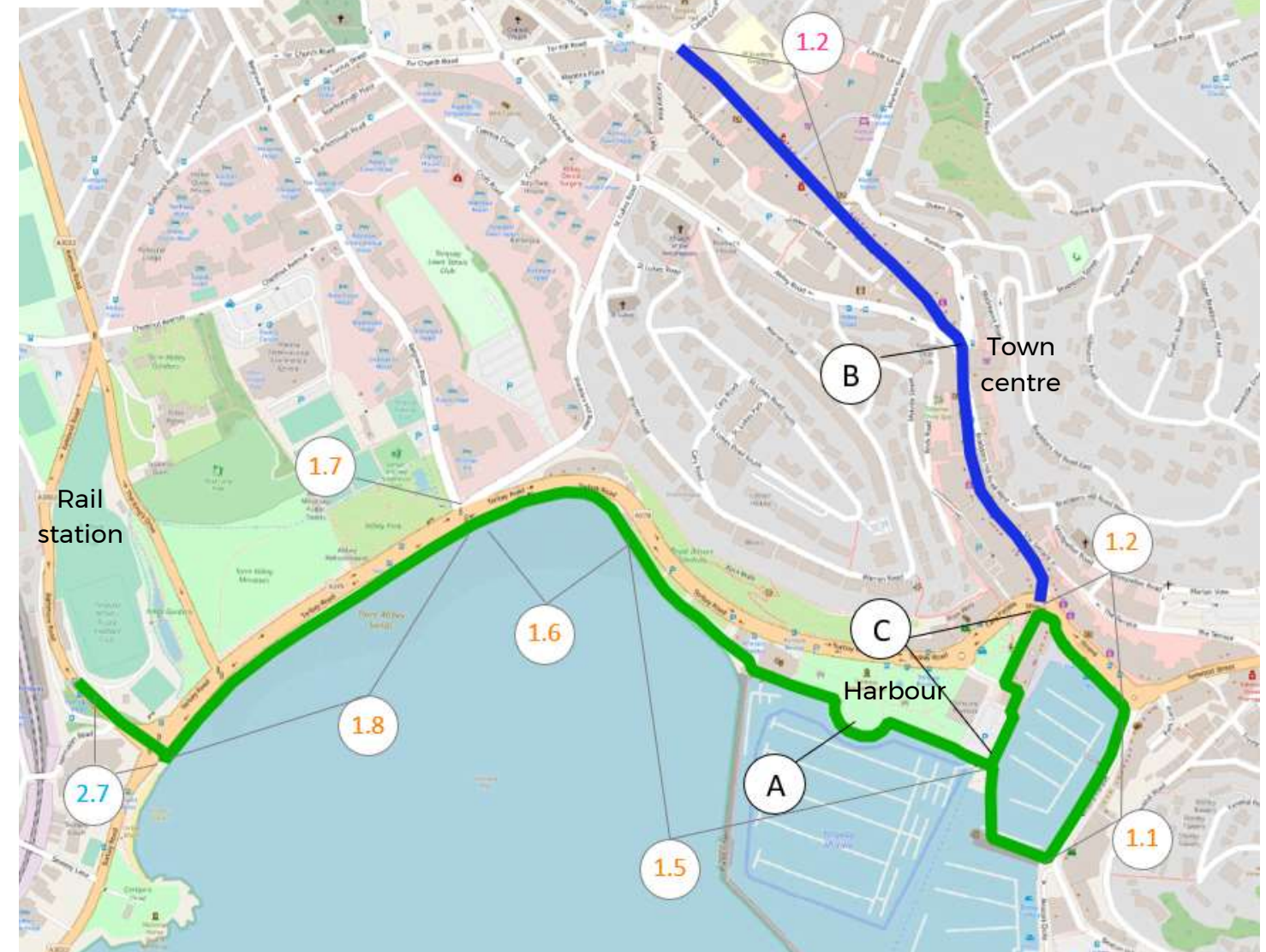
Torquay Town Trail

- 1.2 Union Street. Reduce motor traffic to create more space for people.

Hospital Trail

- 2.7-2.9. Wider segregated/shared use path will increase space for people walking. Improved crossing points.

Torquay



Paignton

Three routes were audited in central Paignton, connecting the harbour, seafront, town centre, and Victoria Park. As with the Torquay routes, the cycling route improvements identified in section 5 already contain several proposals for walking improvements, and these are shown again here for completeness. The audit identified very few issues for items such as missing tactile paving at crossings, and the overall condition of the walking routes was generally good.

- A. Paignton Harbour. Explore the potential for a new footbridge to provide a circular walking route, linked to improved walking routes along the harbour walls.
- B. Esplanade Rd. Upgrade uncontrolled crossing between the crazy golf and Torbay Park to a zebra crossing to improve connectivity.
- C. Develop a secondary walking route, reflecting the Paignton Town Masterplan proposal for a “Heritage Walk” including masterplan proposals to remove through traffic from Torbay Rd, redevelopment of Crossways, and public realm improvements in Victoria Park.
- D. Garfield Rd area. Consider an area wide Low Traffic Neighbourhood approach including modal filters, pocket parks, and public realm improvements. Linked to redevelopment of the multi-storey car park, this could help create a distinctive and attractive quarter to amble through, providing links between Torbay Road, Victoria Park, and the seafront.

A number of schemes are identified in the Paignton Town Masterplan (2015), including the following walking/public realm schemes:

- E. Paignton Town Square Scheme
- F. Palace Square scheme

A number of walking improvements have already identified in section 5 including:

Beaches Trail (North)

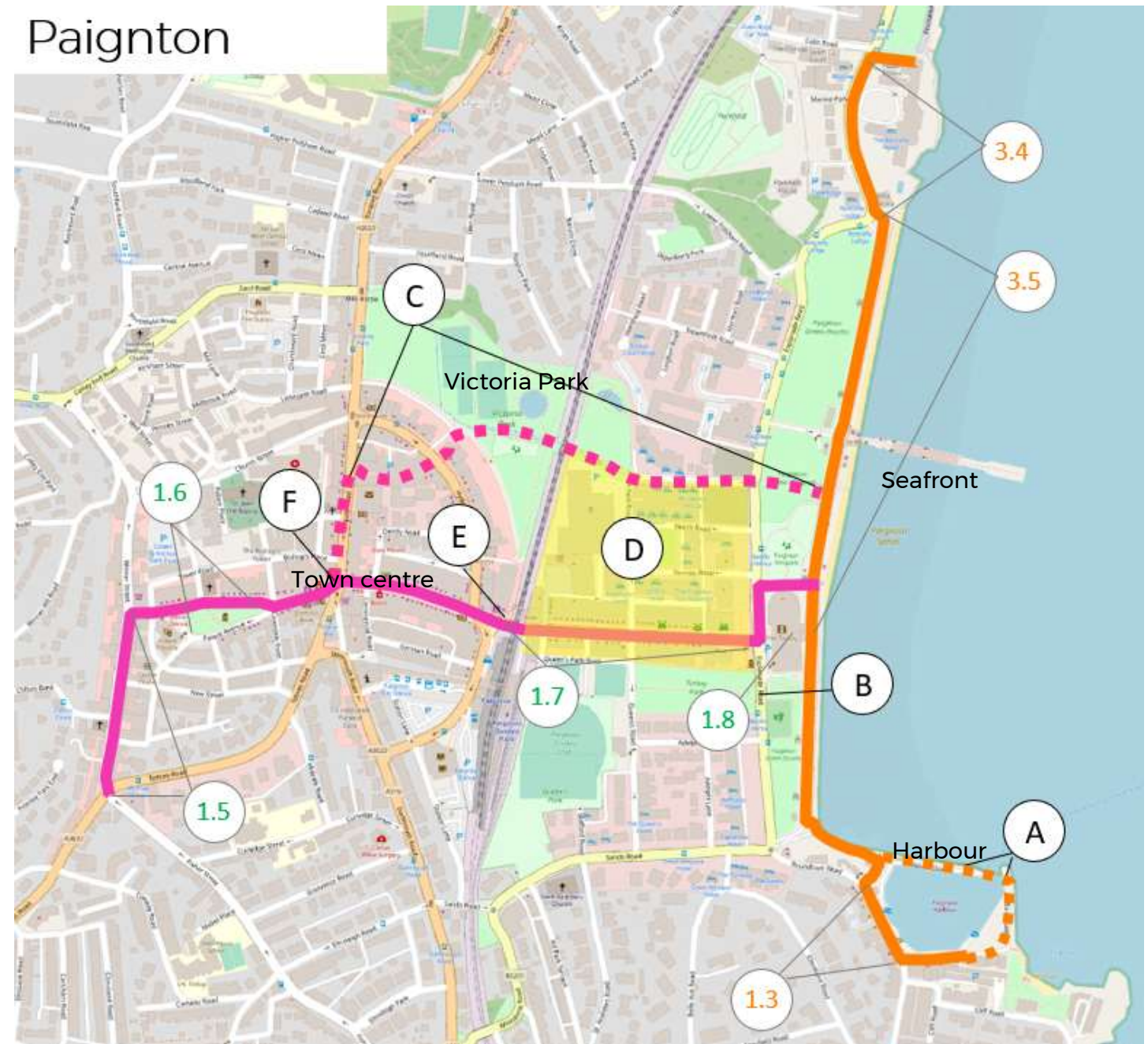
- 3.4 Segregated cycle route, providing more space for people on the South West Coast Path
- 3.5 Consider moving parking to the rear of the promenade to improve the walking experience and views of the sea

Beaches Trail (South)

- 1.3 Public realm enhancement on Roundham Road at Paignton Harbour, including potential prohibition of through motor traffic

Zoo Trail

- 1.5 Removal of motor traffic from parts of Winner Street
- 1.6 Implement Paignton Masterplan proposals to remove motor traffic from the south side of Palace Avenue, and better integrate the park
- 1.7 Implement Paignton Masterplan proposals to remove motor traffic from Torbay Road
- 1.8 Potential for a direct route to the seafront and improved views from Torbay Road if the cinema is relocated in future.



Brixham

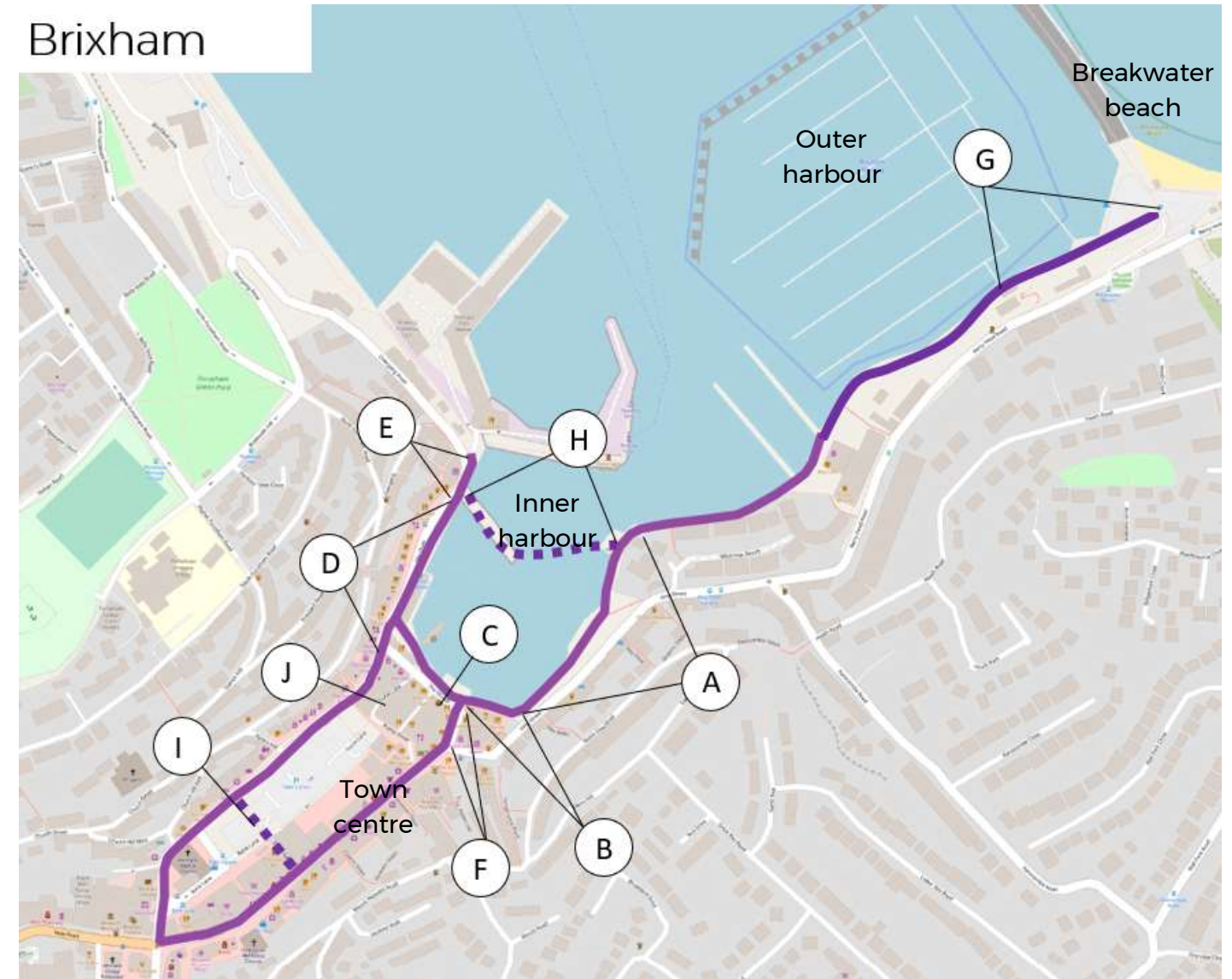
A number of routes were audited in central Brixham, connecting the harbour, and shopping areas. The audit identified very few issues for items such as missing tactile paving at crossings and the overall condition of the walking routes was generally good.

- A. Brixham Harbour. Improved quality paving through this area defining a clear walking route through the parking area.
- B. Brixham Harbour. Consider removing parking from this area, combined with public realm improvements would attract visitors to explore the outer harbour on foot.
- C. The Strand. Provide formal crossing point to Beach Approach
- D. The Quay. Provide improved crossing points, including adding a dropped kerb on the eastern footway to align with the existing dropped kerb on the western footway, adding tactile paving to both sides. Consider potential to reduce traffic volumes and speeds in this area, and potential for relocation of parking to create more space for people.
- E. The Quay. Consider widening the footway into the carriageway. This could potentially be enabled by requiring southbound vehicles give way to northbound vehicles, just south of the harbour entrance, providing improved onwards links for the South West Coast Path to the north-west.
- F. The Strand. Consider measures to improve natural legibility and public realm improvements to help draw visitors from the harbour to Fore Street. This could include a high quality paved road surface and directional signage.
- G. Outer harbour. Improved surfacing and rationalisation of space to create a more legible walking route to Breakwater Beach.

A number of schemes are identified in the Brixham Town Masterplan (2019), including the following walking/public realm schemes:

- H. Proposed new swing bridge across the harbour
- I. Improvements to the walking route between Fore Street and Middle Street, linked to redevelopment of the car park site, and including a new public square
- J. Extend and enhance the lanes and passageways, including: Paradise Place, Furze Lane, Pump Street, Beach Approach, and Union Lane.

Brixham



7 Prioritisation and Costs

The next stage of the LCWIP process is to prioritise cycling and walking infrastructure improvements and provide high level costing of schemes.

The guidance states that priority should be given to improvements that are most likely to have the greatest impact on increasing the number of people who choose to walk and cycle, and therefore the greatest return on investment. Other factors may also influence the prioritisation of improvements such as the deliverability of the proposed works or opportunities to link with other schemes.

Each Trail has been prioritised as a whole due to the benefits of delivering a complete and coherent cycle route. The factors below were used to inform the priorities, with the results shown in Table 7.1.

- Potential increase in walking and cycling numbers
- Scheme deliverability
- Links to other schemes and projects

For ease of delivery the walking improvements have been grouped with their associated cycling improvements.

Indicative scheme cost estimates for each section have been developed based on unit and per metre costs. It should be noted that the schemes are at a very early stage of development and these costs will change as the scheme designs are developed further. Key costing assumptions include:

- Cost for schemes delivered purely as part of new development (e.g. walking route through Crossways) have not been included.
- Costs for new bridges over the harbours have not been included. Further work would be needed to confirm design principles and confirm site conditions.
- Costs are presented as 2019 prices, and will need to be adjusted for inflation once the delivery timescales are confirmed.
- Cost includes for preliminaries, preparation and supervision costs.
- 44% project risk allowance included.

More detail on the cost assumptions can be found in Appendix A.

Table 7.1 Scheme Priority & Cost

Priority	Improvement	Delivery Timescale	Indicative Cost	Key Dependencies & Links
1	Torbay wide 20mph limits	Short	£1.5m	N/A
2	Torbay wide signage and wayfinding	Short	TBC*	N/A
3	Beaches Trail (North) – Section 1 Torquay Harbour to Torquay Rail Station	Short/Medium	£7.5m	The Strand public realm scheme
4	Beaches Trail (North) – Section 2 Torquay Station to Hollicombe Park	Short	£2.4m	Torbay Rd rail bridge refurbishment
5	Beaches Trail (North) – Section 3 Hollicombe Park to Paignton Pier	Short	£0.8m	N/A
6	Hospital Trail – Section 2 Shiphay Lane to Torquay Rail Station	Medium	£4.7m	N/A
7	Hospital Trail – Section 1 Edginswell to Shiphay Lane	Medium	£1.8m	N/A
8	Beaches Trail (South) – Section 3 Windy Corner to Brixham Harbour	Short**	£2.5m	Americas Ln scheme
9	Beaches Trail (South) – Section 1 Paignton Pier to Goodrington	Medium	£1.4m	N/A
10	Beaches Trail (South) – Section 2 Goodrington to Windy Corner	Medium	£3.4m	Broadsands cycle route
11	Brixham town centre walking improvements	Medium	£1.3m	Redevelopment of car park site
12	Zoo Trail	Medium/Long	£5.6m***	Paignton masterplan proposals, including redevelopment of key sites and reconfiguring the motor traffic network.
13	Paignton town centre walking improvements	Medium/Long	£1.0m	
14	Torquay Town Trail – Section 1 Harbour to Upton Park	Long	£2.8m	Torquay masterplan
15	Torquay Town Trail – Section 2 Upton Park to Torquay Academy	Long	£1.6m	N/A
16	Torquay Town Trail – Section 3 Torre Cycle Contraflows	Long	£1.5m	N/A
17	Torquay Town Trail – Section 4 Torquay Academy to Ring Road	Long	£4.7m	Edginswell development
18	Torquay town centre walking improvements	Long	£1.5m	N/A

* Further scoping work to better define the project (e.g. area of coverage, potential design of signs etc) would be needed to provide an indicative cost.

** although this is a medium level priority, the Americas Ln is well progressed and ready for delivery. Other associated scheme elements are low cost and could also be brought forward for delivery.

*** Zoo Trail costs include improvements on the cycle route, but do not include for wider changes to the traffic system such as changing Hyde Road to 2-way

The schemes outlined in this document represent over £46m investment in 27km of high quality cycle routes, walking improvements, and public realm schemes in Torbay. This equates to over £17 per person per year over a 20 year time period, based on the resident population (noting the total population of Torbay nearly doubles in summer months). It would bring active travel spending up to levels seen in leading countries such as the Netherlands, and leading cities in the UK.

This represents a step-change in active travel funding in Torbay, and will be highly dependent on successful funding bids to central government. There are a number of factors which strengthen the likelihood of increased central government funding for active travel in Torbay, including:

- Increased overall funding for active travel, with £2bn for cycling announced and further spending announcements likely over the lifetime of this LCWIP
- Recognition of the need for increased funding and regeneration outside London and core cities to “level up” the country, especially to regenerate town centres and seaside towns
- The need for a green recovery from the Coronavirus crisis and the need to tackle the climate crisis.

Whilst, a value for money appraisal has not been undertaken at this stage, benefits in terms of public health, the local economy and tourism, land value uplift, decongestion, road safety and carbon savings are likely to be significant. Most walking and cycling schemes represent very good value for money, providing significantly more benefit to society than the cost of the scheme.

While the costs are significant, they should be seen in the context of a major transport and tourism investment for Torbay. Scheme costs should be compared to other major transport infrastructure such as the £110m South Devon Link Road completed in 2015, proving a new 5.5km dual carriageway between Torbay and Newton Abbot.

In the longer term, Figure 7.1 shows how the Bay Trails could form the core of a comprehensive aspirational cycle network for the Bay, linking to other proposed cycle schemes and more facilities in the area.

The schemes contained in this LCWIP will take many years to deliver and these should be the top priority. However, potential future routes for development at a later stage identified by the background data review include:

- Further development of the cycle network in Torquay, including links to St Marychurch and Babbacombe
- A3022 between Paignton Town Centre, through Preston, and on to Hollicombe Park
- A379 between Paignton and Goodrington
- Broadsands to Churston via Elbery Lane
- Ring road path Torquay to Brixham, including A380 Hamelin Way and A379/A3022
- Roll out of Liveable Neighbourhoods.

Local authorities increasingly need to be agile and flexible in their delivery, and it is important to recognise that opportunities to deliver walking and cycling improvements not identified in this LCWIP are likely to arise. The role of supporting infrastructure and measures, such as secure cycle parking, cycle training, active travel information and mapping, and marketing will also need to be considered.

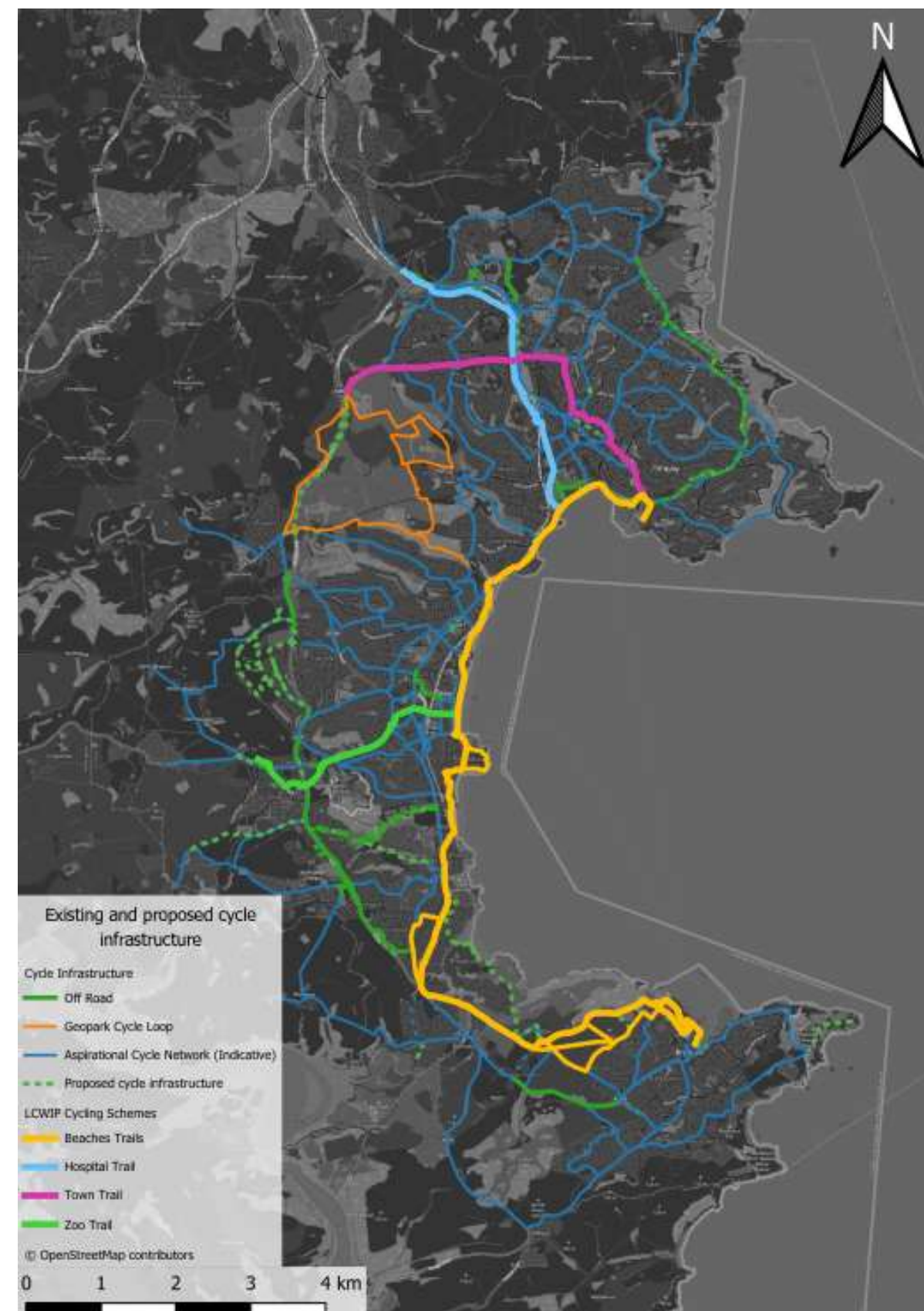


Figure 7.1 Long term aspirational cycle network (indicative)

Integration and application

The final stage of the LCWIP process considers how the LCWIP should be integrated into local policy, strategies and plans, as well as practical applications of the outputs of the LCWIPs. Several factors need to be considered.

Governance

The ongoing governance structure and delivery team for the LCWIP will be confirmed by Torbay Council, linking to existing governance structures. The Council's existing walking and cycling officer group is likely to play an important part in coordinating and delivering the LCWIP going forward. Key delivery partners and Torbay community stakeholders will form a key part of delivery.

Stakeholder engagement & public consultation

A draft version of the LCWIP was consulted on between 3 February and 14 March 2021. The consultation ran alongside a draft Local Transport Action Plan as well as a series of active travel projects to be delivered during 2021 under the Government's Active Travel Fund (Phase 2). This allowed the opportunity to have a wide conversation with the community about transport, including how active travel can be linked across transport outcomes in an integrated transport planning sense. The aim of the consultation was to engage the Torbay community (including residents, businesses, community groups, etc.) to ensure the LCWIP could best be progressed in a manner with meets local needs and priorities. The Council sought views on the principle of what was being proposed as well as the detail.

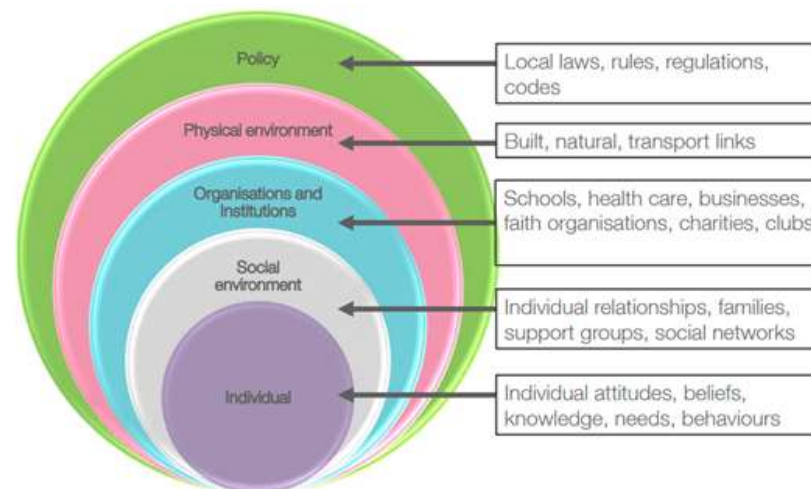
A range of methods were employed to enable people to provide views on the plan, including a public survey (700+ responses received), written comments, the use of an online mapping tool (Widen My Path), the hosting of dedicated online public meeting as well as numerous other meetings and conversations with the community. The consultation was publicised widely via social media and many other channels.

A full consultation report is available separately to the LCWIP and accompanies the document's adoption. There was broad support for the LCWIP (71.4% of survey responses supported, only 11% of persons did not). In addition, there was clear support for the delivery of active travel and a transport system which delivered against the priorities of health and wellbeing, the economy and tackling climate change. A number of changes were made to the final version of the LCWIP to take on board the results of the consultation and these are detailed within a separate report.

Integration

Torbay Council is currently reviewing its Local Plan and other major local policy documents and as such this represents an excellent opportunity to fully integrate the outputs from the LCWIP into local policy. This will help ensure that emphasis is given to cycling and walking within both local planning and transport policies, strategies and delivery plans. Reflecting the LCWIP in local policy will also help make the case for central government funding. The LCWIP will be a crucial part of increasing active travel in Torbay, helping to deliver improved infrastructure. However, it doesn't include all the elements needed, including non-infrastructure measures.

The LCWIP represents part of the answer to enabling active travel in Torbay, but it operates within a wider system, and a whole system response is needed from the Torbay community.



'Understanding systems' taken from Public Health England, 2019

The infographic above depicts a simple system. There is a clear relationship between the individual parts, the function of the parts and the outcome. Systems are often far more complex and have lots of different relationships and interactions.

Delivering a plan for walking and cycling infrastructure can be a part of the system solution but it needs other parts of the system to function. For instance, taking cycling as an example, better cycle route infrastructure may be an important factor to enable an individual to cycle more but other factors such as training, confidence, access to a suitable bicycle, having a safe space to change clothes if required, knowledge, parking, employer attitudes, social groups and fitness may also be factors for an individual person and will vary to different degrees between different individuals.

It is also true to say that an approach to delivering better walking and cycle infrastructure in Torbay can be a key part within multiple different systems across Torbay which are tackling various issues, whether that relates to economic development, tackling climate change, or improving the health of the population. These systems are complex but it is only by mapping, unpicking and understanding those relationships and opportunities that we can knowingly deliver changes effectively and in a joined-up way. A whole-systems approach reflects Torbay Council's key values of being people-orientated, adaptable, forward-thinking and with integrity.



Illustrating some elements of a whole system approach in this instance in the context of physical activity, adapted from Sport England.

The Council will look to develop a whole systems approach to address how Torbay can increase active travel as a key part of meeting our stretching target of getting 10% of people in Torbay more physically active by 2025. Achieving this target would place Torbay above the regional and national averages for physical activity.

Securing funding and delivery

The LCWIP sets out the case for future funding for cycling and walking infrastructure. As set out in the section above there are a number of compelling reasons for central government to invest in active travel infrastructure in Torbay. In addition, local funding contributions are likely to be available from developer contributions, other bids, and potentially contributions from limited local authority budgets.

Due to the nature of local authority funding, the majority of funding is likely to come from bids central government. The future funding streams are therefore unclear and it would be inappropriate to commit to exact delivery timescales. Table 7.1 provides an indication of timescales, and sets the broad priorities for scheme delivery when funding does become available. There will be a need to be flexible, adapting to changing circumstances and opportunities. For example, certain private sector development sites with associated cycling and walking contributions may come forward sooner, or later, than anticipated, and scheme priorities may change to reflect this. There may also be opportunities to incorporate cycling and walking improvements as part of other transport schemes. Investing in more detailed feasibility studies for key routes within the LCWIP will help to create “shovel ready” schemes that can be delivered when central government or other funding becomes available.

Some funding and developments may necessitate or provide opportunities to improve the infrastructure away from the core LCWIP routes. Whilst the focus should remain where possible on the network to support the existing demand, new developments in particular may give rise to new or strengthened walking zones or routes connecting to that core network.

The newly formed Active Travel England will act like Ofsted for schools, and assess local authorities' performance on active travel, with findings influencing funding authorities receive across all transport modes.

Reviewing and updating

Delivery of the LCWIP schemes should be continuously reviewed as part of a collaborative officer approach to monitor outcomes, including by the walking and cycling officer group.

In line with other transport plans, it is envisaged that the LCWIP will need to be updated approximately every four to five years to reflect progress made with implementation. LCWIPs may also be updated if there are significant changes in local circumstances, such as the publication of new policies or strategies, major new development sites, or new sources of funding.



APPENDIX A: Key Cost Assumptions

Overall assumptions

- Preliminaries allowance 35%
- Preparation 9%
- Supervision 5%
- Project Risk Allowance 44%
- Inflation and VAT: Excluded

Scheme assumptions

20mph limits scheme

Costs based on Bristol 20mph limits project. Bristol has a total road length of 1200km, with a total project cost of £2.77m. Torbay total road length is 529km. An additional allowance for inflation since the Bristol scheme delivery was also added.

Beaches (North) – section 1

3. Cost of new harbour bridge not included
5. Cost based on path through Princess Gardens, and not alongside the carriageway
9. £900k cost estimate for Rathmore Rd roundabout provided by Torbay Council

Beaches (North) – section 2

3. Does not include public realm improvements or junction re-alignment/land acquisition

Hospital Trail – section 1

1. No cost included for off-road cycle route to Newton Abbot
- 3-7. Assumes off road cycle provision rather than modal filters
9. Crossing cost not included as this is included in the Torquay Town Trail estimates.

Hospital Trail – section 2

1. £500k cost estimate of sloped cycle route to replace steps provided by Torbay Council
5. Cost assumes shared use path on Rathmore Rd and improvements to The Avenue/Rathmore Rd junction. Conversion of Rathmore Rd to 2-way and removal of The Kings Drive is NOT included

Beaches Trail (South) – section 2

8. Excludes alternative route through Hookhills

Beaches Trail (South) - section 3

1. Excludes lighting costs
2. Includes £2,3m cost for Americas Lane scheme, based on WSP estimate
3. Light touch signage measures only

Brixham walking improvements

- H. Bridge costs not included – further feasibility work would be needed
- I. Assume this will be delivered as part of the redevelopment of the site. Costs not included.

Zoo Trail

Includes £1.5-£2.0m for station square + £2m for the public realm scheme on Torbay Rd

Improvements on the walk/cycle routes are included and costed, but no costs for wider changes to the traffic network are included (e.g. 2-way operation on Hyde Rd)

Torquay walking improvements

- D. Assume harbourside walking route will be delivered as part of redevelopment of the car park. No costs included.

Torquay Town Trail

7. Section delivered by new development. No costs included.

References

ⁱ Public Health England (2014), Everybody active, every day

ⁱⁱ Sport England, Active Lives Survey May 18/19

ⁱⁱⁱ Source: <https://uwe-repository.worktribe.com/output/875541>

^{iv} SQW (2015) Devon cycling and walking trails Economic impact analysis for Devon County Council

^v Images and text sourced from the West of England Local Cycling and Walking Infrastructure Plan 2020-2036

Consultation Report – Torbay Local Transport Action Plan and Torbay Local Cycling and Walking Infrastructure Plan

Concerning consultation carried out in respect of the draft Local Transport Action Plan (LTAP) 2021-2026 and draft Torbay Local Cycling and Walking Infrastructure Plan (LCWIP) between Wednesday 3 February and Sunday 14 March 2021



Contents

Table of Figures	3
About this report	5
The Consultation	6
Background	6
Methods.....	6
Publicity	6
Survey results	8
Written responses	23
Meetings and conversations	25
Have Your Say on Transport Public Meeting (Wed 3 March)	25
Main findings, messages and initial responses	27

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

Table of Figures

Figure 1 - Table to show the frequency by count and percentage of modes of travel reported to have been undertaken by survey respondents during the last 2 years	8
Figure 2 - Bar chart to further illustrate modes of travel undertaken by survey respondents during the last 2 years (in relation to Figure 1).....	8
Figure 3 - Table to indicate the number and proportion of respondents who had changed travel habits or not since the Covid pandemic began	9
Figure 4 - Table to indicate number and proportion of survey respondents who had reported how their travel habits had changed in various ways.....	9
Figure 5 - Snapshot of comments provided in relation to Question 2C, regarding other reported changes made by survey respondents during the Covid pandemic	10
Figure 6 - Table to show how people answered in relation to Question 3a, regarding sustaining changes in behaviour post Covid-19 pandemic	10
Figure 7 - Snapshot of comments provided in relation Question 3b, regarding why changes may or may not be sustained into the future after the Covid pandemic	11
Figure 8 - Table to show ranking of priorities (by number of respondents voting) according to Rank 1 (highest priority) towards Rank 4 (lowest priority)	11
Figure 9 - Snapshot of comments provided in relation to Question 4b, regarding thoughts on the ranking of priorities listed in Question 4a and/or other broad issues not identified in this question	12
Figure 10 - Table to show proportion of respondents expressing their preference to see various modes of travel change by frequency of journeys undertaken across Torbay	13
Figure 11 - Table to show number and proportion of people who identified the single best feature of Torbay's transport network when provided with four different options.....	13
Figure 12 - Snapshot of comments provided in relation to Question 6b, regarding identifying other comments in relation to a preference provided in Question 6a	14
Figure 13 - Table to show number and proportion of people who responded with their choice for the biggest weakness in the network when provided with four options	14
Figure 14 - Snapshot of comments in relation to Question 7b, regarding identifying other comments in relation to a preference provided in Question 7a	15
Figure 15 - Table to show number and proportion of respondents expressing their position on general support for the draft Local Transport Action Plan	15
Figure 16 - Snapshot of comments provided in relation to Question 8b, regarding views on the content of the draft Local Transport Action Plan	16
Figure 17 - Table to show number and proportion of respondents expressing their position on broad support for the draft Local Cycling and Walking Infrastructure Plan	17
Figure 18 - Snapshot of comments provided in relation to Question 9a, regarding views on the content of the draft Local Cycling and Walking Infrastructure Plan	18
Figure 19 - Table to show the number of survey respondents who selected various engagement methods as ways in which the Council might engage effectively. Also expressed as a percentage	

of respondents providing a preference for the method (note multiple ‘votes’ could be provided across different answers).....	18
Figure 20 – Snapshot of comments provided in relation to Question 10b, regarding other ways in which the Council might best engage with the community on transport issues.....	19
Figure 21 - Snapshot of comments provided in relation to Question 11, regarding other factors which affect the ability of survey respondents to realise their travel choice preferences	20
Figure 22 - Table to show survey respondents in respect of gender.....	20
Figure 23 - Table to show survey respondents in respect of different age categories	21
Figure 24 - Table to show location of survey respondents broken down by postcode area	21
Figure 25 - Table to show number and proportion of survey respondents who considered themselves to have a disability	21
Figure 26 - Table to show number and proportion of survey respondents who identified how their disability affects them and how	22
Figure 27 - Table to show number of respondents who identified by various ethnicity	22
Figure 28 - Table to briefly summarise range of responses received in writing and reference to relevant organisations, groups, businesses as relevant.....	24
Figure 29 – Selected screenshots from public Zoom event on transport consultation (3 March) ...	25
Figure 30 - Table to detail poll questions asked and summary of responses from audience	26

About this report

This is a draft version of a consultation and engagement report regarding a consultation process carried out in respect of the Local Transport Action Plan (LTAP) and the Local Cycling and Walking Infrastructure Plan (LCWIP). It has been prepared in order to provide information on the results and findings of the consultation that have been obtained so far. The results are presented in a summarised form, the raw data has not been provided within this report.

The report will be added to with further analysis before being published in its final form. The analysis and findings contained in this report thus far, constitute the main issues which have been drawn out of the consultation results to date. All information provided during the course of the consultation, be it through surveys, written representations and meetings has been considered. All of that information forms part of the overall analysis but it is not necessarily the case that every single issue raised from the consultation has been presented in this report and laid out explicitly in writing. The focus has been on identifying the most considerable issues that require attention in terms of the consideration of the draft plans. However, it is important to note that the author of this report has in summarising these main issues and findings been presented with all of the relevant data.

The consultation process has provided a range of data to inform not just the draft plans but the delivery of the Council's transport function more generally, and in particular the delivery of ongoing, planned schemes. In addition, the data will be useful for other departments outside Spatial Planning such as Public Health, Natural Environment, etc. as well as partner organisations who are working with the Council on whole-system approaches to tackling issues where transport is a key factor in addressing local priorities such as physical activity, climate change, community engagement and economic development.

The Consultation

Background

Torbay Council undertook a public consultation concerning the Local Transport Action Plan, the Local Cycling and Walking Infrastructure Plan and also to gain information which might be useful in informing the delivery of Active Travel Fund schemes (Phase 2) which funding has been secured for to deliver a number of projects during 2021.

The aim of the campaign was to engage the Torbay community (including residents, businesses, community groups, etc.) to ensure the Council progresses transport initiatives in a manner which best meets local needs and priorities. The Council sought views on the principle of what was being proposed as well as the detail.

The consultation opened on Wed 3 February and closed on Sunday 14 March 2021, running for a period of over 5 weeks.

Methods

The consultation employed a range of methods to enable people to provide views on the plan. This included a public survey provided on the Council's website, an e-mail address for written responses to be sent to, the use of an online mapping tool called Widen My Path, the hosting of a dedicated online public meeting for the consultation (Wed 3 March) and officers attending various other public meetings to present and answer questions such as the All Community Partnerships meeting (23 Feb) and the Brixham and surrounding Community Partnership meeting (24 Feb). In addition, Council officers sought to operate an 'open door' approach to responding to requests for one-to-one meetings or other group meetings that might originate from contacts made during the course of the consultation. For instance, this included two in-person meetings with members of the public who had shown interest in speaking to officers via an approach through social media as well as numerous other phone conversations and online meetings with stakeholders and members of the public.

Publicity

The consultation was publicised via e-mails to specific stakeholders (for instance known community groups, businesses, networks, etc. utilising consultation databases held by Spatial Planning and supplemented by other departments) in the early part of the consultation period. Social media activity via the Torbay Council accounts on Facebook, Twitter, etc. took place throughout the consultation period at regular intervals to promote the consultation and in particular the survey. A dedicated webpage for each plan was created on the Council's website as well as a main 'landing page' on the Council's consultation section. A press release was issued at the beginning of the consultation and numerous media outlets picked up on the 'story'. Partner organisations such as the Community Partnerships and the Torbay Community Development Trust (TCDT) were asked to spread the consultation through their networks. The TCDT provided two separate mass e-mails to their contact group database. The Torbay Spatial Planning Agents

list were contacted by way of an electronic 'newsflash' to draw attention to the consultation and the One Torbay e-newsletter was utilised. Officers promoted the consultation at numerous public meetings and the consultation was raised by Councillors through their networks.

Survey results

A total of **705 survey responses** were received during the consultation period.

A number of questions were asked, numbered here from 1-14, though some questions contained multiple parts (and are indicated by the number and letter e.g. 2a, 2b, etc.). The results from the survey are addressed in relation to each question in turn.

Question 1 – List all modes of transport you have used within the past 2 years to travel and move within, to and from Torbay?

The graphs below indicate the proportion of persons who had reported travelling by various modes of transport in Torbay over the past 2 years. Note that a time period of 2 years was asked in order to capture travel habits prior to the beginning of the Covid pandemic, as it is understood that travel habits during the Covid pandemic (last 12 months) were likely to have been dramatically affected and may not be representative of ‘normal’ conditions. The purpose of the question was to understand more about the survey respondents as well as gain information on travel habits in Torbay.

	Count	%
Walk	623	88.4%
Cycle	259	36.7%
Push scooter	13	1.8%
Mobility Scooter	14	2.0%
Bus	431	61.1%
Train	357	50.6%
Car	619	87.8%
Ferry	220	31.2%
Motorcycle	30	4.3%
Other	58	8.2%

Figure 1 - Table to show the frequency by count and percentage of modes of travel reported to have been undertaken by survey respondents during the last 2 years

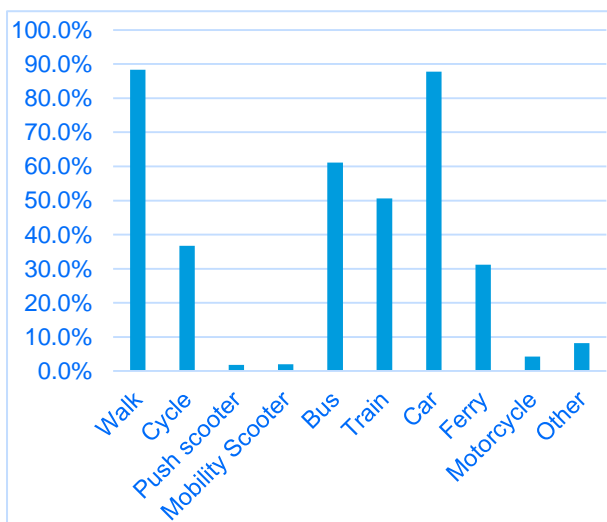


Figure 2 - Bar chart to further illustrate modes of travel undertaken by survey respondents during the last 2 years (in relation to Figure 1)

One standout figure from these results is the proportion of people who reported cycling. According to DfT statistics the proportion of people who cycle in Torbay regularly is 9.4% (according to 2016 figures). The figures above would suggest that there is an overrepresentation of persons who cycle (reported as 36.7%) within the responses. However, it is important to note that there has been a general uplift in persons cycling since the Covid pandemic began (according to national figures as well as anecdotal local intelligence) and indeed since the last available data in 2016. In addition, the question asked in our survey asks whether people have cycled within the last 2 years, not just the past month as covered by the DfT figures, so it is likely that this question would have captured more persons having reported cycling within that time period.

Question 2a – Since the Covid pandemic began, have your travel habits changed?

A substantial majority of survey respondents described that their travel habits had changed during the Covid pandemic.

	Count	%
Yes	607	86.1%
No	88	12.5%

Figure 3 - Table to indicate the number and proportion of respondents who had changed travel habits or not since the Covid pandemic began

Question 2b – Please describe how and for what reasons?

Over half of people reported using less public transport. Half of respondents said they walked more. A significant proportion of respondents reported working/studying from home. 19% of respondents said they were cycling more. 6% said they were driving more. It was not asked if travel modes had decreased regarding walking, cycling and driving. It was also not asked whether public transport had increased. 12% of respondents mentioned 'other' (question 12c provided opportunities to list these other changes).

	Count	%
Less travel as working/studying from home now	251	35.6%
Avoiding public transport	398	56.5%
Increased walking for work/education/leisure	354	50.2%
Increased cycling for work/education/leisure	135	19.1%
Increased driving for work/education/leisure	43	6.1%
Changed my place of work/education	38	5.4%
Other	87	12.3%

Figure 4 - Table to indicate number and proportion of survey respondents who had reported how their travel habits had changed in various ways

Question 2c – Please describe any other changes you have made and the reasons why

249 of the survey responses took the opportunity to provide written comments and made a variety of comments on various subjects (mainly all were related directly to travel behaviour but some other related changes were also highlighted). Social isolation was a key factor raised, both through working from home, the effect of lockdown restrictions and shielding. A significantly high number of responses took the opportunity to describe how walking and cycling activity had increased during lockdown, for recreational purposes.

SNAPSHOT OF WRITTEN COMMENTS

More cycling whilst the roads were less congested and dangerous during lockdown. Found it to be an efficient way to travel and an ideal way to appreciate the natural landscape around Torbay.

Don't shop locally anymore, just get shopping on my way to work at 7am Asda, Tesco's or Sainsbury's depending on what we need. Fewer people around at that time in the morning.

Far less driving than before. My last temporary employment contract was in Paignton so I made use of local buses (which were excellent) and didn't replace my car last year. However, I bought another car recently to increase my chances of securing more employment in the short-term. I really wish I didn't have the expense of running a car, particularly now that I am not currently using it during the Lockdown. But, when all is said and done, the cost of car tax and insurance is still cheaper than using public transport in The Bay and that's something that should be changed with more affordable public transport for the local workforce.

My family have sold both cars and are going to do our best to try and get by just walking, cycling and using the bus from now on. Also working from home has helped assist the decision.

Staying at home more so using car less!

I try not to go out

I do not have access to a car so have been using taxis for necessary journey

More local travel due to Covid restrictions.

Figure 5 - Snapshot of comments provided in relation to Question 2C, regarding other reported changes made by survey respondents during the Covid pandemic

Question 3a – Do you feel any of those changes are likely to be sustained into the future, after the Covid-19 pandemic has ended?

A small majority of respondents felt that changes in behaviour were like to be sustained after the Covid pandemic compared to those that did not but also a significant number (21%) were uncertain.

	Number	%
Yes	298	43.6%
No	240	35.1%
Don't know	146	21.3%

Figure 6 - Table to show how people answered in relation to Question 3a, regarding sustaining changes in behaviour post Covid-19 pandemic

Question 3b – Why?

347 of the completed surveys responded to this question. Many comments were provided in relation to people wanting to continue active travel but some felt unsure of whether this would be enabled by the network. Responses to public transport were mixed, with some keen to return as soon as possible but others with anxiety over safety related to Covid. Some people felt that their travel habits, particularly car use would rise.

SNAPSHOT OF WRITTEN COMMENTS

People have got used to working from home and prefer it. There will be a reluctance to work based travel

Working from home a few days a week rather than spending 5 days in the office.

Unless we get the number 65 route back in service I will still feel very isolated, due to the steep hills in this area.

Would like to go back to using more public transport when it is safer to do so. My frequency and miles of cycling is very affected by the amount of traffic and availability of safe dedicated cycleways or wide lanes. During the first lockdown, when the amount of traffic reduced dramatically, cycling was a joy!

Too early to say. I hope to start travelling longer distances again by train & car but I need to regain confidence of doing this first.

Safer to use public transport and able to venture further by car.

Back to car use and bus use for local travel but less cycle use as roads get busy and more dangerous.

Will continue cycling and walking. With family living 200 miles away would anticipate seeing them either by car or train. Local journeys will be by bus, car, walking or cycling

Buying electric bikes has transformed our ability to cycle around the Bay.

I don't think I wish to travel on public transport for a while, even after vaccinations.

Figure 7 - Snapshot of comments provided in relation Question 3b, regarding why changes may or may not be sustained into the future after the Covid pandemic

Question 4a – Rank from the most important to the least important the issues you think Torbay needs to address when considering investment in the future of the local transport network

In this question, three key corporate plan priorities were provided as options in relation to climate change, health and the economy. In addition a fourth category (relating to a Local Transport Plan key priority) was provided, namely ‘access’. For each category, examples were provided (in brackets) to help survey respondents understand what was being asked in terms of ranking them from highest priority (1) to lowest priority (4). When averaging rankings and attributing a weighted score, the highest ranked priority was very clearly health and wellbeing. This was followed by access, which itself was closely followed by economy and climate change.

	Ranked 1	Ranked 2	Ranked 3	Ranked 4
Tackling climate change (reducing carbon emissions and making the network more resilient to weather and changes to the climate)	142	151	110	161
Health and wellbeing (increasing physical activity, promoting mental wellbeing, road safety, air quality, improving social connections, helping people to thrive in their lives, equality of access to travel options)	235	206	86	42
Economic development (improving Torbay as a place to do business, as a place which attracts visitors and the overall prosperity of the economy)	146	128	176	130
Improving access to education, employment and services (improvements to public transport and improved infrastructure for the disabled)	148	146	183	189

Figure 8 - Table to show ranking of priorities (by number of respondents voting) according to Rank 1 (highest priority) towards Rank 4 (lowest priority)

Question 4b – Please list any other broad issues not listed and/or tell us your reasoning for your ranking

Survey respondents were provided an opportunity to provide written comments to explain the reasons for their ranking or list other issues not covered. A common theme among comments was that people found it difficult to prioritise each issue as all were felt to be linked to each other and important in their own right. Some comments identified this directly, others suggested this concept by highlighting how positive economic or public health improvements could have a catalytic, beneficial effect on other issues.

SNAPSHOT OF WRITTEN COMMENTS

Actually I think all are equally important

Economic development will have a positive effect on the others

Health and wellbeing will generate good knock on effect on all the other issues

Nearly an impossible choice as all should be priorities

Torbay must have easier access by car to all areas

This is a false list as the order of importance is interchangeable in different circumstances. For example, losing access to bus services for older people can and does affect their wellbeing, but even they would agree that looking after and developing our economy and planet are also very important.

All 4 are essential and all need prioritising as they are interlinked. Tackling climate change also means protecting and enhancing our environment so our sea coast and green spaces and ancient established countryside provides mental wellbeing and a beautiful place to attract tourists and allow our economy to thrive. The balance needs to be right. Over zealous concreting over Torbay green countryside is tipping the balance to making Torbay too urban and its beauty of coast, countryside and heritage is being suffocated.

We need to be part of a concerted effort world wide to ensure we have a future on this planet. This has to acknowledge the need for financial viability as well and not just be a wish list. Personal individual responsibility for achieving this will entail a reassessment of travel needs.

Figure 9 - Snapshot of comments provided in relation to Question 4b, regarding thoughts on the ranking of priorities listed in Question 4a and/or other broad issues not identified in this question

Question 5 – In terms of future changes to number of journeys undertaken, how would you like to see journeys changes across Torbay via the following methods of travel?

This question was asked to gain an understanding of preferences for how people would like to see the general travel habits of the population across Torbay change into the future, not just their own. A significant majority of people wanting to see walking, cycling and public transport (bus, train, or ferry) journeys increase. A majority of people also wanted to see single occupant car journeys decrease. The question does not make it clear how people would like to see the volume of car travel in general change but the inference is that a significant majority wish to see a move towards greater numbers of journeys undertaken by ‘sustainable’ travel modes and a preference to reduce less trips by ‘less sustainable’ forms of travel.

	Increase	Decrease	Stay the same
Walk	85%	0%	15%

Cycle	71%	8%	21%
Push scooters	26%	27%	47%
E-scooters	29%	40%	31%
Mobility scooters	21%	18%	61%
Single occupant car journeys	5%	66%	29%
Multiple occupant car journeys	47%	20%	33%
Bus	70%	4%	26%
Train	68%	4%	28%
Ferry	52%	3%	45%
Motorcycle	11%	32%	57%

Figure 10 - Table to show proportion of respondents expressing their preference to see various modes of travel change by frequency of journeys undertaken across Torbay

Question 6a – Torbay’s transport network covers footpaths, cyclepaths, public transport facilities, etc. What do you think is the best thing about Torbay’s current transport network?

More people felt that the footpaths (40%) in Torbay were the best feature of the current transport network compared to roads (25%), cycle paths (7%) and public transport facilities (28%).

	Number	%
Footpaths	266	39.9%
Cyclepaths	44	6.6%
Roads	168	25.2%
Public transport facilities	188	28.2%

Figure 11 - Table to show number and proportion of people who identified the single best feature of Torbay's transport network when provided with four different options

Question 6b – other comments

Survey respondents were asked to provide any further comments regarding their answer to Question 6a. Rather than provide elaboration on what was good about the network, many of the comments instead highlighted concerns with all aspects of Torbay’s transport network (particularly cycle paths). The most positive written comments reflected the majority support for footpaths, in terms of identifying a fairly coherent and numerous network across Torbay. Bridleways were also highlighted as a feature which was missing as an option from the previous question, with many comments focused on their poor availability in order to facilitate horse riding (which is also reflected in question 7b responses). Network maintenance featured as a key issue for people, with concerns over road/ footpath conditions and vegetation maintenance.

SNAPSHOT OF WRITTEN COMMENTS

Can't really comment on this as I have not travelled widely by all these methods in Torbay. However, I doubt the busy and poorly maintained roads are the best thing. Some of the present cycle paths are strange being maybe a few hundred metres long - seriously what is the point. I suspect these were older paths. the newer paths are much better.

None of them. Most are poorly maintained and under funded

Too many pot holes, not enough cycle paths that exist from A to B They predominantly disappear where most dangerous!

There is potential

There are footpaths everywhere and are relatively maintained there is not enough bridleways or lanes for people with bikes .

None really our roads are in poor condition and we need more cycle paths

Need to add Bridlepaths

Beyond the excellent footpath network there is little to commend the local infrastructure when cycle paths are few, roads are constantly clogged, and particularly so in and out of Brixham, plans to develop housing without consideration for the traffic impact, and public transport either continuously under threat or in some cases already gone.

An undiscovered delight for many people are Torquay's old paths e.g The Wellswood path etc. Why is no map of these available to encourage their use.

Figure 12 - Snapshot of comments provided in relation to Question 6b, regarding identifying other comments in relation to a preference provided in Question 6a

Question 7a - What do you think is the biggest weakness of Torbay's transport network?

More people felt that cycle paths (42%) were the biggest weakness of Torbay's transport network, compared to roads (24%), footpaths (12%) and public transport facilities (22%).

	Number	%
Footpaths	75	11.6%
Cyclepaths	274	42.2%
Roads	156	24.0%
Public transport facilities	144	22.2%

Figure 13 - Table to show number and proportion of people who responded with their choice for the biggest weakness in the network when provided with four options

Question 7b – other comments

Survey respondents were asked to provide any further comments regarding their answer to Question 7a. The comments reflected much similarity with comments expressed in answer to Question 6b, with a focus on areas of the infrastructure which were seen to not function well. A majority of comments were made in this regard, concerning the current cycle network with deficiencies in overall quality, consistency and coherence all cited.

SNAPSHOT OF WRITTEN COMMENTS

Badly planning, doesn't link up, too narrow, basically in the gutter which often has tyre puncturing properties. New roads should be designed with cycling in mind as a priority, then fit the other transport in. The steps on the most recent cycle path are truly ridiculous, and certainly not accessible for those riding a recumbent trike. In theory wouldn't it be nice to ride on cycle path from beach to moor by linking up with the Stover trail?

Your cycle paths are not car free paths, just a marked section of a busy road network

As a mobility scooter user I often have problems finding drop down pavements when crossing roads. Cars parked on footpaths is also a big problem.

Failure to acknowledge that the infrastructure is car oriented and that cars are going to be a major feature for the foreseeable future. Ideological shutting down of car facilities will not result in any improvement unless and until sufficient alternative transport is in place - not just "planned".

Fed up of road works. Bottle necks and summer traffic and pollution. Car parking is a joke. Stop ripping people off. Encourage discounted parking for car sharers. Free for NHS. Bonus for car sharing.

Although I've selected public transport, this is partly being addressed with the new station at Edginswell A better network to support electric transport.

Figure 14 - Snapshot of comments in relation to Question 7b, regarding identifying other comments in relation to a preference provided in Question 7a

Question 8a – Torbay Council is consulting on a Local Transport Action Plan which includes various projects and priorities for investment over the next 5 years, including across walking, cycling, road, rail and town centre regeneration. Do you broadly support the list of projects and priorities?

This question asked whether there was broad support for the Local Transport Action Plan. Note that on the main survey page on the website, links were provided to the consultation documents but there was some reliance on people having taken the time to have read the document or have gained an understanding elsewhere of its content.

A majority of people said they supported the Local Transport Action Plan (64%). A significant proportion of people (26%) said they 'didn't know' indicating that they had perhaps not read nor gained sufficient information on the detail of the plan or were unsure of its benefits. Only 10% expressed no support for the proposed plan.

	Number	%
Yes	449	64.3%
No	69	9.9%
Don't know	180	25.8%

Figure 15 - Table to show number and proportion of respondents expressing their position on general support for the draft Local Transport Action Plan

Question 8b – Please provide any specific comments on the content of the draft plan (e.g. views on the listed projects, priorities or anything else which you feel should be addressed)

This question provided the opportunity for further comments to be expressed in relation to the Local Transport Action Plan specifically. The responses provided to this question, confirms the inference from question 8a that a significant number of survey respondents had perhaps not read or gained sufficient information regarding the plan prior to completing the survey. However, there were also a number of comments that showed people had studied the plan, including specific references to proposals contained within it.

The comments made in respect of the plan were generally supportive of the priorities of funding and projects. Comments were generally focused on reaffirming those priorities through the voice of the respondent. There were some comments which expressed dissatisfaction with an enhanced focus on tackling climate change and enhancing active travel but they were in the minority compared to those calling for the opposite (including being more ambitious to do more in both those regards).



Figure 16 - Snapshot of comments provided in relation to Question 8b, regarding views on the content of the draft Local Transport Action Plan

Question 9a – Torbay Council is consulting on a Local Cycling and Walking Infrastructure Plan which aims to improve access for all by increasing the quality of the network for active modes of travel such as walking and cycling, etc. and also mobility scooters. Do you generally support the plan?

This question asked for whether there was broad support for the Local Cycling and Walking Infrastructure Plan. Note that on the main survey page on the website, links were provided to the

consultation documents but there was some reliance on people having taken the time to have read the document prior to completing this survey question or have gained an understanding elsewhere of its content.

A majority of people who responded to the survey supported the plan (71%), and similarly to the question on the LTAP, there was a significant number who responded 'don't know', although this was lower than it was for the LTAP perhaps reflecting that the LCWIP seemed to generate more conversation and interest. This was also reflected by conversations which took place at public meetings during the course of the consultation, where much of the public interest was directed towards the LCWIP rather than the LTAP.

	Number	%
Yes	497	71.4%
No	78	11.2%
Don't know	121	17.4%

Figure 17 - Table to show number and proportion of respondents expressing their position on broad support for the draft Local Cycling and Walking Infrastructure Plan

Question 9b – Please provide any specific comments on the content of the draft plan

This question provided the opportunity for further comments to be expressed in relation to the Local Cycling and Walking Infrastructure Plan specifically. The responses provided to this question, confirms the inference from question 9a that a significant number of survey respondents had not read the plan prior to completing the survey. However, there were also a number of comments that showed people had read the plan, including specific references to proposals contained within.

Comments were mainly supportive of the intention of the LCWIP but many supportive comments also expressed constructively critical comments to ensure delivery of segregation as far as possible but also achieve a complete, continuous network. Comments which were made in relation to objections to the LCWIP were mainly directed at the principle, citing that Torbay is not suitable for cycling or that cycle infrastructure is provided at the expense of motorised traffic but also at specific objections such as Victoria Parade proposals in Torquay.

SNAPSHOT OF WRITTEN COMMENTS

This looks like a great plan but good luck delivering it.

As long as cyclists respect walkers

It is more important to encourage road infrastructure so more tourists can achieve better access to the Bay. Cycling is a minority activity of which not everyone can or wants to take part. Don't put our tourists off by making it harder for them to move around our area. Businesses have been hit hard enough due to Covid so please look after them.

You should have provided a link in this questionnaire

The cycling path network must be continuous - joined up - Kingskerswell is a great example of how cycling lanes should be set out

You need to develop a network of segregated cycle ways through Torbay to encourage more cycling

Council need to put in wide enough routes to give space for all. Pedestrians and cyclists cant share busy footpaths, cyclists need their own safe space.

We are very opposed to the closure of Victoria Parade to traffic.

Get on with it.

Stop directing cycles onto the pavement along Torquayseafont, I suggest that you remove car parking places along stretches and convert them to a cycle lane.

Figure 18 - Snapshot of comments provided in relation to Question 9a, regarding views on the content of the draft Local Cycling and Walking Infrastructure Plan

Question 10a – How do you think Torbay Council should best keep people engaged effectively on transport issues going forward?

A range of options were provided regarding ways in which Torbay Council might engage with the public on transport issues and survey respondents were asked to select which ones should be prioritised (multiple answers could be provided, including selecting none or all).

The most popular choice was for enhanced awareness raising of planned and current projects, but all options received a good proportion of support. In addition, most people took the opportunity to select multiple different methods, suggesting there is a need to engage using a variety of methods as a 'best' strategy rather than focus on a single 'best' method to engage.

	Number	%
Improve general awareness raising of projects being planned and delivered	552	78.3%
Improve opportunities for the public to provide their views at an early stage on planned transport projects	485	68.8%
Work with and through existing community groups in Torbay	361	51.2%
Create and engage with a new 'transport forum' to include representatives from different user groups and areas of Torbay	332	47.1%
Keep local people informed via e-newsletters	464	65.8%

Figure 19 - Table to show the number of survey respondents who selected various engagement methods as ways in which the Council might engage effectively. Also expressed as a percentage of respondents providing a preference for the method (note multiple 'votes' could be provided across different answers).

Question 10b – other ways in which the Council might best engage with the community on transport issues

Survey respondents took the opportunity to provide a wide list of additional options for consultation, including engaging with schools, using online meetings, advertising, newspapers, social media and providing additional time allowances for consultation processes. There were also a number of comments expressing a need for multiple, joined-up approaches to consultation.



Figure 20 – Snapshot of comments provided in relation to Question 10b, regarding other ways in which the Council might best engage with the community on transport issues

Question 11 – Other than improving the transport network, what other things would enable you to change travel habits or travel more in a particular way that you would desire, to help you move around Torbay? For instance, having personal access to and confidence with using a bicycle, having access to more affordable transport options, improved social support, improved awareness of travel options, parking facilities, etc.

This question was asked in order to try and gain views on the wider range of issues that affects people's ability to travel in a particular way which they would desire, that might not be infrastructure based or might not be in the specific scope of the plans which have been consulted on. Examples were provided to stimulate some comments.

Survey respondents tended to either focus on other infrastructure issues not covered by the plans specifically, e.g. bicycle hire, cycle parking or on parking and public transport costs. A number of comments were also made with regards to cycle training for adults. There were a large variety of comments made in regard to this question, indicating that in order to enable people to travel how

they wish, the provision of new infrastructure (and the scope of that included in the plans) needs to be coupled with multiple other actions, some of which may lie outside of traditional transport planning.

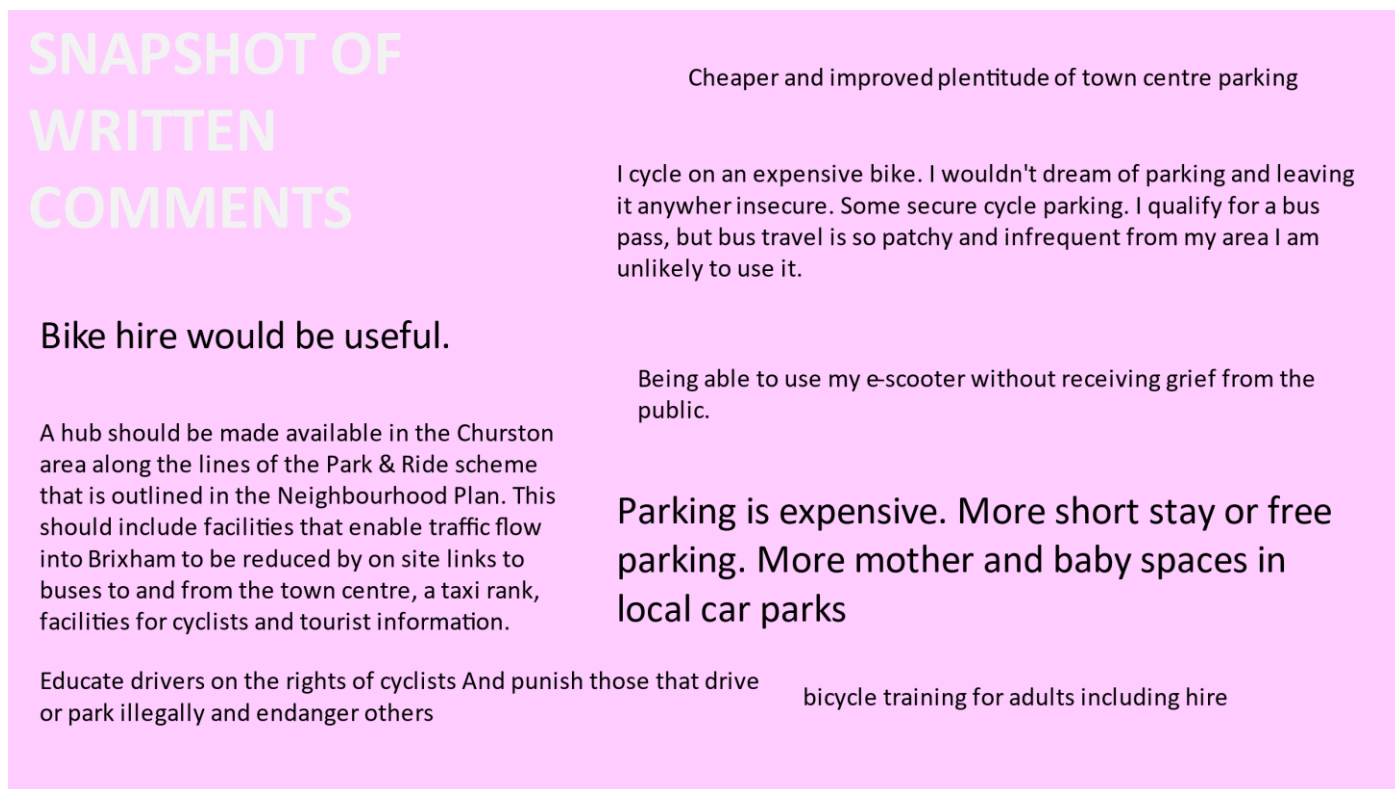


Figure 21 - Snapshot of comments provided in relation to Question 11, regarding other factors which affect the ability of survey respondents to realise their travel choice preferences

Question 12a – Gender

This question was asked to understand more about the survey respondents. The split between male and female was roughly the same (about 1% difference in favour of more male respondents).

	Number	%
Male	345	49.6%
Female	337	48.4%
Other	1	0.1%
Prefer not to say	13	1.9%

Figure 22 - Table to show survey respondents in respect of gender

Question 12b – Age

Regarding age, we saw some over-representation of responses from older persons in Torbay – 44% of people aged 65+ compared to Torbay’s actual population of 65+ which is around 27%. This is not unusual for a consultation such as this but reaffirms the need to continue to find ways of reaching younger age groups.

	Number	%
0 - 15	2	0.3%
16 - 24	15	2.1%
25 - 34	31	4.4%
35 - 44	66	9.4%
45 - 54	95	13.6%
55 - 64	181	25.9%
65 - 74	233	33.3%
75+	76	10.9%

Figure 23 - Table to show survey respondents in respect of different age categories

Question 12c – Postcode

Survey respondents were asked to provide a postcode. This allows us to assess which areas of Torbay survey responses are arising from. The post codes have been grouped in TQ1-5 area bandings in the table below, and indicate that there has been a fairly good spread across Torbay. However, note that only half of respondents opted to provide a postcode.

Code	Number	Percentage
TQ1	66	21%
TQ2	58	18%
TQ3	63	20%
TQ4	70	22%
TQ5	55	17%
Others	5	2%

Figure 24 - Table to show location of survey respondents broken down by postcode area

Question 13a – Do you consider yourself to be disabled in any way?

Approximately 16% of survey respondents reported that they considered themselves to have a disability of some description.

	Number	%
Yes	111	15.9%
No	585	84.1%

Figure 25 - Table to show number and proportion of survey respondents who considered themselves to have a disability

Question 13b – If yes, please tell us how it affects you

A majority of respondents who identified as having a disability, reported mobility issues (55%) but there were also issues raised with vision, hearing and other aspects in not insignificant numbers.

	Number	%
Mobility	82	55.4%
Vision	12	8.1%
Hearing	31	20.9%
Another way	23	15.5%

Figure 26 - Table to show number and proportion of survey respondents who identified how their disability affects them and how

Question 14 – How would you describe your ethnic origin?

A majority (95%) of respondents identified their ethnicity as white. According to 2017 figures approximately 2.5% of the Torbay population are ethnic minorities (1.1% mixed, 1% Asian or Asian British, 0.2% Black British and 0.2% other ethnic group). This would suggest potentially a small over-representation in the survey of ethnic minority groups compared to the population but it also needs to be considered that a fairly large proportion of people identified in the survey as 'other' (3.1% compared to 2017 figures of 0.2%) and there is uncertainty as to the intention of ethnicity which was expressed in this answer.

	Number	%
White	648	94.6%
Mixed ethnicity	11	1.6%
Asian or Asian British	3	0.4%
Black or Black British	2	0.3%
Chinese	0	0.0%
Other	21	3.1%

Figure 27 - Table to show number of respondents who identified by various ethnicity

Written responses

A total of 56 complete, individual responses were received during the consultation period. Some of the responders sent more than one representation in during the course of the consultation (largely to expand on earlier made comments) but for ease of presentation here, these multiple comments have been grouped together as part of the analysis, i.e. three separate e-mails from one person equals one complete response. The 56 complete responses constituted 33 made by individual persons, 13 responses which were made by various groups of persons (e.g. a Community Partnership or a residents association), and 8 responses were made by organisations or businesses.

Some of the representations received in writing were detailed, and many contained varying degrees of support, objection, constructive comments, advice and questions relating to different parts of the consultation. However, to provide an idea of sentiment, 11 were generally regarded as supportive of the proposed plans, 10 were regarded as neutral, and 35 were regarded as objections to the proposed plans. Of the 35 objections, 34 related specifically to an individual or handful of individual proposed projects rather than an objection in principle to the plans generally. 31 of these objections related directly (and largely solely) to Victoria Parade. One objection to the principle of the plans was received.

55 of the representations related to the LCWIP, 6 related to the Local Transport Action Plan and 3 related more generally to the transport network or other transport issues.

		Count	Notes regarding the detail of representations
	Total representations received	56	34 individuals, 13 groups, 9 organisations and businesses
General Sentiment	Support Torbay Business Forum Torbay Hospital Devon and Cornwall Police (PCC) Natural England Sustrans Forestry Commission Galmpton RA	11	Many comments offered support but with constructive advice. This included: <ul style="list-style-type: none"> calling for the plan to go further in promoting active travel, inc. delivering bolder segregation plans the careful treatment of segregation and shared space areas providing a fast ferry service Detailing of hospital route
	Neutral Historic England Devon and Cornwall Policy (Designing out Crime Officer) Elberry Farm livery Horseriders Wellswood and Torwood Community Partnership	10	Comments were various and related to: <ul style="list-style-type: none"> horseriding and bridleways the integration of tree planting as a feature of active travel schemes specific comments over detailing of schemes a call for clear targets providing further details on the evidence base, e.g. 20mph approach Windy Corner design suggestions
	Object Cockington, Chelston and Livermead Community Partnership Torre and Upton Community Partnership, Torquay Harbour Committee, Royal Torbay Yacht Club, Torbay Harbour Users Group, Rock End RA The Imperial Hotel Sundial Lodge	35	31 responses in relation to Victoria Parade (including this being the single issue of objection mostly) Other comments of objection related to: <ul style="list-style-type: none"> The principle of promoting active travel as being in conflict with the interests of motor vehicle travel Concerns over elements of the Torquay Town trail Concerns over integration of proposal with plans for the Strand and Princess Gardens

Figure 28 - Table to briefly summarise range of responses received in writing and reference to relevant organisations, groups, businesses as relevant.

Meetings and conversations

Have Your Say on Transport Public Meeting (Wed 3 March)

An online meeting was conducted via Zoom on Wednesday 3 March (5-7pm). It was aimed at the general public by open invitation. 30 members of the public attended this meeting following publicity via various channels (see consultation methods). The meeting offered opportunities to listen to a range of speakers regarding the plans, ask questions and take part in a series of interactive polls. The results of these polls indicated that there was strong support for the principles of the LCWIP but also strong support for increasing the level of ambition shown. In similarity to the survey results, there was strong reporting by a majority of people that they would like to increase their active travel in the future and travel less overall (particularly due to home working). The area of transport infrastructure which was viewed as having the biggest potential for improvement was in relation to cycling (50%).

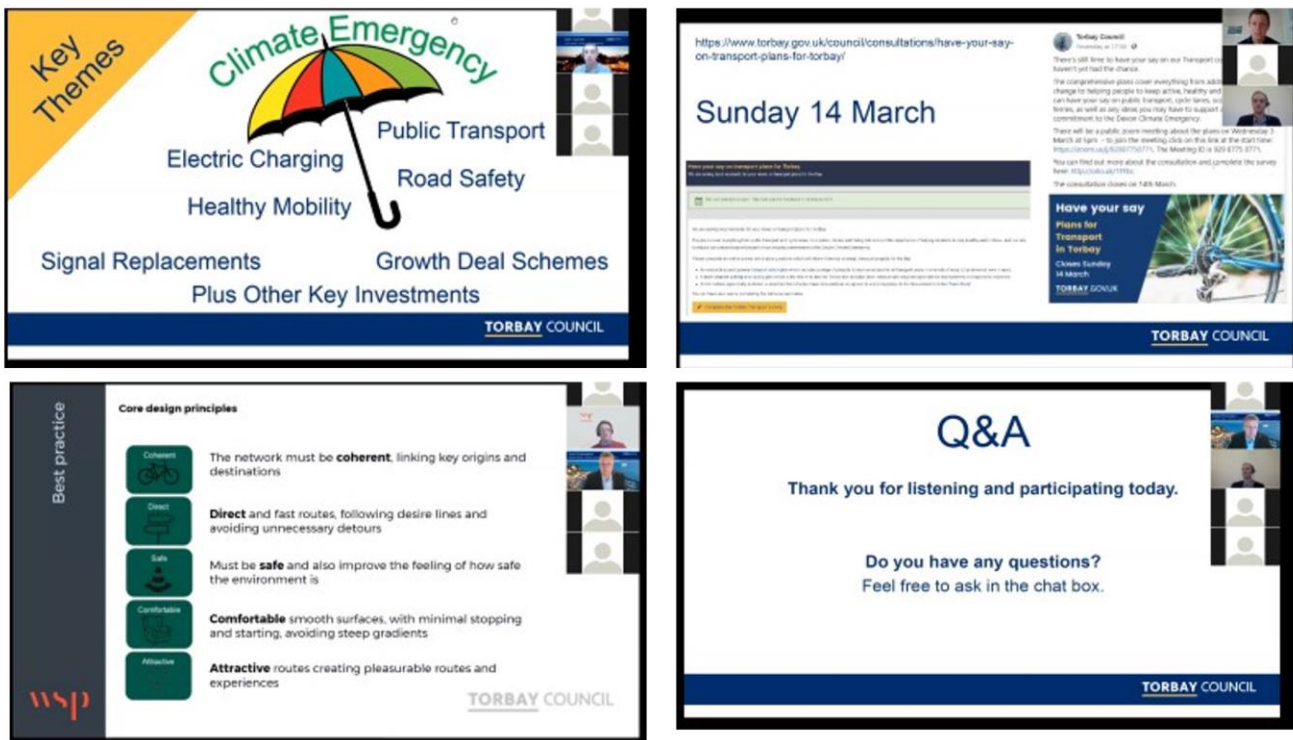


Figure 29 – Selected screenshots from public Zoom event on transport consultation (3 March)

A major feature of the meeting was the inclusion of a series of polls at various parts of the meeting. The following table details the questions asked and results:

Poll Question	Summary of results
What is your age?	Almost half of the audience were aged 65+
Where do you live?	There was an even spread of people across the towns of Torquay, Paignton and Brixham
Compared to your travel habits before the Covid pandemic began, do you think your travel habits will change after the Covid pandemic has ended? (This is multiple choice, please select all answers that apply to you)	About 85% of the audience felt their own travel habits would change
Where do you think the biggest opportunity and need for improvement in Torbay's transport network is?	50% identified cycle paths, 30% identified public transport, 12% identified roads and 8% footpaths
Community car and bicycle hire schemes allow people to casually rent cars or bicycles located in various places across a community. Would you use a car and/or bicycle hire scheme if one was established in Torbay? (Please select one answer)	Just over half of the audience said they would use either a community car or bike hire scheme or both.
What are your top 2 transport investment priorities? (this is a multiple choice question but please select up to 2 answers only)	50% of respondents identified cycling in their top 2 priorities, 30% had highway maintenance in their top 2 and 25% had public transport in their top 2. These were the three highest scoring answers from a selection of 10 options.
Do you generally support the main aim of the Local Cycling and Walking Infrastructure Plan (LCWIP)? i.e. to invest in the network to improve conditions for walking, cycling, mobility scooters and other active travel? (Please select one answer)	90% supported the LCWIP
Do you think the projects within the Local Cycling and Walking Infrastructure Plan (LCWIP) are ambitious enough? (Please select one answer)	70% felt it could be more ambitious
What do you think is the best thing Torbay Council could do to engage with the public most effectively on transport issues in the future? (Please select one answer)	There was a spread of votes for various options. Comments from the audience suggested people generally favoured a mixed methods approach.

Figure 30 - Table to detail poll questions asked and summary of responses from audience

Main findings, messages and initial responses

The consultation has provided a useful source of data to inform the continued preparation of the draft LTAP and LCWIP.

A range of methods have been employed to gain insight from the community. Combining the feedback received across the survey, the written representations, public meetings and conversations, the following main findings can be made. Note that these findings are not exhaustive but cover the main issues arising, and that are considered to be a priority in terms of changes to the LCWIP. Other findings from the consultation will be captured within a subsequent version of this report.

1. There is general majority support for the LTAP and the LCWIP proposals in their broadest sense

Evidence and comment – this is evidenced through all of the community engagement methods undertaken, including most powerfully through the survey.

2. There is strong support for Torbay Council to generally invest in improving the infrastructure of Torbay and deliver projects to enable an environment which supports higher levels of active travel (including by walking, cycling, etc.) to be undertaken.

Evidence and comment – this can be evidenced through a number of clear majority responses throughout the survey, clear support at the public zoom meeting and other meetings, and the weight of the written consultation responses which commented on this issue of principle. Generally people support active travel and see it as an opportunity to improve health, the economy and tackle climate change.

3. There is a significant objection to the notion of restricting vehicular traffic through Victoria Parade, Torquay

Evidence and comment – this has been made clear through the written representations, which include a number of organisations and businesses in the local area. It is also picked up in the survey but to a lesser degree, in addition to conversations between some of the objectors and officers. There is support for improving conditions for pedestrians and cyclists but without removing access for vehicles. There is sufficient scope to achieve this principle without exploring opportunities to restrict vehicular access.

4. There are many constructive comments which have been made on specific scheme elements which can either be reflected as minor amendments to the LCWIP and/or future detailed engagement on scheme delivery, which is a process that can also be better set out in the LCWIP

Evidence and comment – numerous comments made through the survey and the written representations. Note some additional key relationships with stakeholders have been established during the course of the consultation and a commitment has been made by officers to continued engagement.

5. The treatment of shared space and segregation for cycling – the balance

There have been a variety of responses in the consultation on this issue. There is a general wish to see the delivery of quality segregation of space for walking and cycling and a careful management of shared space where segregation cannot be achieved (including it only where it makes sense to do so). This will need plenty of further engagement on the delivery of detailed schemes, which the LCWIP supports. Another clear message is that delivering a complete, coherent network is of greater value than concentrating on delivering small, less connected element of cycling infrastructure. This important when considering the advantages of having a mix and match approach of segregation and shared space areas as a solution to achieve building a connected network. This sentiment is supported by evidence that walking and cycling interventions are most successful when delivered and spread at a 'town-scale' rather than focused in delivering in discrete areas with lots of focus.

Appendix 4 - Change log for the post consultation versions of the Torbay Local Transport Action Plan 2021-2026 and the Torbay Local Cycling and Walking Infrastructure Plan

The following tables detail the changes made to the consultation versions of the Local Transport Action Plan and the Local Cycling and Walking Infrastructure Plan documents, respectively and that have been incorporated into Appendix 1 (Torbay Local Transport Action Plan) and Appendix 2 (Torbay Local Cycling and Walking Infrastructure Plan). Further intended changes to Appendix 2, which have not been incorporated in this version as yet, are detailed within a separate table and will appear within a final published version of the plan on the Council’s website, pending approval at Cabinet. Note that further, minor changes to the plans, not covered within this change log may be incorporated prior to publication on the Council’s website.

Local Transport Action Plan (as detailed within Appendix 1)

Page	Section Heading	Change Description	Change
Page 7	Climate Emergency	Addition of text to the first paragraph	“, but at the same time we must recognise the need to being taking actions now.”
Page 7	Climate Emergency	Addition of text after the first paragraph	“Torbay Council Cabinet have approved a 2021/22 Climate Action Plan that sets out a number of transport commitments that have been imported into this action plan.”
Page 7	Climate Emergency	Amend text to reflect radically reducing carbon emissions in interests of consistency	“radically reducing carbon emissions”
Page 7	Climate Emergency	Addition of text in first paragraph	“to meet its own commitments to carbon neutrality by 2030”
Page 7	Climate Emergency	Addition of final paragraph to reflect local evidence base and approach to continuous monitoring and review in light of carbon neutrality targets	“The local evidence base suggests that to achieve carbon neutrality in Torbay by 2030, a number of transport sector interventions will need to be accelerated, including achieving a 10% shift to walking, cycling and public transport and widespread deployment of ultra-low emission vehicles. Work will be undertaken during the timeframe of the delivery of this plan to further quantify and understand the role actions across transport planning are playing in terms of reducing carbon emissions and, as necessary, reflect this in terms of the development of further/alternative actions relevant to this plan and related plans.”

Page 9	Delivery	Title change to reflect that the text is past delivery not future	“Recent Delivery”
Page 10	Public Engagement	Updated text under the heading “Engagement on this Plan”	
Page 13	Proposed Schemes – Healthy Mobility	Replace “In 2020 Government published “Gear Change, A bold vision for cycling and walking” which sets out the intent of Government.” with	“In 2020 “Gear Change, A bold vision for cycling and walking” was published which sets out the intent of Government.”
Page 14	Proposed Schemes – Healthy Mobility	Addition of text as clarification in second paragraph under Active Travel Fund sub heading	“on Marine Drive”
Page 15	Proposed Schemes – Healthy Mobility	Removal of text to reflect completed consultation under Local Cycling and Walking Investment Plan sub heading	“will be published for consultation in January 2021 and once feedback has been received and the final document approved, will”
Page 15	Proposed Schemes – Healthy Mobility	Editorial change	Change title to ‘Local Cycling and Walking Infrastructure Plan’
Page 16	Proposed Schemes – Public Transport	Addition of text to reflect release of National Bus Strategy	“and now backed by the publication of the National Bus Strategy, Bus Back Better.”
Page 16	Proposed Schemes – Public Transport	Correction	Replaced Edginswell Train Station, with Edginswell Railway Station
Page 16	Proposed Schemes – Public Transport	Additional text under Edginswell to clarify delivery process and programme.	“To enable delivery of this project we will work closely with Network Rail and the Train Operating Company (Great Western Railway) throughout. Network Rail have a Governance process to follow and Edginswell has achieved the “GRIP” (Governance of Rail infrastructure Projects) stage 3. It is expected that GRIP 4 will be completed in 2021/22 with detailed design and construction commissioned thereafter. The station is expected to open by March 2024.”
Page 17	Proposed Schemes – Public Transport	Removal and replacement of all text under the sub heading Buses, reflecting updated position with regards to National Bus Strategy and expectations of future commitments	“Buses are an affordable, accessible transport choice, with the ability to reduce congestion and improve air quality, and bring economic benefits to the places they serve. On 15th March 2021 the Government published the National Bus Strategy, ‘Bus Back Better’. This strategy applies to England and sets out a vision for improving bus services nationally. It recognises the need to act quickly,

			<p>whilst acknowledging that the industry will need ongoing support for some time to recover from the consequences of Covid-19. The aim now is to re-establish patronage at pre-covid levels and then the exceed them. To do this buses must be a practical and attractive alternative to the car. The strategy makes it clear that funding will be made available to Local Authorities who pursue this vision and seek to make the improvements to their services and network. This has clear direct benefits to the Local Authority, not least in respect of accessibility for the community and supporting the carbon neutrality aims. To do this as a Local Authority we must firstly agree to set up an Enhanced Partnership with operators, a method of collaboration that was introduced through the Bus Services Act 2017. Without a formal partnership from April 2022, further funding will also not be made available to us.</p> <p>By the end of October 2021, we must have a Bus Service Improvement Plan in place. This document will form the basis of the partnership requirements but can go beyond and state what we aim to achieve. The plan should be produced with involvement from the authority, the operators, the community (users and non-users), businesses and others. Any highway improvements must be achieved alongside the LCWIP proposals. It is expected that in 2021-22 we will work with operators to maximise services provided; agree the Bus Services Improvement Plan; explore innovative approaches to service provision such as Demand Responsive networks; and deliver noticeable improvements for passengers (particularly around bus priority measures, information provision, and fares).”</p>
Page 17	Proposed Schemes – Public Transport	Funding changed	Increased from £250,000 to £500,000 in addition to the £1.5m for Edginswell Station.
Page 17	Proposed Schemes – Public Transport	Addition of text under complimentary funding	“and additional Government”
Page 18	Proposed Schemes – Public Transport	Use correct terminology in respect of tackling climate change aims	Replace ‘net zero’ with ‘carbon neutrality’
Page 20	Electric Charging	Grammar, editorial change within second paragraph.	Changed “but” to “however” and begun new sentence. Change “however” to “nonetheless” at start of next sentence.

Page 20	Electric Charging	Use correct terminology in respect of tackling climate change aims	Replace 'net zero' with 'carbon neutrality'
Page 21	Proposed Schemes – Other Key Investment Areas	Alteration to bullet points.	Combined “Unlocking employment sites” and “Supporting the Town Deal, Regeneration and Future High Street proposals” into “Supporting Town Centre Regeneration and Economic Growth”
Page 21	Proposed Schemes – Other Key Investment Areas	Removal and replacement of text against final bullet point for clarity	Now reads: “Development Funding for design and business cases to support junction and route improvements. It includes (but isn’t exclusive to) Abbey Gates, Westhill Road to Lowes Bridge, Kings Ash Road, and Clennon Valley (note these will be development funding only with a view to establishing proposals and full business cases ready for delivery)”
Page 21	Proposed Schemes – Other Key Investment Areas	Funding changed to reflect increase in funding for public transport	Decreased from £465,000 to £215,000
Page 22	Summary Table	Public Transport funding level changed as above	Increased from £1,750,000 to £2,000,000
Page 22	Summary Table	Other Key Investment Areas funding level changed as above	Decreased from £465,000 to £215,000

Local Cycling and Walking Infrastructure Plan (as detailed within Appendix 2)

Page	Section Heading	Change Description
Page 2	Active Travel Context	Added a short summary of the public consultation findings and referenced the public consultation report.
Page 3	National and local policy context	Added text to Gear Change summary. It states, "Cycling and walking will be the natural first choice for many journeys with half of all journeys in towns and cities being cycled or walked by 2030"
Page 11	Best practice	20mph case study, added additional detail to first bullet on average speeds. Newton 20mph trial is already mentioned.
Page 12	Best practice	Added text and link to DCC "Share this Space" campaign
Page 16	Route development process	Added reference to need for dropped kerbs by people with mobility issues, wheelchairs and mobility scooters.
Page 17	Bay Trails	Text added on GI, SUDS etc.. Through these further engagement and design stages, opportunities should be explored to incorporate tree planting and Green Infrastructure, Sustainable Urban Drainage Systems (SUDS), playspace, and help to deliver wider Council objectives and schemes.

Page 18	Beaches Trail	Added text on LTN1/20 principles of segregating where possible and careful design and management of shared use paths where it isnt
Page 19	Beaches Trail (North)	Removed the recommendation on Victoria Parade to "consider (part time) access for people walking and cycling only...". The recommendation now reads "Deliver new segregated cycle route. Through further engagement with the community and stakeholders, consider opportunities to further improve the public realm, providing enhanced spaces for people to enjoy the harbourside views and visit local retailers and businesses."
Page 19	Beaches Trail (North)	Improved/expanded reference to The Strand Townscape Improvements scheme
Page 19	Beaches Trail (North)	Amended text relating to Princess Gardens, including the need for further engagement with the community and stakeholders.
Page 19	Beaches Trail (North)	Rathmore Road Roundabout. Expanded text to clarify that the Rathmore Road roundabout scheme is in development, and will be subject to further engagement and design including road safety audits
Page 20	Beaches Trail (North)	Torbay Road right turn to Cockington lane. Confirmed movement is still possible with right turn lane removed. Stated further junction design work is needed to confirm the most suitable approach.
Page 22	Beaches Trail (South)	Point 1. Added. "Improve the quality and legibility of the cycle route connection between Eastern Esplanade and Roundham Road."
Page 24	Beaches Trail (South)	Point 1 Bascombe Road. Included reference to use by horse riders.
Page 28	Hospital Trail	Point 8. Hospital crossing text updated to... "Tiger crossing on hospital access road, linking to existing cycle route, with detailed design considering the need for ambulances to quickly access and egress the site."
Page 33	Torquay Town Trail	Added additional information about suitability of on-road contraflow cycling, which is typically acceptable where speeds are less than 20mph and traffic flows less than 1,000 per day.
Page 41	Integration and next steps	Text refreshed to reflect on consultation, status of walking and cycling group and next steps.
Page 42	Securing funding and delivery	Delivery of the LCWIP schemes should be continuously reviewed as part of existing governance and delivery structures within the Council, including by the walking and cycling officer group.

Local Cycling and Walking Infrastructure Plan (intended to be incorporated into version detailed within Appendix 2, prior to final publication)

Page	Section Heading	Change Description
------	-----------------	--------------------

Page 1	Introduction (Public consultation)	Add text to reflect that consultation on the LCWIP was carried out in combination with the investment plan for transport more generally, for 2021-2026.
Page 19	Beaches Trail (North)	Add text to paragraph numbered 4, with 'The preference is to deliver a new segregated cycle route along Torbay Road (exact route to be confirmed) which would reduce conflict with people on the promenade.' Reflect this preference within map as swapping of bold and dotted yellow lines at section 4.
Page 19	Beaches Trail (North)	Para 6 delete text after second sentence, beginning from 'alternatively' to '9).'
Page 21	Beaches Trail (North)	Add sentence to mention clearer signing regarding cycle route, together with provision of cycle parking
Page 21	Beaches Trail (North)	Change paragraph on point 4 to reflect a widening of the footway and need to improve links to existing cycle route provision in Preston and Eastern Esplanade and consideration of 20mph zone.
Page 24	Beaches Trail (South)	Add text to highlight need for further engagement and development with the community
Page 24	Beaches Trail (South)	Add text to highlight that bridge route could be considered from Bridge Road
Page 24	Beaches Trail (South)	Add text to highlight that Park and Ride could link from the rear of the site to the railway line with appropriate ramp connections
Page 25	Zoo trail	Change first sentence to reflect that existing route is not largely off carriageway currently in both directions but future plans will seek to achieve this
Page 26	Zoo trail	Add text on para 5, to make clear it is about removing or reducing traffic through prevention on through trips
Page 26	Zoo trail	Add text to reflect previous point above, also in para 7
Page 28	Hospital trail	Add text to state 'and in any case improve the transition from the existing route onto the network within Torbay'
Page 28	Hospital trail	Add at para 8 consideration of traffic modelling to reduce number of lanes at junction of hospital and Newton Road in order to provide safer, easier crossing and more direct access
Page 31	Torquay Town Trail	Add at para 1, consideration of better pedestrian/cycle linkages across the roundabout junction at Abbey Road, Union Street/Fleet Street
Page 32	Torquay Town Trail	Add text to reflect that option for cycling at Lymington Road/Parkfield Road should still be considered and explored based on evidence of use and further engagement
Page 33	Torquay Town Trail	2 nd bullet point, change to 'Union Street – East of Upton Road at Brunswick Square' for clarity
Page 35	Network Planning for Walking	Add reference to dropped kerb crossing points
Page 35	Network Planning for Walking	Add text to reflect that whilst the focus of the LCWIP is on core walking zones, there is a general awareness of the need across the network to continually improve the walking experience, such as with suitable footways and crossing points
Page 36	Torquay	1.1 – change text to reflect emphasis on improved environment for walking and cycling and consider additional space for these modes if appropriate. 1.5 – Add 'or adjacent to' Princess Gardens

		1.6 – Reflect better coverage of desire lines
Page 37	Paignton	1.2 - Add 'or modal filter' 1.5. – Add 'removal or reduction' 1.7. – Add 'removal or reduction'
Page 38	Brixham	Add 'Also consider onward connectivity improvements to Shoalstone Pool'

Meeting: Cabinet

Date: 20th April 2021

Wards Affected: All

Report Title: Resource and Waste Management Strategy Action Plan

Cabinet Member Contact Details: Cllr Mike Morey Cabinet Member for Infrastructure, Environment and Culture, Tel: 853316, mike.morey@torbay.gov.uk.

Director/Assistant Director Contact Details: Kevin Mowat, Director of Place, Tel: 208433, Kevin.Mowat@torbay.gov.uk

1. Purpose of Report

The purpose of this report is to highlight the actions that need to be undertaken over the next few years to achieve the outcomes of Torbay's revised Resource and Waste Strategy.

This document will be a living document which will evolve due to changing customer demands and evolving targets set by central government as part of their draft strategy 'Our Waste, Our Resources: A Strategy for England', which is still in the consultation process and has been delayed due to the current Covid 19 pandemic.

The main focus of this Action Plan is on education and support for our customers in Torbay, and this document will set out how this will be managed, with timelines and targets to help increase recycling, reduce disposal as well as manage our resources to compliment the Climate Change agenda.

2. Reason for Proposal and its benefits

To enable Torbay Council to achieve its Climate Change targets we need to help residents to use less virgin resources and recycle more materials from their households, so that we can move closer to our 50% recycling target.

This will be beneficial in many ways, there will be less wasted source materials, and residents will be made more aware of better resource management which will see more materials recycled and less waste being disposed.

As well as positively contributing to Climate Change objectives, this also has financial benefits to Torbay Council with increased income from recycled materials collected and a reduced disposal costs as a direct result.

3. Recommendation(s) / Proposed Decision

- (i) That the Resource and Waste Management Strategy Action Plan be approved.

Appendices

Appendix 1: Resource and Waste Management Strategy Action Plan

Supporting Information

1. Introduction

Currently Torbay Council has a recycling rate of 41% compared with the majority of neighbouring Councils in Devon who are recycling at nearer to 50%. The only exceptions are Plymouth and Exeter who have lower recycling rates than Torbay.

The Council's recently approved Resource and Waste Management Strategy sets a target of at least 50% recycling and this Action Plan is the roadmap to taking us towards this target.

2. Options under consideration

The options currently being considered can be found in the attached Action Plan.

3. Financial Opportunities and Implications

The current cost of disposing of a tonne of waste at the Energy from Waste plant in Plymouth is about £95 per tonne. This means that every 1% improvement in the recycling rate gives a disposal saving of approximately £47,500, as well as additional income from the sale of recyclable material.

4. Legal Implications

None.

5. Engagement and Consultation

The Strategy and the Action Plan have been developed to reflect the public consultation that was undertaken from September to November 2020.

6. Purchasing or Hiring of Goods and/or Services

Any procurement undertaken to achieve the targets set within the Action Plan will follow Torbay Council's Procurement guidance.

7. Tackling Climate Change

The Torbay Resources and Waste Strategy and accompanying Action Plan seek to support a path towards carbon neutrality by 2050 and will look to consider the amount of embedded carbon in the materials that are collected for recycling and the environmental benefit of recycling as opposed to extraction of raw materials to produce new products.

8. Associated Risks

If the Action Plan is not approved then it is unlikely that tangible improvements in the recycling rate and any associated financial savings will be achieved.

Equality Impacts

9.	Identify the potential positive and negative impacts on specific groups			
		Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
	Older or younger people			There is no differential impact
	People with caring Responsibilities			
	People with a disability			There is no differential impact
	Women or men			There is no differential impact
	People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>			There is no differential impact
	Religion or belief (including lack of belief)			There is no differential impact
	People who are lesbian, gay or bisexual			There is no differential impact
	People who are transgendered			There is no differential impact
	People who are in a marriage or civil partnership			There is no differential impact
	Women who are pregnant / on maternity leave			There is no differential impact

	Socio-economic impacts (Including impact on child poverty issues and deprivation)		There is no differential impact
	Public Health impacts (How will your proposal impact on the general health of the population of Torbay)		There is no differential impact
10..	Cumulative Council Impact (proposed changes elsewhere which might worsen the impacts identified above)	No	
11.	Cumulative Community Impacts (proposed changes within the wider community (inc the public sector) which might worsen the impacts identified above)	No	

Resource and Waste Management Strategy

Action Plan 2021-2022

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

Page 300
Objective

We will manage municipal waste within Torbay in accordance with the waste hierarchy to drive service improvements and efficiencies.

This means that, in order of priority, we will work to prevent waste being produced in the first place, enable the reuse of products, improve how much we recycle, ensure we recovery energy from waste and, as a last resort, dispose of waste.

Agenda Item 8
Appendix 1

Principles

Reflecting on the principles with the Community and Corporate Plan, our approach in delivering our Resource and Waste Management Strategy is described below.

Enable our communities: We will involve and empower Torbay's residents to take positive action to reduce the amount of waste we generate, increase the reuse of products and increase our recycling rates.

Use reducing resources to best effect: We will work to reduce the amount of waste that we generate in Torbay, reusing goods and materials wherever possible.

Reduce demand through prevention and innovation: We will put in place initiatives and mechanisms (including improved education, engagement and communication) which aim to reduce the amount of waste we generate, in particular reducing the amount of residual waste that we dispose of.

Integrated and joined up approach: We will work to meet the Government's plans for resource and waste management and will seek to enable adoption of new legislation as and when it is introduced. We will work to ensure consistency of collections across neighbouring local authorities, aligning our Strategy with the Devon Resources and Waste Strategy and providing opportunities for partnership working towards shared objectives.

Aims

In implementing the Strategy, Torbay Council aims to:

- Encourage positive behaviour change in order to facilitate management of waste further up the waste hierarchy within Torbay's households.
- Increase the recycling rate and contribute towards the national targets of 55% recycling by 2025 and 60% by 2030.
- Reduce the amount of waste sent for energy recovery and disposal, thereby reducing carbon emissions and the associated financial costs
- Develop a resilient service which can adapt to new technology and changing legislation.

Theme 1 : Increased Education, engagement and communication

Headline Action: Deploy Recycling Support Co-ordinators (RSC's)

Specific Action Using the Recycling Support Co-ordinators, identify from round participation monitoring which households are not recycling to their full capacity or at all, especially concentrating on Food waste. Use intelligence already available from round data and crews, where to concentrate most effort. This will show quickest gains not only for increased recycling, but also help collection crews speed up collections.

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Participation Monitoring data	Claire Shears	Yes	01/12/2020	31/12/2022

Specific Action From the participation monitoring data specifically advise the relevant households which materials they need to present

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Participation monitoring data	RSC's	Yes	01/12/2020	31/12/22

Specific Action Then Sticker the residual bins where no food waste is being presented letting the householder know that food waste should not be put in the residual bin. At the same time leaflets will be delivered explaining the benefits of food waste

	recycling, not only for Climate change, benefits to the Council, but that it can be a significant cost saving exercise for the household to review how it manages food use and its subsequent disposal.			
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Participation monitoring data	RSC's	Yes	01/12/2020	31/12/22
Specific Action	Where the issue is not just food waste but with the dry recycling presentation, this will again be explained with a delivered leaflet and recycling box stickers to help the resident not only recycle more, but ensure that they put the right material in the right box.			
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Participation monitoring data	RSC's	Yes	01/12/2020	31/12/22
Specific Action	Clarify the importance of putting the right material in the right container. The right material in the right box message is to help efficiency for the collection crews so they can reduce collection times, as well as reduce contamination issues with the recycled material collected.			
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	

Participation monitoring data	RSC's	Yes	01/12/2020	31/12/22
Specific Action	Identify other front line Council/partner workers who can spread the message (health visitors/carers/GPs re nappies and adult sanitary products). Clearly explain on Torbay's website and distributed literature that if any household has containment issues due to nappies or adult sanitary products then a solution will be found to help them.			
Provide clear information explaining the variety of materials that can be recycled				
Specific Action	SWISCo website to be developed (and Torbay Council website content confirmed)			
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Website	TC web team	Yes	Apr 2021	Sept 2021
Specific Action	Article included in Torbay Weekly, detailing what can be recycled			
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Number sent	Comms team	Yes	Complete for 2021, but do annually	
Specific Action	Leaflets clarifying what can be recycled in your specific household to be included with Council Tax bills. These are currently with in-house design team, being updated so that they can be sent out with Council Tax bills in March 2021			

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Number sent	Torbay Council	Yes	Complete for 2021, but do annually	
Specific Action	Recycling box stickers re-issued again to the specific households that have a kerbside sort collection from boxes.			
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Number issued	RSC's	Yes	Continuous	
Specific Action	Use the RSC's and communications team to relaunch the home composting offer that Torbay currently advertises on its website			
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Number issued	RSC's and Comms	Yes	May 2021	ongoing
Specific Action	In areas where it is not clear which property has or has not presented recycling for collection, such as flats and buildings of multiple occupancy, tailor the communications sensitively so that householders that have presented correctly, do not feel they are being wrongly targeted.			

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Properties/roads identified	RSC's and Comms	Yes	May 2021	ongoing
Specific Action	Draft a Business case to appoint further Recycling support co-ordinator (RSC) posts to help to speed up the education programme. Once the performance of the current employed RSC's can be evaluated, it will be clear what benefit further staff would give to the business in the form of recycling gains and Climate change improvements			
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
RSC' programme and performance measurement	Claire Shears	Yes	1/4/2021	31/12/2021
Specific Action	<p>Continue with the Waste Recycling Advisor (WRA's) posts who are funded as part of Torbay's joint working with Devon County Council's group, The Devon Authorities Strategic Waste Committee (DASWC). This post is available for about 18 week per year and is less proactive and hands on compared to our Recycling support co-ordinator's.</p> <ul style="list-style-type: none"> • Increase in awareness levels by residents for key issues around Contamination and Recycling/Composting • Increased levels of Home Composting and reduction of Food Waste • Increased capture of Recyclable and Compostable materials from the residual waste stream • Reduction in Contamination of collected Recyclable and Compostable material • An overall increase in the recycling rate in the respective Councils' low to medium performing areas • A decrease in the overall waste arising's in each of the Councils' low to medium performing areas 			

	<ul style="list-style-type: none"> • Decrease in Residual Waste from households • Increase awareness levels of carbon savings benefits of waste prevention, reuse and recycling. <p>This will be achieved by continued door knocking methodology, and once COVID 19 permits and so far this has resulted in over 3000 households visited over a period of 4 years with over 1000 recycling containers issued and over 5000 contact cards issued where residents weren't home.</p>			
--	---	--	--	--

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Qtr. Reports from DCC	Ruth Edwards	Yes	1/4/2021	31/3/2023

Page 307

School Education Programme

Specific Action	<p>COVID 19 permitting, re-engage with a company that we have used for many years, to continue informing pupils and staff at Torbay's schools about how to manage waste at home in the best way, again following the principles of the waste hierarchy. We will look to target at least 50% of all Torbay Schools in the first two years.</p> <p>One of the recent projects was called The Monster bin and stickers were supplied to primary schools so that the pupils could make their food caddy into a monster who liked eating recycled food which was very positively received.</p>			
------------------------	---	--	--	--

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Qtr. Reports from Educators	Ruth Edwards	Yes	Sept 2021	Mar 2023

Specific Action	Continue to cover the transport costs for school visits to the Energy from Waste plant in Plymouth explaining the benefits of not sending residual waste to landfill and how the clean energy is used in Devonport Dockyard for heating, as well as generating energy, which when there is surplus is supplied to the national grid.			
------------------------	--	--	--	--

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Take up of budget	C Shears / R Edwards	Yes	Annually Review	

Identify high performing recyclers and maximise recycling rates

Specific Action	Identify from round participation monitoring which households are recycling almost to their maximum and learn why their areas so successful			
------------------------	---	--	--	--

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Participation Monitoring	RSC's	Yes	1/12/2020	31/12/2022

Specific Action	Establish a recycling champion's network and set a target to have up to 10 in Torquay, Paignton and Brixham. This was something that a neighbouring authority undertook to help to get the recycling message across to their local communities.			
------------------------	---	--	--	--

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
----------------------------------	--------------------------------------	---	--	--

Number of Champions	C Shears / R Edwards	Yes	August 2021	Ongoing
---------------------	----------------------	-----	-------------	---------

Give confidence to residents about impact of increased recycling, especially on climate change targets

Specific Action	Identify what media streams efficiently post the successes in increasing recycling, reduced disposal, climate change improvements and reinvestment following budget reductions. Any net Carbon gains will also be shared with Torbay Councils Climate change officer, Jacqui Warren.			
------------------------	--	--	--	--

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
----------------------------------	--------------------------------------	---	--	--

Media hits	Comms Team / Jacqui Warren	Yes	Ongoing	
------------	----------------------------	-----	---------	--

Make collections as easy as possible for collection crews

Specific Action	Ask the crews to be the eyes and ears on rounds to identify where problems are so that specific improvements can be made.			
------------------------	---	--	--	--

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
----------------------------------	--------------------------------------	---	--	--

Talk to all staff	Ian Hartley	Yes	May 2021	Ongoing
-------------------	-------------	-----	----------	---------

Specific Action	Formulate a Domestic Waste Collection Policy for Torbay Council, clarifying responsibilities, statutory duties, side waste policy, Fly tipping policy and enforcement powers			
------------------------	--	--	--	--

Page 3099

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
EPA (1990)	Ruth Edwards	Yes	June 2021	Sept 2021

Specific Action Identify enforcement programme (as a means of last resort) - Torbay Council want to work with its residents to recycle as much as they can, so it is hoped that no enforcement is necessary to improve recycling rates.

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Number of actions	Rob Kelly	Yes	May 2021	Ongoing

Page
30

Improve engagement with collection crews

Specific Action Identify SWISCo's requirements of its collections crews, how can their collections be made easier and more efficient, by establishing what barriers they face to provide an efficient service. An efficient service will give confidence to the residents who will then more easily engage in education programmes

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in	Time bound – Start & Finish	
Collection times	Ian Hartley	Yes	May 2021	Ongoing

Specific Action Inform the collection crews of efficiency changes, so that they are on board with all change and can positively help to ensure improvements happen. The main topic is to ensure residents put the right materials in the right containers and the website makes this very clear, <https://www.torbay.gov.uk/recycling/what-goes-in-my-bin/recycling-boxes>. If this can be achieved it will make it easier and quicker for the crews to collect, mitigating delayed collections especially at busy times like Christmas.

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Pass Rates	Ian Hartley	Yes	May 2021	Ongoing

Theme 2 : Monitor and publicise waste volumes and recycling rates

Raise awareness of how much waste households generate

Page 311	Specific Action	<p>Continue to monitor the amount of residual waste generated by each household in Torbay.</p> <p>In 2019-2020 Torbay Council managed over 65,000 tonnes of waste. 62% (over 41,000 tonnes) of this was collected directly from households using the kerbside collection services, with 23% of the waste and recycling brought to the Household Waste Recycling Centre (HWRC). 10% is waste and recycling from commercial sources; 4% generated by street cleansing and 1% from bring banks and third party sources.</p> <p>The amount of residual waste each household in Torbay disposes of each year has decreased from 754 kg per household in 2006/07, to 523 kg per household in 2019/20, a decrease of nearly a third (30%).</p>		
	Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish

NI 191	C Shears / R Edwards	Yes	Ongoing Qtly WDF returns	
--------	-------------------------	-----	-----------------------------	--

Specific Action	Continue to monitor the percentage of household waste reused, recycled or composted by each household in Torbay.			
------------------------	--	--	--	--

	The percentage of household waste being reused, recycled, and composted (NI 192) in Torbay has increased from 28.08% in 2007/08 and stands at 40.2% in 2019/20.			
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
NI 192	C Shears / R Edwards	Yes	Ongoing Qtly WDF returns	
Specific Action	Continue to monitor the percentage of Municipal waste sent to Landfill in Torbay. Torbay Council is a Zero waste to landfill Authority, which means in simple terms that of the waste mentioned above none of it goes to landfill, it is either recycled or is sent to the Energy from Waste plant in Plymouth, where it generates heat and power.			
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
NI 193	C Shears / R Edwards	Yes	Ongoing Qtly WDF returns	
Deliver the “Don’t Let Devon Go to Waste” campaign				
Specific Action	Continue this ongoing campaign and work with our communications team within Torbay Council to promote in partnership with Devon County Council. Don’t Let Devon Go To Waste / Recycle Devon is a joint campaign, funded by the Devon Authorities Strategic Waste Committee, focussing on waste communications, promoting the waste hierarchy targets in Devon and Torbay – it includes a website, public relations, social media, one-to-one engagement and publications. www.recycledevon.org			

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Web Hits and review benefits	Jointly with DCC	Yes	Ongoing	

Deliver “Love Food, Hate Waste” campaign

Specific Action	<p>Continue this ongoing campaign and work with our communications team within Torbay Council to promote in partnership with Devon County Council.</p> <p>Don't Let Devon Go To Waste / Recycle Devon is a joint campaign, funded by the Devon Authorities Strategic Waste Committee, focussing on waste communications, promoting the waste hierarchy targets in Devon and Torbay – it includes a website, public relations, social media, one-to-one engagement and publications. www.recycledevon.org</p>
------------------------	--

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Web Hits and review benefits	Jointly with DCC	Yes	Ongoing	

Specific Action	From the SWISCO database of commercial waste collectors we can identify all the food outlets and restaurant's and encourage them to promote the “Love Food, Hate Waste” campaign
------------------------	--

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
ECHO	John Greaves	Yes	October 2021	Ongoing

Promote availability of additional containers

Specific Action	Promote the message that any resident that wants to recycle more can have free access to the required number recycling containers, so that less waste is sent to the Energy from Waste plant to be disposed.			
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
TC web hits and leaflet returns	C Shears / R Edwards & RSC's	Yes	Ongoing	

Page 3141

Theme 3 : Changes at the Household Waste and Recycling Centre

Introduce charges for non-household waste

Specific Action	<p>Introduction of charging for <u>non</u>-household waste.</p> <p>Charging was introduced to bring Torbay in line with the rest of Devon, to reduce the amount of residual waste generated in Torbay. Torbay Council only has a legal obligation to provide recycling centre facilities for household waste – waste arising from the day to day running of a household. Items resulting from the repair or improvement of houses, for example, DIY type waste, is classified as construction waste and there is no requirement for us to provide any service for the disposal of this material or accept it free of charge.</p>
------------------------	--

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Payment System	Paul Luscombe	Yes	1/12/2021	Ongoing

Book a slot at the Recycling Centre

Specific Action	Continued use of booking system at HWRC. Continual monitoring this system controls access and gives real time usage information that can help with the management of the site. This was brought about following the first COVID 19 lockdown restrictions and as it was so successful it will remain in place. It has also alleviated a queuing problem on the road leading up to the recycling centre which often caused an obstruction to other users on the Yalberton Industrial estate. It can also be used to deliver recycling and other messages to those who opt in, when making a booking.			
------------------------	--	--	--	--

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Software reports	C Shears / R Edwards	Yes	June 2020	Ongoing

Require that waste is separated for recycling prior to arrival

Specific Action	Requirement for waste to be pre-sorted prior to attendance at HWRC.			
------------------------	---	--	--	--

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
------------------------------	----------------------------------	--	-----------------------------	--

No	Website/ HWRC Manager	Yes	September 2021	Ongoing
----	-----------------------	-----	----------------	---------

Ensuring maximum recycling achieved at the recycling centre

Specific Action	Ensure maximum recycling is achieved at the recycling centre, by raising awareness (through social media and other channels) of the need to separate recyclables before arriving at the centre. Where this is not done in advance, Officers will check the contents and either recyclables will need to be sorted on site, or the resident will need to return home to do so. This will reduce the amount of waste sent to the Energy from Waste plant. In Wales this scheme was introduced and it saw a 15% reduction in residual waste at their HWRC's
------------------------	--

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Page 316	HWRC Manager	Yes	September 2021	Ongoing

Theme 4 : Introduce a garden waste collection service

Develop Business Plan to Introduce garden waste collection service

Specific Action	<p>Develop a business plan for the introduction of a garden waste collection service.</p> <p>Likely resources to be considered:-</p> <ul style="list-style-type: none"> • Is it all households with a garden (possibly up to 45,000 properties) • Is it only an opt charged for service in service (possibly up to 15,000 properties) • Dependant on properties serviced how many vehicles will be required • Is leasing vehicles initially the best option until participation numbers established
------------------------	---

- Dependant on properties serviced how many crew will be required, drivers increasingly difficult to find across the UK, so restoring the driver academy crucial.
- Dependent on properties serviced how many containers will be required and what type will work best, again look at best practice across councils
- If the government don't insist on a free service what will the annual fee need to be, again look at what other councils charging
- If it's an opt in service how will subscriptions be managed, marketed and publicised will this require extra resource (Customer call centre)
- Use best practice form authorities already providing this service an all aspects of provision
- Does the current team have the capacity to deliver this quickly, as it is a major new project
- Look to develop communications by the end of July, to coincide with all adults in the UK being vaccinated, advising of a new service coming to all residents that want to opt in
- Use seasonal analysis data from other authorities to establish if it needs to be an all year round service

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
This is dependent on provision to all Household with a garden or just those who require service	Ian Hartley / John Greaves	Yes	May 2021	Oct 2021

Theme 5 : Review collection from flats and multiple occupancy buildings

Review waste and recycling collections

Specific Action	Carry out review of current service to ensure a regular service is maintained.			
------------------------	--	--	--	--

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Round Data	Ian Hartley	Yes	March 2021	Sept 2021

Specific Action	Education at single occupancy households will be phase one of focussed approach and once that is complete, then flats and multiple occupation properties will be looked at in phase two			
------------------------	---	--	--	--

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Participation Monitoring data	Ian Hartley	Yes	March 2022	Sept 2022

Provide advice to developers

Specific Action	This document will be reviewed to ensure all content is up to date and in line with any national guidance.			
------------------------	--	--	--	--

	Often new developments do not fully consider waste containment as a priority, this is why the 'Refuse storage for new and converted residential properties: A developers guide' has been produced, explaining how many litres of containment and for what materials are required for each dwelling. Waste storage guidance - Torbay Council			
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Planning applications	Ruth Edwards	Yes	July 2021	Sept 2021

Page 319	Theme 6 : Develop commercial waste services			
	Develop commercial waste and recycling customer base			
	Specific Action	Develop a Business case for SWISCO to expand the commercial waste collection to all businesses in Torbay. SWISCO already encourages Commercial businesses in Torbay to recycle by offering preferential rates for materials separately collected for recycling, instead of just picking up a waste that is mixed which can only be taken to the Energy from waste plant (EFW) to be disposed, as recycling plants will not accept as they will consider it contaminated.		
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	

ECHO	Ian Hartley / John Greaves	Yes	Sept 2021	March 2022
Specific Action Page 320	Manage any Commercial waste collections in line with the new Government Resource and Waste Strategy. This Strategy will force some businesses to recycle more, as they will be responsible for the costs of all the packaging that they produce as defined in the Extended Producer Consultation (EPR). EPR is the most significant restructure of the UK's Packaging Waste Regulations since this legislation was implemented in 1997. EPR will see the cost of collecting household waste switch from the taxpayer to producers, therefore making producers responsible and providing them with the incentive to produce less waste and demonstrate a deeper commitment to reducing their environmental impact. A copy of this and the other three current consultations as part of the Government Resource and Waste strategy can be found by clicking on the links below: <u>Resources and waste strategy for England - GOV.UK (www.gov.uk)</u> This link takes you to current national strategy documents. <u>Packaging waste: changing the UK producer responsibility system for packaging waste - GOV.UK (www.gov.uk)</u> This link is to the EPR consultation info including the summary of responses.			
	Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish
Government Consultations	Waste Strategy team	Yes	2023	Ongoing

Theme 7 : Litter, street cleansing and fly tipping.

Review these services in line with the SWISCo restructure

Specific Action	A complete review is currently being undertaken to see if this service can be undertaken more efficiently. Different teams and even different contractors collect at lots of different locations with a mix of staff and vehicles. This is seen with Torbay Coast and Countryside trust and how their areas are managed. This will be picked up as part of this efficiency review.			
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
In-house dataset	Neil Coish / James Nicholas	Yes	Dec 2020	Sept 2021
Specific Action	Prior to the takeover of SWISCO council officers collected data on all locations of the litter bins across Torbay, looking at the container type, its location, frequency of use and which team it is collected by, this data will be updated and finalised.			
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
In-house dataset	Neil Coish / James Nicholas	Yes	July 2020	Sept 2021
Specific Action	This data will be used to formulate a plan making sure that the right type of bin is in the right location, such as entrances and exits of parks, beaches and all other public places.			

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
In-house dataset	Neil Coish / James Nicholas	Yes	Dec 2020	Sept 2021

Specific Action The action is to streamline this service so that one dedicated team across the whole of the bay collect in the most efficient way. A TUPE process has been completed so as of the 1st April 2021 SWISCo manages the whole bay, except for TCCT areas. The service can now be routed to prioritise litter collections at peak usage times and high usage areas while having the right mix of bins to assist this.

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
In-house dataset	Neil Coish / James Nicholas	Yes	April 2021	Sept 2021

Specific Action Trial dual bins where recycling can be collected next to residual in the same housing. This has been incorporated in the current Town Deal project at Princess Gardens in Torquay. These bins will be monitored for levels of recycling and contamination and if successful can be installed in other high profile beach and park locations across the Bay.

Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
In-house dataset	Neil Coish / James Nicholas	Yes	March 2021	Sept 2021

Specific Action	A review of the street sweeping requirements will also be undertaken, looking at the types of vehicles currently used, the routes currently undertaken and if the priorities are correct compared to the usage of each type of area.			
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Spreadsheets	Neil Coish / James Nicholas	Yes	March 2021	Sept 2021
Specific Action	Electric vehicles and plant will be reviewed for future delivery, and where possible any new equipment can then have the lowest Carbon Impact to help achieve Torbay Council's Climate emergency targets.			
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Demonstrations by plant providers	Neil Coish	Yes	May 2021	Nov 2021
Specific Action	Target fly-tipping hotspots to reduce fly tipping. Torbay Council have employed a new enforcement team who can target Fly-tipping hotspots. Fly-tipping can be reported on the Torbay Council website Report fly tipping - Torbay Council and as long as sufficient information is provided they can prosecute any offenders.			
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	

Contractor Data	Rob Kelly	Partially / Joint working	December 2020	Ongoing
Specific Action	Review collection methods so that it is possible for the town sweeper to recycle what they collect			
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
NI 192	Neil Coish	Yes	June 2021	Ongoing

Theme 8 : Review of recycling banks

Review the current level of provision of the recycling banks

Specific Action	Review the current recycling bank provision and assess case for additional recycling banks for materials such as cardboard, plastic and cans. This could help those householders with little room in or outside their property, but who want to contribute to the climate emergency and recycle as much as they can.			
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Weighbridge	Ian Hartley	Yes	May 2021	Dec 2021
Specific Action	Review how other authorities manage their recycling bank provision. Teignbridge District Council currently have cardboard banks and through shared intelligence this option can be explored.			

	By looking at best practice from other authorities, decisions can be made on how appropriate this service can be in Torbay.			
Measurable – What dataset	Achievable – Who will do this	Relevance – Does it fit in your area	Time bound – Start & Finish	
Information sharing with similar Authorities	Ian Hartley	Yes	May 2021	Dec 2021

Meeting: Cabinet

Date: 20 April 2021

Wards Affected: All

Report Title: Torbay Suicide Prevention – updates on action plan, audit and alliance

Cabinet Member Contact Details: Cllr Jackie Stockman, Cabinet Member for Adults and Public Health, 01803 851255, jackie.stockman@torbay.gov.uk

Director/Assistant Director Contact Details: Dr Lincoln Sargeant, Director of Public Health, 07425 634685, lincoln.sargeant@torbay.gov.uk

1. Purpose of Report

- 1.1 This report will update Cabinet on local suicide prevention activity in Torbay, given our consistently high suicide rate compared to the South West, our statistical neighbours¹ and England. It will provide summary information (with additional detail in appendices) on the following: latest suicide audit statistics, agreed priorities from the Torbay Suicide and Self-harm Prevention Plan 2021-22 and progress on the newly established Torbay Mental Health and Suicide Prevention (MHSP) Alliance. The ask from Cabinet is to endorse the Torbay Suicide and Self-harm Prevention Plan 2021-22, and to be advocates for preventing mental ill health and promoting good mental wellbeing for local residents.

2. Reason for update and their benefits

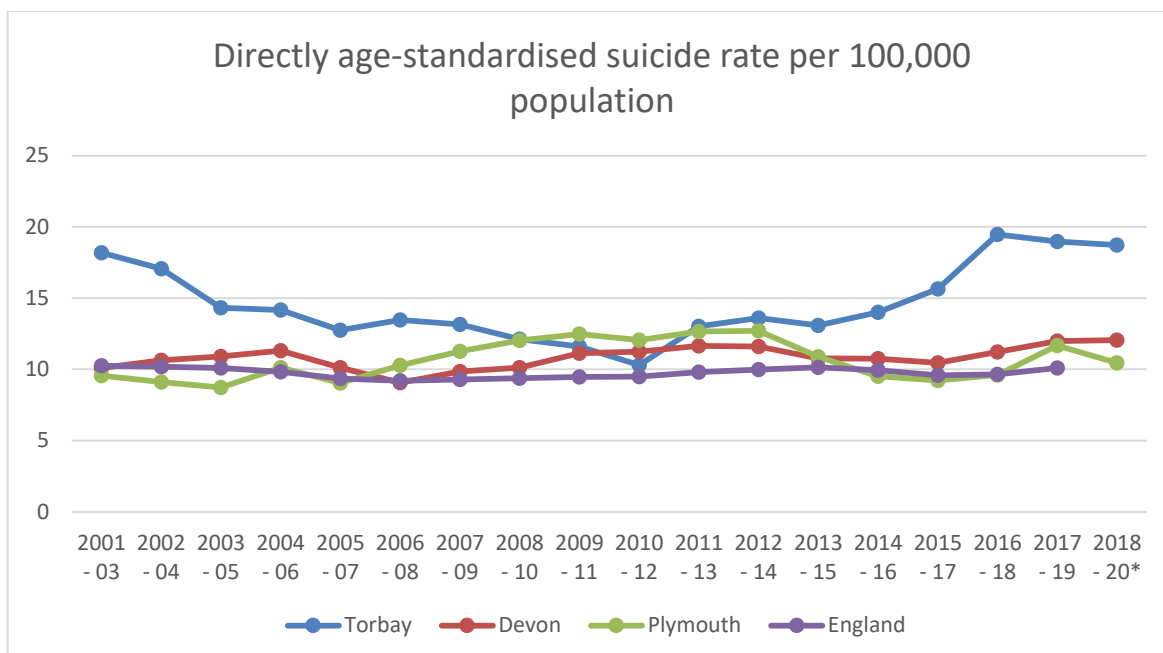
Suicide is a major public health issue: it is the leading cause of death in men under 50 years, young people and new mothers. Torbay's suicide rate has, in general, increased year on year since 2010 and now sits as one of the highest suicide rates amongst local authorities in England (see Figure 1). The Torbay Suicide Audit provides additional intelligence which may give better indications as to why Torbay's suicide rate is so high compared to the regional and national average.

Key findings from the suicide audit were:

- On average there are around 20 suicides per year in Torbay
- 3 in 4 suicides are in males
- 4 in 5 suicides are aged 20-59 years
- The highest suicide rates are in our most deprived communities
- The majority of suicides take place at home
- There is no clear pattern based on the time of year

Figure 1:

¹ CIPFA Nearest Neighbours



Source: PHE Suicide Prevention Profile

The following themes feature in 20% of coroner’s files:

- Relationships (breakdown, difficulties, access to children)
- Loneliness (little social contact or no close friends)
- Housing (sofa surfing, living with family and friends, fear of eviction)
- Finances (linked to housing and employment, low wages, debt)
- Employment (lack of or insecure employment, frequent job changes, signed off work due to ill health)
- Healthcare services (not attending appointments, lack of coordination between services [social services, health – primary and secondary care), not meeting thresholds, time between referral and assessments and waiting lists (mainly mental health but some physical health services)

The following themes feature in around 10% of coroner’s files:

- End of life – mentions of euthanasia, do not resuscitate requests, advanced directives, dignitas and asking others for help for those with terminal/permanent or deteriorating health where life perceived to no longer be worth living
- Use of social media and internet – researching methods, accessing pro-suicide websites and ordering products on line which were used in the suicide. Mentions of using social media to discuss suicide intent with both positive and negative experiences
- Previous attempt/acknowledgement – documented or reported to others that they had thought of or were planning to take their own lives
- Uncharacteristic behaviour – friends, families, neighbours, work colleagues and carers worries about uncharacteristic behaviour and that they seemed depressed

The cross-government national strategy recommends that local authorities coordinate and implement work on suicide prevention under their local public health and health improvement responsibilities. The main thrust of this will be through the development and delivery of a local multi-agency suicide prevention plan which has been steered by local data and key stakeholders. The Torbay Suicide and Self-

harm Prevention Plan, which has been endorsed by the Health and Wellbeing Board, demonstrates our multi-agency approach to tackling suicide in 2021-22 (Appendix 1).

Following steer from the suicide audit and input from a group of local stakeholders (including Torbay Council Public Health, Devon Partnership Trust, Samaritans, Torbay and Southern Devon Foundation Trust, Torbay Age UK and Action to Prevent Suicide CIC) the priority areas for the Torbay Suicide and Self-harm Prevention Plan were agreed.

The key suicide prevention priorities for Torbay are:

- Reduce social isolation and loneliness
- Promote a 'culture of curiosity' both publically and professionally
- Build upon and grow peer-support within the mental health system
- Better understand Torbay's high suicide and self-harm rates
- Monitor and evaluate Torbay's secondary school based, self-harm prevention pilot (in the context of the pandemic)
- Address system gaps for people with severe mental illness (in partnership with the Community Mental Health Framework redesign)
- Tackle high frequency locations

The key suicide prevention priorities which we support over a wider Devon footprint are:

- Postvention suicide bereavement support service
- Real-time suicide surveillance
- Suicide prevention training (public, professionals and primary care)
- Men's mental health promotion campaign
- Media and communications programme
- Devon & Torbay – Embedding National Confidential Inquiry into Suicide and Safety in Mental Health (NCISH) '10 ways to improve patient safety' in acute and community mental health provision.
- Devon & Torbay suicide prevention for people with a history of domestic abuse and sexual violence

The Torbay Suicide and Self-harm Prevention Plan has been developed by a multi-agency group which sits under the newly established Torbay Mental Health and Suicide Prevention (MHSP) Alliance. This alliance will be key in tackling mental wellbeing, mental health and suicide prevention as a system, as no single organisation can hope to support the needs that are presenting in Torbay, both pre and post Covid-19 pandemic. It also galvanises Torbay Council's Prevention Concordat for Better Mental Health responsibility to work in partnership to prevent mental health problems and promote better mental health and wellbeing.

The key mental health and suicide prevention priorities initially identified by the alliance and steered by funding are the following:

- Enable early identification and rapid response where there is evidence of escalating levels of distress, deteriorating mental health, self-harm or suicidal intent
- Seek to identify gaps in provision to meet need which will help inform commissioning and local development
- Promote clear pathways of support across the continuum of mental health
- Ensure a trained, supported and informed workforce

- To share resources and promote community collaboration – via the alliance and establishment of community based mental health networks

For additional information on the alliances purpose and aims see the alliances terms of reference document (Appendix 2).

- 2.1 For every life lost to suicide, the estimated total cost to the economy is around £1.67 million. For every person who ends their life by suicide, a minimum of six people will suffer a severe impact on their lives due to this bereavement. This means that in 2018, the potential cost to the local economy of suicide was around £40 million and severely impacted upon almost 150 Torbay residents. Suicide and mental ill health also disproportionately affects those living in poverty, in deprivation and those who are vulnerable and/or have a learning disability.

There is no acceptable number of suicides in Torbay – the aim should be an aspiration of zero suicides. In Torbay we are still in the midst of a global Covid-19 pandemic and have had a significantly² high suicide rate since 2014-16. This couples with a general upward trend in suicides since 2010-12 (see Figure 1). In recognition of this, this two year plan aims for no increase in the suicide rate from its current position, however it aspires for a consistent downward trajectory which will bring it closer to the average rate of its nearest statistical neighbours³. This would be a reduction from the current baseline suicide rate of 19.0 suicides (2017-2019) to around 12.3 suicides per 100,000.

The Torbay Mental Health and Suicide Prevention Alliance dynamic data dashboard is still in progress with the intention to provide a proxy for ‘mental health system pain’. It is proposed to monitor initially against the following strategic indicators:

- Indicator for loneliness
- Indicator for financial instability
- Indicator for unemployment/insecure employment
- Homelessness rate per 1,000
- Employment Support Allowance/Universal Credit claimants for mental and behavioural disorders rate per 1,000
- Hospital admissions for intentional self-harm rate per 100,000 population
- Hospital admissions for mental health conditions rate per 100,000 population
- Suicide mortality rate per 100,000 population

The alliance would additionally like to include key indicators from mental health providers, primary care and other front-line organisations that feel the impact of mental ill health such as Devon and Cornwall police. Collating this information will take time but is the right direction of travel.

- 2.2 Collective mental health need in Torbay is extremely high and system-wide working is the only way we can improve experiences for the public – both young and older – and make the best use of finite public resourcing. This report seeks Cabinet advocacy and support with preventing mental health problems and promoting better mental health and wellbeing for the residents of Torbay.

² Statistically based on the overlap of 95% confidence intervals

³ CIPFA Nearest Statistical Neighbours

3. Recommendation(s) / Proposed Decision

- (i) that the Torbay Suicide and Self-harm Prevention Plan 2021-22 be approved as set out in Appendix 1 to the submitted report; and
- (ii) that the Cabinet supports the establishment of the Torbay Mental Health and Suicide Prevention Alliance.

Appendices

Appendix 1: Torbay Suicide and Self-harm Prevention Plan 2021-22

Appendix 2: Torbay Mental Health and Suicide Prevention Alliance TOR

Background Documents

[National suicide prevention strategy](#)

[House of Commons Health Committee suicide prevention report](#)

[PHE suicide prevention planning document](#)

[Samaritans and University of Exeter review on local suicide prevention planning](#)

Report Clearance

Report cleared.

Supporting Information

1. Introduction

Suicide is a major public health issue: it is the leading cause of death in men under 50 years, young people and new mothers. Torbay's suicide rate has, in general, increased year on year since 2010 and now sits as one of the highest suicide rates amongst local authorities in England. Local Authorities are recommended to coordinate and implement work on suicide prevention under their local public health and health improvement responsibilities. The main thrust of this is through the development and delivery of a local multi-agency suicide prevention plan. The Torbay Suicide and Self-harm Prevention Plan has been endorsed by the Health and Wellbeing Board and demonstrates our multi-agency approach to tackling suicide in 2021-22 (Appendix 1).

2. Options under consideration

Not applicable.

3. Financial Opportunities and Implications

National suicide prevention funding has been allocated to the local authorities within the Devon Integrated Care System and will support implementation of training, research, and community network development in Torbay.

4. Legal Implications

None identified.

5. Engagement and Consultation

Relevant groups have been involved in the development of the Plan as described above.

6. Purchasing or Hiring of Goods and/or Services

Not applicable.

7. Tackling Climate Change

No relevant issues identified.

8. Associated Risks

Risks from non-implementation are loss of opportunity to work across partnerships to reduce rates of suicide, self-harm and mental distress in the population.

Equality Impacts

9.	Identify the potential positive and negative impacts on specific groups		
	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people	Y		
People with caring Responsibilities	Y		
People with a disability	Y		
Women or men	Y		
People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>	Y		
Religion or belief (including lack of belief)			Y
People who are lesbian, gay or bisexual			Y
People who are transgendered			Y
People who are in a marriage or civil partnership			Y

	Women who are pregnant / on maternity leave			Y
	Socio-economic impacts (Including impact on child poverty issues and deprivation)			Y
	Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	Y		
10..	Cumulative Council Impact (proposed changes elsewhere which might worsen the impacts identified above)	Not identified.		
11.	Cumulative Community Impacts (proposed changes within the wider community (inc the public sector) which might worsen the impacts identified above)	National social and economic policy will both have an impact on mental health and wellbeing.		

Torbay Suicide and Self-harm Prevention Plan

2021-2022



MARCH 10 2021

Torbay Mental Health and Suicide Prevention Alliance
Authored by: Rachel Bell



Logo
Name

Background

1.1 National Context

The government's national strategy for England, [Preventing suicide in England: Third progress report of the cross-government outcomes strategy to save lives](#) recommends that local areas should develop multi-agency suicide prevention strategies and action plans in order to help reduce local suicides. In England, responsibility for the suicide prevention strategy and action plan usually lies with local government through health and wellbeing boards¹. Every local area has a multi-agency suicide prevention plan in place or in development with STP areas across the country receiving part of the £25 million investment in suicide prevention.

"Suicide prevention is everybody's business."

The national strategy outlines two principle objectives: reduce the suicide rate in the general population and provide better support for those bereaved or affected by suicide. The following are the seven areas of action:

1. Reduce the risk of suicide in key high-risk groups
2. Tailor approaches to improve mental health in specific groups
3. Reduce access to the means of suicide
4. Provide better information and support to those bereaved or affected by suicide
5. Support the media in delivering sensitive approaches to suicide and suicidal behaviour
6. Support research, data collection and monitoring
7. Reducing rates of self-harm as a key indicator of suicide risk

¹ [PHE LA Guidance 25 Nov.pdf \(publishing.service.gov.uk\)](#)

[Local Suicide Prevention Planning](#) from Public Health England recommends that local areas should aim to tackle all seven areas of the national strategy in the long-term, with the following priorities for short-term action with a coordinated system approach set out by Professor Louis Appleby, Chair of the Suicide Prevention Strategy Advisory Group outlined below:

1. Reducing risk in men, especially middle age with a focus on economic factors
2. Preventing and responding to self-harm with a range of service for adults and young people in crisis, and psychosocial assessment for self-harm patients
3. Mental health of children and young people with joint working between health and social care, schools and youth justice, and plans to reduce drastic increase in suicide risk 15-19 years
4. Treatment of depression in primary care with safe prescribing of painkillers and antidepressants
5. Acute mental health care with safer wards and hospital discharge, adequate bed numbers and no out of area admissions
6. Tackling high frequency locations including working with local media to prevent imitative suicides
7. Reducing social isolation, for example through community based supports, transport links and working with third sector
8. Bereavement support, especially for people bereaved by suicide

The [Samaritans and University of Exeter independent progress report](#) on local suicide prevention planning in England recommended that local areas should consider the following when refreshing or redeveloping their Suicide Prevention Plans:

1. LGA and ADPH should **encourage local authorities to consider working with other local authorities** to achieve economies of scale and maximise resources.
2. **LAs and multi-agency groups should avoid spreading their resources too thinly by trying to cover all areas of the national strategy too soon.** Those at the earlier stages of their response may benefit from embedding and improving the quality of activity already taking place rather than implementing multiple new activities. Similarly, it may be helpful to begin by playing to local strengths and focusing efforts on strategy areas where there is already effective partnership working before tackling national strategy areas that prove more difficult to implement in the local context.
3. LGA and ADPH should support local areas to **move past the preparatory stage of building partnerships and planning actions, and into delivery of actions themselves** where this is not already happening.

1.2 Local Context

In wider Devon our **Suicide Prevention Strategy** is a collaborative document produced and shared by Devon County Council, Plymouth City Council and Torbay Council: *Devon-wide Suicide Prevention Strategic Statement* [\[Link to be included once updated\]](#). This aligns to the Devon Sustainability

Transformation Partnership (STP) geography area. **Suicide Prevention Plans** are produced by each local authority area and will be co-owned by a range of respective statutory and CVSE agencies. Plans will be made available on each local authority's website and will undergo annual review. Where appropriate, work will be undertaken on a Devon-wide level to take advantage of economies of scale and maximise finite resource.

Previously the Torbay Suicide and Self-harm Prevention Plan (2018-19) was co-owned and monitored via the **Devon and Torbay Suicide Prevention Strategic Partnership Group**. This inspired greater collaborative working with Devon Local Authority, however, it was felt that the Torbay plan would benefit from greater local ownership. To address this, the new plan will be owned and monitored via the newly established **Torbay Mental Health and Suicide Prevention Alliance** (statutory and CVSE membership), with a multi-agency Task & Finish group formed to identify priorities for the year and to co-produce interventions in line with priorities. The plan will again be endorsed by the **Torbay Health and Wellbeing Board** and ratified through **Torbay Council**.

In the light of the national recommendations above, it was felt by the Suicide Prevention Plan Task & Finish group that the Torbay Suicide and Self-harm Prevention Plan should:

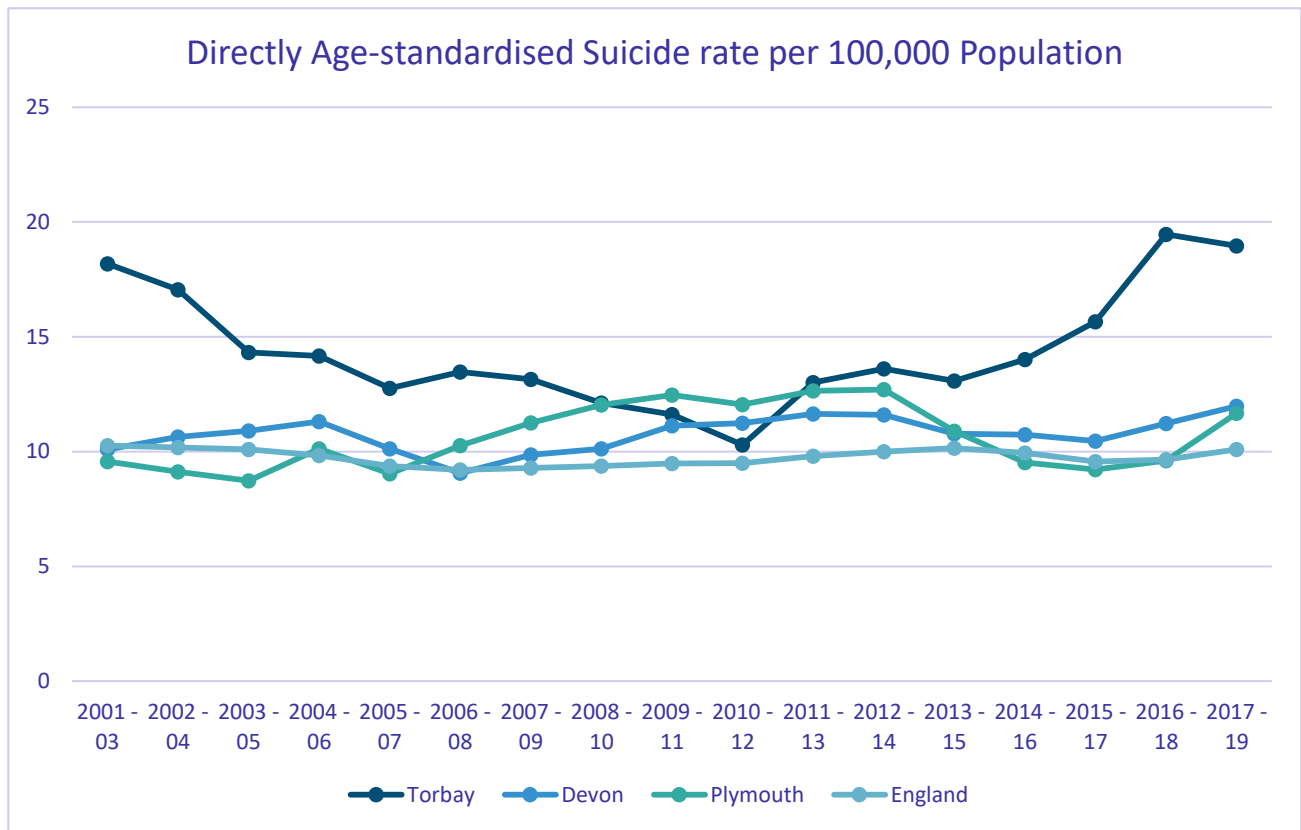
- Focus on a few, critical local priorities that lend themselves to multi-agency collaborative working;
- Provisionally steer away from targeting by sex and age-group until further exploration of local data could justify such an approach;
- Recognise that needs are greater in more deprived communities;
- Embed and improve the quality of existing activity and systems that are already taking place before implementing new initiatives;
- Wherever possible, play to local strengths and build upon partnership working that is already working well;
- Work alongside and complement new models of care such as the redesign of the Community Mental Health Framework; and
- Where possible, develop, implement and monitor initiatives in collaboration with Devon and Plymouth Local Authorities.

1.3 Aim

There is no acceptable number of suicides in Torbay – the aim should be an aspiration of zero suicides. In Torbay we are still in the midst of a global Covid-19 pandemic and have had a significantly² high suicide rate since 2014-16. This couples with a general upward trend in suicides since 2010-12 (see

² Statistically based on the overlap of 95% confidence intervals

Figure 1). In recognition of this, this plan aims for **no increase** in the suicide rate from its current position, however it aspires for a consistent downward trajectory which will bring it closer to the average rate of its nearest statistical neighbours³. This would be a reduction from the current baseline suicide rate of 19.0 suicides (2017-2019) to around 12.3 suicides per 100,000. It is likely to take more than a few years to see this shift in rate.



Source: PHE Public Health Outcomes Framework

³ CIPFA Nearest Statistical Neighbours

1.4 Strategic Outcome Measures

Indicator	Count	Statistic	CIPFA average	Trend (if available)	Date period
Mortality data					
Suicide rate (DSR) per 100,000 - Persons	64	19.0	12.3		2017-19
Suicide rate (DSR) per 100,000 – Male	45	27.3	19.6		2017-19
Suicide rate (DSR) per 100,000 – Female	19	11.1	5.6		2017-19
Year of life lost due to suicide (YLL*) – Persons	60	72.3yrs	42.1yrs		2017-19
YLL* due to suicide - Male	43	101.1yrs	67.6yrs		2017-19
YLL* of life lost due to suicide - Female	17	44.2yrs	19.6yrs		2017-19
Risk factor data					
Long-term health problem or disability - % of pop	31,451	24.0%	20.6%	NA	2011
Marital breakup - % of adults	16,207	14.8%	12.4%	NA	2011
People living alone - % in single person households	20,192	15.8%	13.9%	NA	2011
Homelessness** — rate per 1,000 households	1,119	17.9	Not available	NA	2019/20
ESA claimants for mental and behavioural disorders – rate per 1,000 working pop	3,810	50.0	33.8		2018
Hospital admissions data					
Hospital admissions as a result of self-harm rate (DSR) per 100,000 – 10-24y	155	784.6	Not available		2018/19
Emergency hospital admission for intentional self-harm rate (DSR) per 100,000 – all ages	360	305.9	Not available		2018/19
Hospital admissions for mental health conditions (DSR) – all ages	40	157.3	105.0		2018/19

Source: PHE Suicide Prevention Profile, *15-74years, ** Households owed a duty under the Homelessness Reduction Act

1.5 Priorities for action

Priorities for Torbay are:

- Reduce social isolation and loneliness
- Promote a 'culture of curiosity' both publically and professionally
- Build upon and grow peer-support within the mental health system
- Better understand Torbay's high suicide and self-harm rates
- Monitor and evaluate Torbay's secondary school based, self-harm prevention pilot (in the context of the pandemic)
- Address system gaps for people with severe mental illness (in partnership with the Community Mental Health Framework redesign)
- Tackle high frequency locations

Priorities being taken on a Devonwide basis are:

- Devon-wide postvention suicide bereavement support service
- Devon-wide real-time suicide surveillance
- Devon-wide suicide prevention training (public, professionals and primary care)
- Devon-wide men's mental health promotion campaign
- Devon-wide media and communications programme
- Devon & Torbay – Embedding NCISH '10 ways to improve patient safety' in acute and community mental health provision
- Devon & Torbay suicide prevention for people with a history of domestic abuse and sexual violence

These are detailed in the action plan below. Where the programme of work has already commenced, progress is RAG rated.


Torbay Priorities

	Action required	Target date	Progress measure	Status (RAG)	Comments	Leads	Partners	
1. Reduce social isolation and loneliness								
Aligns to the following national priorities: Government Strategy p2; Prof Louis Appleby p3, p7; Samaritans & Exeter University p2								
Page 341	1.1	Identify and promote existing befriending services using a range of accessible communication methods based on target audience	May 2021	Provision mapped Communication channels used and estimated reach	K	To be actioned by Suicide Prevention Plan Task & Finish group. Some Covid-19 funding secured. Seeking advice regarding procurement process required.	Torbay CDT & Torbay Age UK	Torbay Council, Brixham Does Care, Torbay Healthwatch, Brixham YES
	1.2	Provide resilience and sustainability to mental health and befriending element of Torbay Community Helpline	June 2021	TBC	K	Covid-19 funding secured. Seeking advice regarding procurement process required.	Torbay Council & Torbay Age UK	Torbay CDT, Counselling training providers, Devon Clinic
	1.3	Co-design an initiative to help people who are anxious about leaving their homes (as a result of the Covid-19 pandemic) to mix back into society	June 2021	TBC	K	Covid-19 funding secured. Seeking advice regarding procurement process required.	Torbay Council	Torbay CDT, Torbay Age UK, DPT, Torbay Healthwatch

Torbay Priorities

	Action required	Target date	Progress measure	Status (RAG)	Comments	Leads	Partners
2. Promote a 'culture of curiosity' both publically and professionally Aligns to the following national priorities: Government Strategy p1, p2; Prof Louis Appleby p1, p3; Samaritans & Exeter University p2							
2.1	Co-design a campaign to raise awareness of: 'suicide prevention is everybody's business'; highlight warning signs to watch out for publically and professionally, e.g. uncharacteristic behavior and not attending appointments; and link to training (aligns to Devon-wide priority 8 below) and support.	Sep 2021	TBC		To be actioned by Suicide Prevention Plan Task & Finish group	DPT & Torbay Council	TSDFT Hospital, Devon CCG, Torbay CDT, Torbay Age UK, Torbay Healthwatch
3. Build upon and grow peer-support within the mental health system Aligns to the following national priorities: Government Strategy p1, p2; Prof Louis Appleby p2, p3; Samaritans & Exeter University p2							
3.1	Map current peer support projects and offers in Torbay and identify gaps in reference to local mental health need	April 2021	Provision mapped and gaps identified		To be actioned by Suicide Prevention Plan Task & Finish group	Torbay Council	Step One, Torbay CDT, Torbay Age UK
3.2	Where required (based on above action) co-design new peer-support offers that target the main risk factors for suicide including self-harm	March 2022	TBC		To be actioned by Suicide Prevention Plan Task & Finish group	Torbay Council & Torbay Age UK	Step One
3.3	Support peer support provision via local community based mental health networks once established.	Sep 2021 (for networks)	TBC		To be actioned by Networks Task & Finish group. Mental Health Practitioner post recruited and awaiting start date.	Torbay CDT & Torbay Council	

Torbay Priorities

	Action required	Target date	Progress measure	Status (RAG)	Comments	Leads	Partners
4. Better understand Torbay's high suicide and self-harm rate							
Aligns to the following national priorities: Government Strategy p2, p6, p7; Prof Louis Appleby p2, p3							
4.1	Commission qualitative research to explore the drivers for Torbay's high suicide and self-harm rates. Particularly exploring the higher female suicide rate compared to other areas.	TBC based on funding	TBC		NHS 3 rd Wave funding secured. Awaiting release of funding. Mental Health Practitioner post recruited and awaiting start date.	Torbay Council	Academic Institution
5. Monitor and evaluate Torbay's secondary school based, self-harm prevention pilot (in the context of the pandemic)							
Aligns to the following national priorities: Government Strategy p2, p6, p7; Prof Louis Appleby p2, p3)							
4.1	Commission a secondary school and family-based self-harm prevention intervention	April 2020-22	Service in place. Contract monitoring measures		NHS 2 nd Wave funding secured. Procurement complete and awarded to Checkpoint. Summary of current status required from CCG with Torbay Council to support contract monitoring and evaluation.	Devon CCG	Torbay Council, Checkpoint Spires Academy

Torbay Priorities

	Action required	Target date	Progress measure	Status (RAG)	Comments	Leads	Partners
6. Address system gaps for people with severe mental illness (in partnership with Community Mental Health Framework redesign)							
Aligns to the following national priorities: Government Strategy p1; Samaritans & Exeter University p2)							
6.1	Support Community Mental Health Service Provision where required in the interim of CMHF re-design. Suggested initiatives to support may include support for/with: personality disorders, financial hardship, accommodation providers of clients with complex needs, keeping people out of hospital/ED ('positive clinical risk management')	TBC	TBC	Y	Covid-19 funding secured. Seeking advice regarding procurement process required. Scoping meeting to be established	DPT & Torbay Council	TBC
7. Tackle high frequency locations							
6.1	Local community action group Brixham Bee Well working with partners to reduce suicides in the area including in local high frequency locations (locations not identified to avoid potential imitative behaviour). Actions include: reducing means where possible, signposting to support and providing suicide prevention training to people who frequent the area.	Ongoing	Interventions in place. Numbers trained.	Y	Signage in area. Data collected from a range of data sources to identify need and help ascertain if reducing means would be effective. Actions agreed March 2020 but delivery delayed due to Covid-19.	Brixham Bee Well	Torbay Council, TSDFT, PHE

Devon-wide priorities

	Action required	Target date	Progress measure	Status (RAG)	Comments	Leads	Partners
8. Devon-wide postvention suicide bereavement support service							
Aligns to the following national priorities: Government Strategy p4; Prof Louis Appleby p8, Samaritans & Exeter University p1)							
8.1	Commission a postvention bereavement support service in Torbay and Plymouth to complement current provision in Devon	April 2021	Service in place Contact monitoring measures		Procurement process almost complete. Devon CCG to finalise.	Devon Council & Devon CCG	Torbay Council, Plymouth Council
9. Devon-wide real-time suicide surveillance							
Aligns to the following national priorities: Government Strategy p4, 6; Prof Louis Appleby p8, Samaritans & Exeter University p1)							
9.1	Co-design a real-time suicide surveillance system to help identify the following: suicide clusters, support for those bereaved by suicide and timely preventative intervention if possible	Oct 2020 Ongoing	System in place Action based on system		Data analyst recruited. Regular data flow from police and monthly meetings to review data in place, 6-month review planned. DSA being scoped.	Devon Council & Pete's Dragons	Torbay Council, Plymouth Council, DPT, Safeguarding teams

Devon-wide priorities

	Action required	Target date	Progress measure	Status (RAG)	Comments	Leads	Partners	
10. Devon-wide suicide prevention training (public, professionals and primary care)								
Aligns to the following national priorities: Government Strategy p1, p2; Prof Louis Appleby p1, p3; Samaritans & Exeter University p1)								
Page 346	10.1	Commission suicide prevention training (which can be delivered virtually) to be targeted to public and professionals who are likely to come into contact with individuals in need of support.	April 2021	Trainers in place and training available. Numbers trained (including key target audiences)		NHS 3rd Wave funding secured. Awaiting release of funding to recruit Mental Health Practitioner (based in Plymouth). Specialist, targeted and universal offers scoped. Alignment agreed with CMHF.	Devon Council & Torbay Council	Plymouth Council, DPT
	10.2	Commission suicide prevention training for primary care based on what's worked well previously	TBC based on funding	Training available Numbers trained		NHS 3rd Wave funding secured. Awaiting release of funding to recruit Mental Health Practitioner (based in Plymouth).	Devon Council & Torbay Council	Plymouth Council, Devon PCNs, Devon CCG
	10.3	Promote suicide prevention, mental health and mental wellbeing training offers on a centralised web platform.	TBC based on funding	Training offers accessible to right audience		System wide meeting to be established via CMHF Programme	Devon Council & Torbay Council	Plymouth Council, Devon PCNs, Devon CCG, local training providers

Devon-wide priorities

	Action required	Target date	Progress measure	Status (RAG)	Comments	Leads	Partners
11. Devon-wide media and communications programme							
Aligns to the following national priorities: Government Strategy p5; Prof Louis Appleby p6; Samaritans & Exeter University p1)							
11.1	Co-design an initiative to improve local media reporting of suicides in line with media recommendations by the Samaritans.	TBC based on funding	TBC		NHS 3rd Wave funding secured. Awaiting release of funding to recruit Mental Health Practitioner (based in Plymouth).	DPT	Devon, Torbay and Plymouth Councils
12. Devon-wide men's mental health promotion campaign							
Aligns to the following national priorities: Government Strategy p1; Prof Louis Appleby p1; Samaritans & Exeter University p1)							
12.1	Delivery of Men's Mental Health Promotion campaign including BarberTalk training to hair students and hair professionals; and Pop-up Barbers in male-settings.	April 2020 - 21	Numbers trained: students & hair professionals Qualitative feedback from above and males (at pop-ups)		STP funding secured and awarded to Lions Barbers Collective. Delivered BarberTalk training to all final year college students across Devon, delivered BarberTalk training events to barbers across Devon, Pop-up events on hold due to lock-down.	Plymouth Council	Torbay Council, Devon Council

Devon-wide priorities

	Action required	Target date	Progress measure	Status (RAG)	Comments	Leads	Partners
13. Devon & Torbay – Embedding NCISH '10 ways to improve patient safety' into acute and community mental health provision							
Aligns to the following national priorities: Government Strategy p1, 3; Prof Louis Appleby p1, 5; Samaritans & Exeter University p2)							
Page 348	13.1 Embedding National Confidential Inquiry into Suicide and Safety in Mental Health (NCISH) 10 key elements for safer care into DPT organisational process, policies and culture.	Ongoing. Continuous cycle of improvement	NCISH 10 key elements indicator dashboard		DPT suicide prevention plan remains valid. DPT Safe from Suicide Programme Board provides effective monitoring and assurance that the plan is on schedule and concordant with related Trust programme boards.	DPT	Torbay & Devon Council, Devon & Cornwall Police, VCSE, Devon CCG, NHS England, Primary Care, Pete's Dragons, Drug and Alcohol Services, Devon-wide hospitals, SWAST
14. Devon & Torbay suicide prevention for people with a history of domestic abuse and sexual violence							
Aligns to the following national priorities: Government Strategy p1; Samaritans & Exeter University p1)							
14.1	Action to be agreed by DASV Task & Finish group.	TBC	TBC		Agreed priority of Devon and will follow and support their project plan from a Torbay perspective.	Devon Council	Torbay Council, PCC, SARCS

DRAFT

Torbay Mental Health & Suicide Prevention Alliance

Terms of Reference

January 2021

1. Purpose

The Torbay Mental Health and Suicide Prevention Alliance was set up in December 2020 to work collaboratively to promote strong and successful partnerships between organisations to ensure support across the continuum of mental health.

2. Membership

Membership to the alliance is open to experts by experience across all age ranges. Current membership includes the following organisations:

- Torbay Council
- Devon Partnership Trust
- Children & Family Health Devon
- Devon Clinical Commissioning Group
- Paignton & Brixham Primary Care Network
- Torbay & South Devon NHS Foundation Trust
- Devon & Cornwall Police
- Devon Healthwatch
- Torbay Community Development Trust
- Age UK Torbay
- Action to Prevent Suicide
- Step One

Members need to be able to:

- Represent their organisation/agency whilst also acting collectively in accordance with the decision making of the alliance and wider partnerships
- Respect confidential information shared in the alliance
- Declare a conflict of interest where necessary and exclude themselves from specific agenda items at network group meetings
- Where nominated, represent the alliance
- Represent the view of the alliance rather than their own organisation

3. Accountability

- To provide regular updates and reports to the alliance on progress made to achieve objectives set out below

4. Values and Principles

- The network group ethos is to ensure equality; transparency; fairness and equity in all activities and communications

5. Objectives

- To enable early identification and rapid response to people of all ages where there is evidence of escalating levels of distress, deteriorating mental health, self-harm or suicidal intent
- To seek to identify gaps in provision to meet need which will help inform commissioning and local development.
- To identify and map local resources aimed at promoting the mental wellbeing of the people of Torbay.
- To promote clear pathways of support across the continuum of mental health.
- To ensure a trained, supported and informed workforce;
- To develop consistent public health messages across organisations with regards to mental health.
- To share resources and promote community collaboration.
- To share and encourage the development of learning, good practice, knowledge and skills across the county in both community and targeted services.
- To seek out opportunity to promote mental wellbeing across Torbay.

6. Meetings

- Online Platform using Microsoft Teams as preferred option to ensure membership attendance
- Minimum of monthly
- Shared action plan will help to formulate alliance meeting agendas

7. Review

These Terms of Reference will be reviewed annually

Meeting: Cabinet

Date: 20th April 2021

Wards Affected: All

Report Title: Adult Social Care Market Position Statement and Market Transformation Blueprint

Cabinet Member Contact Details: Councillor Jackie Stockman, Cabinet Member for Adults and Public Health, jackie.stockman@torbay.gov.uk

Director/Assistant Director Contact Details: Jo Williams, Director of Adult Social Care, joanna.williams@torbay.gov.uk

1. Purpose of Report

This report sets out how the Council plans to support an effective social care market for all eligible adults with disabilities or ill health in Torbay. This market needs to be able provide the right care, in the right environment, at the right time, at a sustainable cost and at the right quality, responding to demand now and in the future.

The Council's draft Blueprint for Market Transformation, supported by the revised Market Position Statement, sets out an overview of the key drivers for change impacting on adult services in Torbay, alongside the desired changes we expect to deliver in the market in order to meet demographic growth, different user expectations and increasing complexity. Together they form the basis for engagement to stimulate innovative ideas and solutions to shape the future market for integrated social care and support.

This work remains the responsibility of the Council's adult strategic commissioning team because the Care Act 2014 places a statutory duty on Local Authorities to:

- Facilitate a diverse, sustainable high quality market for their whole local population;
- Promote efficient and effective operation of the adult care and support market as a whole;
- Ensure continuity of care in the event of provider failure.

The market-shaping programme is envisaged as a longer term process because some of the required change will be slower, being dependent on the planning and building of accommodation options to replace older models of care. However, initial change will be via the Adult Social Care Improvement Plan in order to support structured delivery of the priority areas and set out a timetable for work extending beyond that period.

2. Reason for Proposal and its Benefits

The Care Act 2014 places a duty on the Council to “*facilitate a diverse, sustainable high quality market for their whole local population and to promote efficient and effective operation of the adult care and support market as a whole. They must also ensure continuity of care in the event of provider failure*”.

This duty will be met within the context of four overarching strategic priorities:

- Enabling more people to be healthy and stay healthy;
- Enhancing self-care and community resilience for people with health and care needs;
- Integrate and improve community services and care in people’s homes;
- Deliver modern, safe and economically sustainable care and support services.

The Council’s adult social care market transformation process will deliver the required changes to the shape and scope of commissioned and contracted care and support within Torbay.

Working together, Torbay Council and Torbay & South Devon NHS Foundation Trust will work with our local community to support residents in Torbay to maximise their own wellbeing and independence, advising and guiding them around the best health and social care systems for them.

We will ensure that those who offer and provide support services will feel empowered to enable people to engage fully in their own decision-making on choices of care. By working with our community in this way, we will create a new way of supporting each other to achieve wellbeing for everyone; those receiving support and personal assistance and those giving it.

In Torbay we have a long legacy of striving for and delivering integrated care through the bringing together of local authority social care services with local NHS services, both in the community and in acute hospital provision. We believe that by doing so we can offer better care that is person-centred, responding to the things that matter most to people and helping people to live well for as long as possible. Our shared vision is one of “*thriving communities where people can prosper. We want our residents to have a place to call home, in a community they can be part of, while being empowered to achieve what matters most to them through the best care and support available*”.

- 2.1 The proposed commissioning approach within the Blueprint for Market Transformation will help us to deliver the key strategic aim of our integrated care model to ensure that as many people as possible achieve the outcome that really matters to them, receiving help to stay at home and to maintain their independence for as long as possible. Because the majority of the Council’s commissioned health and care services are provided by partners across the independent sector, only by working together to help achieve this outcome will we achieve the best we can for people in Torbay.

2.2 The reasons for the decision are to ensure the Council and its NHS partners have the necessary strategic commissioning framework in place to inform and guide all stakeholders within the Torbay adult care market. The way in which we deliver care and support is changing and as a result, our partnerships with care providers need to change too. The need to work together at different times in a person's care and support journey, recognising that people's needs change and that they need a responsive and agile network of support combining their own resources with NHS, social care, local communities and the independent sector. At the same time we need to ensure this care and support is timely, sustainable and does not weaken natural support by promoting dependence on state-funded care until it's really needed.

3. Recommendation(s) / Proposed Decision

- (i) that the Adult Social Care Market Position Statement as set out in appendix 2 to the submitted report be approved.
- (ii) that the strategic commissioning approach to the Torbay adult social care market as set out in Appendix 2 to the submitted report be approved.

Appendices

Appendix 1: A Blueprint for Market Transformation in Torbay: Adult Social Care Commissioning 2020 to 2030 (Draft)

Appendix 2: Torbay Adult Social Care Market Position Statement 2021-2022 (Draft)

Background Documents

None.

Supporting Information

1. Introduction

What is the current situation?

Good planning and accurate data are key to effective social care commissioning and current analysis indicates that the older population will continue to grow significantly as in the UK as people are living longer and that this trend is reflected at slightly above those national rates in Torbay. Research also indicates the prevalence of conditions such as dementia are increasing significantly, thereby increasing the demand for services able to meet the needs of affected people and their families.

In addition to growing demand for appropriate care beds for older people, commissioners also need to manage the impact on other areas of the market. As a consequence of successfully enabling far more people to live well for longer within their own homes across Torbay, issues of supply, cost and quality within the current adult social care market will need to be addressed, including:

- A decreasing demand for low capability residential care because of the development of more independent and economically sustainable alternatives such as 'extra-care' housing. This then impacts on those services' sustainability and quality, compounded by financial market conditions and the local prevalence of difficult-to-adapt Victorian buildings, leading to an increase in safeguarding concerns and service failure.
- An increasing demand for much higher capability residential / nursing care for shorter periods much later in life, as people develop more serious health and care needs such as extreme physical frailty, complex dementias and end-of-life support. This will require the development of new services in modern purpose-built environments, extending existing services to increase their sustainability and developing improved systems for purchasing and using those beds.
- The high level of social care activity for adults 18-64 (approximately twice the UK average in 17/18) is notable in Torbay, with models of care for those of working age remaining heavily reliant on long-term residential care. A faster pace of work is required to deliver specialist housing and new models of care / support that enable greater independence, better integration and the right to expect an ordinary life.

2. Options under consideration

Following a process of data analysis and benchmarking to develop the Market Position Statement 21/22, alongside examination of best practice regionally and nationally, the options to deliver the planned outputs and expected outcomes for the adult social care market shaping programme of work over the next three years in Torbay are set out below:

- For the increasing number of people supported to live well for longer in their own homes, there must be a robust and diverse range of providers, providing services to all age groups. People requiring low levels of support should access this support from within their own families and communities in accordance with the Care Act-mandated strengths-based approach. Providers and public sector organisations must be supported to encourage people to work in care and should stimulate the market and have capacity to meet demand and provide care at home to people with complex needs. Care must be person-centred and strengths-based and be primarily for people with complex needs, dementia, learning disabilities, physical disabilities and mental health.
- People must be assessed for short term care on discharge from hospital with the aim of enablement before an assessment of long term needs. People should be able to remain in their own homes with both formal and informal support from within their community. Aids, adaptations and technology-enabled care must be easily available to support independent living and people should be able to identify and buy these without layers of bureaucracy. Support must be available for carers and they should be able to have breaks from caring through the availability of a range of replacement care options.
- For those requiring accommodation as well as care or support there must be an increasing range of options that suit individual needs and optimise independence. This includes hosted/shared living arrangements for both long term and short term care; housing with support that is flexible and person-centred; and extra-care housing for those who are very frail and/or have dementia where people can receive varying levels of care whilst remaining part of the community and reducing social isolation. The support available must focus on the individual's needs and aspirations and be flexible and responsive as the needs of people change, including 24/7 support if required.

Commissioners recognise that successful market shaping is dependent on the associated work-streams to deliver the more enabling life outcomes offered by extra care housing and other housing with support in Torbay. This will be necessary to meet the needs of those currently in care homes without nursing and to divert an increasingly frail population and those with learning disabilities and poor mental health away from residential care wherever possible. The Council expects to see the lower end of the care home market gradually reduce by approximately 300 beds as the new model of care gains traction between now and 2035.

- Care homes both without and with nursing will be available for those with the most complex needs. All accommodation will be fit for purpose, accessible and future proofed. The intention is that all homes should be rated good or outstanding by CQC and will supported to be so by the quality assurance and improvement systems being developed through the adult social care improvement programme. There must be fewer commissioned care homes without nursing and these care homes should only provide specialist services for

people with complex needs who do not require nursing care. Care homes must be able to house and care for people with increasingly complex needs and must be able to provide specialist care for people with dementia, bariatric conditions and end-of-life needs.

- Additional care home with nursing care capacity needs to be commissioned to ensure supply keeps up with predicted demographic growth. Using an incremental approach to the market, commissioners must encourage existing homes to increase their capability, extend and refurbish their capacity and new homes must be purpose-built to meet people's complex needs in a modern care environment, being able to house at least 50 people to ensure financial sustainability.
- Wherever it is viable, there will be specialist, niche providers locally to provide care for people with less common conditions such as brain injury and complex autistic spectrum disorders, reducing the need for people to receive services away from their families and communities. Commissioners will work with partners across the Devon-wide Integrated Care System to ensure these specialist services have an appropriate local catchment and a shared approach to quality assurance.

3. Financial Opportunities and Implications

All of the existing commissioned services that form the subject of the adult social care market shaping programme are under contract to the Torbay and South Devon NHS Foundation Trust and are therefore funded via the Trust's current budget.

Any proposals to commission new services will be a financial consideration for the Council and detailed reports will be presented to elected members for consideration at future dates. This process will also provide details of any Council-led procurement required and seek the necessary decisions where necessary.

While there may be some limited opportunities to achieve cost savings or avoidance through the market shaping programme, it will mainly create the opportunities needed to achieve efficiencies within other work-streams of the wider adult social care improvement programme, e.g. by developing models of care with provider capable of achieving similar or improved outcomes at lower cost.

4. Legal Implications

The adult social care market shaping programme of work enables the Council to continue meet its legal obligations under the Care Act 2014 in respect of adults and the Children and Families Act 2014 in respect of children.

5. Engagement and Consultation

Extensive engagement has been undertaken, with all views taken into account and planned for. The ASC Commissioning Team has ongoing dialogue with providers in Torbay and their views, concerns and suggestions have shaped the MPS and Blueprint.

The Stakeholder Engagement Blueprint is not available as a public document as it contains commercially sensitive information.

6. Purchasing or Hiring of Goods and/or Services

Where the Blueprint for Market Transformation identifies the procurement of services then due legal process will be implemented.

7. Tackling Climate Change

Where the implementation of the adult social care market transformation project results in Council-led procurement of services or the delivery of a capital project, adherence to the highest standards of energy efficiency, clean energy use and /or carbon offsetting will be a key factor within contracts and design specifications.

Where the Council works with and through partner organisations, every effort will be made to secure similar standards.

8. Associated Risks

Risk / opportunity	Mitigation
<p>There could be no shared planning or joined-up thinking in place for the long-term commissioning of health and social care services and resources for adult in need of care and support, leading to a lack of improvement, poorer life outcomes and a less coherent and efficient market.</p>	<p>The Council is part of the Integrated Care System, which will lead on key aspects of Geographical Devon's Strategic Commissioning.</p> <p>The Council adopts and implements the market shaping programme of work, within the adult social care improvement plan, as a long-term commissioning and planning framework to support an effective, efficient and high quality service sector delivering excellent life outcomes for all people disabilities and ill health across Torbay.</p>
<p>Market shaping activity could be focused on changes (e.g. only on cost rather than quality & cost-effectiveness together) that are not reflective of or relevant the wellbeing and experience of services for people with ill health and disabilities in Torbay.</p>	<p>The Council, by using a programme-based partnership approach to market shaping, seeks to focus its attention on matters of direct relevance to people with ill health and disabilities living in Torbay and ensure the resulting market improvement reflect these.</p>
<p>Progress toward the delivery of reshaped, effective and efficient care & support market in Torbay, thereby enabling better outcomes for people with ill health and disabilities, may be compromised due to the absence of a planned and monitored approach to adult social care market shaping.</p>	<p>The Council and its partners can show the significant amount of work in progress to improve directly and indirectly commissioned services that will be supported by the implementation of a comprehensive co-produced market shaping process.</p>
<p>Successful social care market shaping across Torbay will involve additional capital resources, human resources, changes to service provision and changes in the market, e.g. new providers entering the market and existing providers leaving the market, without which the process will fail or be significantly delayed.</p>	<p>The Council and ICO will continue to commit ongoing commissioning and project management resources to oversee the implementation of the market shaping programme of work, ensuring that activity matches resource availability and that there is appropriate planning and engagement in place to manage individual service and market-wide change.</p>

Equality Impacts

9.	Identify the potential positive and negative impacts on specific groups			
		Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
	Older or younger people	People over 65 and people of working age will experience sustainable and capable commissioned care / support services that are able to recognise their strengths and maximise their independence, regardless of the care setting or complexity of need.	Deliberate market change can sometimes cause unintended provider instability and MAY trigger service failure or provider withdrawal. The council and local NHS has a clear mitigation process to try to avoid closures or to manage them effectively if they are unavoidable.	Services will be different for new entrants following assessment. Care and support outcomes will be the same or better within a new model of care or support.
	People with caring Responsibilities	People with caring responsibilities will have a better choice of replacement care options that offer greater flexibility, better value and better outcomes.	The availability of some traditional models of replacement care will reduce as the care market changes. Care professionals and providers need to ensure that new models of care provide comparable outcomes and levels of service.	
	People with a disability	People with ongoing ill health or disabilities will experience sustainable and capable commissioned care / support services that are able to recognise their strengths and maximise their independence, regardless of the care setting or complexity of need.	Deliberate market change can sometimes cause unintended provider instability and MAY trigger service failure or provider withdrawal. The council and local NHS has a clear mitigation process to try to avoid closures or to manage them effectively if they are unavoidable.	Services will be different for new entrants following assessment. Care and support outcomes will be the same or better within a new model of care or support.

Women or men			There is no differential impact
People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>			There is no differential impact
Religion or belief (including lack of belief)			There is no differential impact
People who are lesbian, gay or bisexual			There is no differential impact
People who are transgendered			There is no differential impact
People who are in a marriage or civil partnership			There is no differential impact
Women who are pregnant / on maternity leave			There is no differential impact
Socio-economic impacts (Including impact on child poverty issues and deprivation)	There will be more high capability residential care / nursing beds at Torbay banded rates in good or outstanding homes, thereby not requiring third-party funding top-ups by families or individuals themselves.		
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	A systemic partnership approach to market shaping and improved engagement, particularly with care homes, is supporting a range of public health programmes around nutrition, oral health, hydration		

		and NHS programmes such as Enhanced Health in Care Homes.		
10..	Cumulative Council Impact (proposed changes elsewhere which might worsen the impacts identified above)	Not at this time.		
11.	Cumulative Community Impacts (proposed changes within the wider community (inc the public sector) which might worsen the impacts identified above)	The success of any planned long-term market shaping activity by commissioners is always co-dependent on contracted and new service providers being willing to engage with the change process and by health / social care practitioners changing their practice during assessments to support people to identify different ways to meet their care & support needs. Failure of one or both of these will result in market pressures.		

TORBAY COUNCIL

A BLUEPRINT FOR MARKET TRANSFORMATION IN TORBAY

Adult Social Care Commissioning 2020 to 2030

Abstract

A high-level summary of the planned outcomes, outputs and activities required in order to meet adult social care needs across Torbay in line with ongoing demographic demand, changing customer expectations and current social policy locally and nationally.

People & Partnerships Team (ASC Commissioning)

Torbay's mission statement for adult social care underpins everything we plan to deliver through the transformation of care services. It states that,

“We will work with our local community to support residents in Torbay to maximise their own wellbeing and independence, advising and guiding them around the best health and social care systems for them.

Those who offer and provide support services will feel empowered to enable people to engage fully in their own decision-making on choices of care.

By working with our community this way, we will create a new way of supporting each other to achieve wellbeing for everyone; those receiving support and personal assistance and those giving it.”

In Torbay we have a long legacy of striving for and delivering integrated care through the bringing together of local authority social care services with local NHS services, both in the community and in acute hospital provision. We believe that by doing so we can offer better care that is person-centred, responding to the things that matter most to people and helping people to live well for as long as possible. Our shared vision is one of *“thriving communities where people can prosper. We want our residents to have a place to call home, in a community they can be part of, while being empowered to achieve what matters most to them through the best care and support available”*.

For many people, receiving help to stay at home and to maintain their independence for as long as possible is what matters to them and this is one of the key intended outcomes of our integrated care model. Because many health and care services are provided by partners across the independent sector, only by working together to help achieve this outcome will we achieve the best we can for people in Torbay.

The way in which we deliver care and support is also changing and our partnerships with care providers need to change too. We need to work together at different times in a person's care and support journey, recognising that people's needs change and that they need a responsive and agile network of support combining their own resources with NHS, social care, local communities and the independent sector. At the same time we need to ensure this care and support is timely, sustainable and does not weaken natural support by promoting dependence on state-funded care until it's really needed.

Working through the timeline of the Adult Social Care Improvement Plan and beyond, the adult social care market transformation project will deliver changes to the shape and scope of commissioned and contracted care and support within Torbay. The Care Act 2014 places a duty on the Council to *“facilitate a diverse, sustainable high quality market for their whole local population and to promote efficient and effective operation of the adult care and support market as a whole. They must also ensure continuity of care in the event of provider failure”*. This duty will be met within the context of four overarching strategic priorities:

- Enabling more people to be healthy and stay healthy;
- Enhancing self-care and community resilience;
- Integrate and improve community services and care in people's homes;

- Deliver modern, safe and sustainable services.

This overarching blueprint document sets out an overview of the needs and social policy driving adult services in Torbay, alongside the required changes needed to meet that demand successfully at the right time, quality and cost. It will form the basis of ongoing engagement with customers, providers and partner organisations to shape the future market for integrated social care and support.

In line with the strength-based approach underpinning the Care Act 2014 and the social policy changes that lead to that legislation, Torbay's commissioning approach seeks to:

- Reduce the systemic use of residential care to meet social care needs. This means not placing working-age adults into care homes wherever possible and pushing back the threshold at which older people may need to enter a care home. Across the Council and our NHS partners, we will only commission and place in homes capable of meeting very complex and nursing needs, working with our care home sector to constantly improve quality and capability within Torbay.
- Increase the use of enabling housing-based models of care and support so that people have a greater choice and control over how, where and with whom they live, as well as who and how their care is provided. This means continuing to create effective supported living options for all age groups that enable people to live well at home for longer. These options include ambitious capital projects such as large multigenerational extra care housing schemes and smaller specialist schemes for groups with specific needs, as well as new models of home care to support people to remain living with family carers in the family home.
- Increase the number of people able to maintain their own independence through their own strengths and those in the community around them. This means offering better information at an early stage to enable people to recognise their own strengths and assets, combining them with voluntary or community support and access to equipment & technology to meet their needs in the first instance.

The following sections set out the demographic drivers and commissioning responses for the key areas of work, i.e. people over 65 with complex needs & dementia; people of working age with enduring mental illness and people with learning disabilities & autism. The proposed commissioning plan is based on national and local evidence of need and will form the basis of a detailed project plan to be delivered over the next three years. This in turn will develop a solid process for strategic commissioning decisions beyond that point.

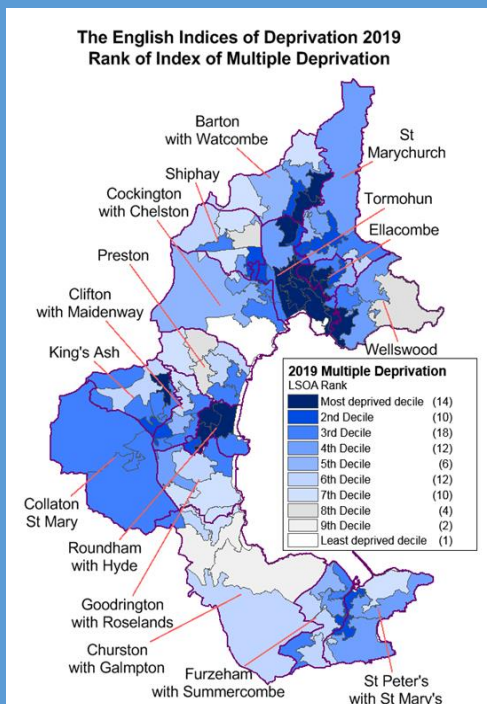
How do we understand health and care need within the Torbay population?

The purpose of the Joint Strategic Needs Assessment (JSNA) is to provide an objective view of the health and wellbeing needs, and inequalities of the local population.

The JSNA provides a high level view and evidence base for commissioners to understand and shape the local market according to the needs of the population over the long term, illustrating the challenges affecting different populations at different life stages.

Key points from the Torbay 20/21 JSNA are:

Torbay has a resident population of 136,264 people.



Within Torbay 27% of the population live in the top 20% 'most deprived in England' areas which are shown by the darker shades blue on the map. Pale areas are amongst the least deprived.

In our most affluent areas residents can expect to live on average more than six years longer than those living in our more deprived communities.

People in more deprived communities tend to experience multiple long-term conditions and generally have poorer health outcomes.

Torbay is ranked as the most deprived local authority in the SW region and COVID-19 is expected to weaken the economy further, as it is heavily dependent on tourism.

Disability-free life expectancy measures the average number of years a person would expect to live without a long lasting physical or mental health condition or disability that would limit their daily activities. In Torbay, disability-free life expectancy at birth is lower for both men and women than in England as a whole.

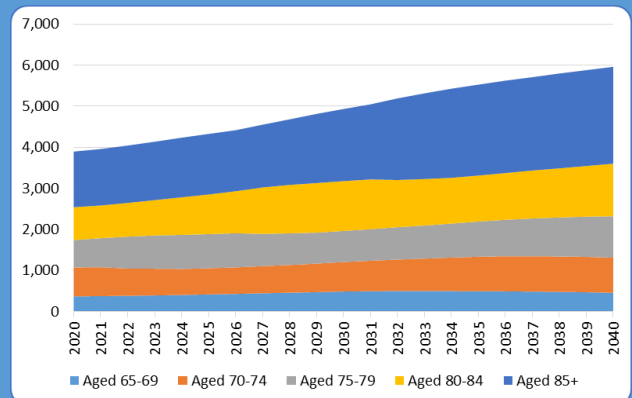
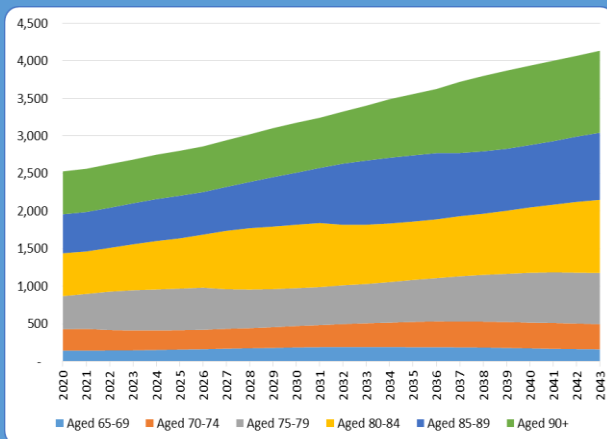
Torbay GP registers show higher percentages of patients having depression, diabetes, coronary heart disease, hypertension, asthma, COPD, epilepsy and rheumatoid arthritis, compared to the rest of England.

Multiple long-term conditions are associated with much higher healthcare costs, unplanned hospital admissions, delayed transfers of care and long-term institutionalisation. In 2015, 54% of people over 65 had multiple long term conditions, and it is likely to be increasing in the bay.

27% of Torbay’s population are aged 65 or over, compared to just 18% of population across England. By 2040, this is expected to rise to one in three (34%) of Torbay’s population.

As our population ages, we expect the number of frail people, people with physical restricted mobility, slowness, low physical activity, and people with dementia to increase over the coming years, and require support from health and social care services.

Frailty estimates for Torbay show that over the next 10 years frailty rates will increase by 25% to over 5000 people.



Prevalence data estimates for Torbay show that over the next 10 years, the number of people living with dementia will increase by over 30% to 3300 people.

People with poor physical health are at higher risk of experiencing common mental health problems, and those people with mental health problems are more likely to experience poor physical health.

One-in-four adults will experience mental illness during their lifetime. Measures such as depression rates in primary care, and hospital admissions for self-harm and suicides, are higher in Torbay compared to wider England average.

Other issues affecting levels of need are prevalence of learning disability. A learning disability can be mild, moderate or severe, and affects the way a person understands information and how they communicate. The percentage of GP patients known to have a learning disability is higher across Torbay compared to England.

The following sections set out the market transformation needs for older adults with complex needs; working-age adults with enduring mental illness and for people with learning disabilities.

Transforming Care for People with Dementia & Complex Needs

2500

Adults with
dementia

8600

Adults with life
limiting illness

6900

Adults unable to
manage a mobility
activity

The number of older people with care and support needs will increase over next 5 years.

This is due to:

- 10% increase in people over 65, to 40600
- 11% increase in people with dementia to 2800
- 10% increase in people who need help with at least one self-care activity – to 11500 people
- 11% increase in frailty to over 4300 people
- 15% increase in moderate to severe visual impairment, to over 5200 people
- 12% increase in stroke to just under 1000 people

The adult over-65 social care current forecast spend of just over £30M for year 2020/21. This includes costs for domiciliary care, nursing care, residential care, day services and direct payments. As demographic changes suggest above, levels of demand are likely to increase, and so the challenge will be to do more and better with the budget we have.

What we can do differently:

We can do more to keep people living as independently as possible for as long as possible, to help them 'age in place' and remain part of their community and within their natural circles of support. To do this we need:

- More domiciliary and personal assistant services in the community, which also specialise in complex support, that people can buy directly, including with a personal budget or direct payment.
- A stronger focus on resilience, re-ablement, and access to aids and assistive technology
- More providers offering short breaks to support carers taking a break;
- An adult social care 'front door' with a more effective route to short-term and preventive help;
- Greater availability of supported housing including Extra-Care Housing and sheltered schemes

Additionally, Torbay has an oversupply of residential care, and although the majority of our homes are CQC rated 'good', compared to our CIPFA neighbours we have fewer rated as 'good', more CQC rated as 'requiring improvement' and fewer rated as 'outstanding'. Torbay has 550 nursing home beds – some of which are in residential care homes, but this is insufficient. We need about 200 more nursing beds of greater quality to meet the growing demand for complex care and nursing needs.

Delaying entry into residential placements would benefit individuals and communities, and also reduce spend and generate some savings. On average residential care costs over £700pp/pw and includes an element for housing costs, compared to supported living which costs under £300 pp/pw.

- The Torbay JSNA, PANSI & POPPI DATA shows a predicted increase in older people with disabilities, co-morbidity and long-term health conditions in the next 5 years.
- This presents a demand for longer-term support that is closer to home, promotes independence and self-care, and requires social care, NHS and CVS resources to be better integrated around the individual.
- Currently Torbay's Residential care capacity significantly exceeds local demand, whereas local demand exceeds our Nursing Care capacity
- Without development there will be insufficient domiciliary care, Personal assistants and Extra Care to meet the potential demand, especially for people with dementia

INPUTS/RESOURCES

Significant capital investment for:

- 'Extra-care' units
 - Complex & nursing care capacity development
- Commissioner time plus procure support from external data modeller (e.g. PENchord) to help with dynamic modelling of demographic demand.

QAIT, ICO finance & commissioner time to agree cost model & contracts for residential care.

Engagement with providers and service users:

Cost of venues, facilitators, refreshments.

Commissioner time to carry out analysis of data.

ACTIVITIES – what we will do

- Complete Torre Marine and Crossways - 164 Extra Care units
- Dynamic modelling analysis to understand demand flow for enhanced Dom Care/PA & to develop responding capacity
- Engagement with Residential Care providers on market development & reduction
- Expand Living Well at Home & Dom Care/PA Framework
- Provide dementia training to skill up and support providers and family carers.
- Increase Carers' assessments

OUTPUTS – what is delivered

Market development;

- OP residential care beds reduced by 200
- Nursing and complex dementia care increased by 200 beds
- 164 new units of Extra Care
- A stronger, diverse care & support market with more flexible options for people to buy, including with a PB or DP
- 20% increased provision of specialist dementia PAs, Dementia Dom Care.
- Advanced dementia and cognitive stimulation therapy training for family and paid carers

OUTCOMES – what needs to change

- More people over 65 with long-term health conditions and/or dementia are supported to live independently for as long as possible.
- 20% of Carers feel more supported and more able to support family members with dementia, for longer.
- DTOC waiting times for nursing and complex dementia care reduced by 20%.
- Over 80% of residential provision is rated outstanding or good.
- Average length of stay in residential care is halved.
- Reduction in oversupply of residential beds for OP.
- Sufficient capacity to meet increased demand for complex dementia and nursing care.
- Significant improvement in quality and ability to provide dementia care in Residential Care

PROCESS BENEFITS/SYSTEM CHANGE

- **Improved coordination of services.**
- **Increased efficiency and financial savings**
- **Increased skills, capacity and knowledge to better support people with dementia.**
- **Availability of wider range of service provision**
- **Increased evidence base for what works and policy change.**

Transforming Care for People with Enduring Mental Illness

24000

Adults with
mental health
issues

1800

Schizophrenia,
bipolar or other
psychoses

Young people transitioning into Adult MH Services in Torbay will increase over next 5 years.

This is due to:

- Higher rate of looked after children
- Higher levels of hospital admissions for self-harm and injuries.
- 1 in 5 children have a special educational need
- Higher levels of long-term health or disability
- Higher proportions living in poverty.

The cost of Adult Under-65 Mental Health has increased by £1.1m (nearly 45%) over the last five years, with a current forecast spend of £3.6M for year 2020/21. The challenge will be to do more with the budget we have, as levels of demand are set to increase, especially following COVID 19 and the predicted impact of bereavement, social isolation, debt, unemployment and homelessness.

What we can do differently:

In Torbay too many under 65 adults with mental health needs are living in residential care. For adults in contact with secondary mental health services, only 45% are living independently with or without support, compared to the 58% England average.

Supported living not only costs less than residential care, but increases self-determination, control and citizenship, which are the basis of recovery for people who have felt disempowered either by their mental health or the system itself (DOH 2016). Therefore cutting our residential placements by a third would not only benefit individuals but also generate savings (about £200 per person per week, about £135K per year for 13 people).

We need to make sure that fewer people experience deteriorating mental health, and that there is earlier, accessible support in their community, so it there's support at the right time, and right place. We think this will also help to reduce admissions to hospital under the Mental Health Act

A new Community Mental Health Framework is being developed across Devon, and Torbay Council is also investing in the CVSE to develop a peer support network and 'places of welcome' across the Bay, where people who are concerned about their mental wellbeing can meet others and get information about what support is available. This will include access to group sessions on coping with loss, anxiety, depression and OCD, to promote wellbeing, understanding and validation of lived experience. There will also be access to advice about benefits, housing and finances (the social determinants of ill health).

- The Torbay GP register data shows Torbay has over 16,300 adults with depression, 1800 adults with Schizophrenia, bipolar disorder, other psychoses, or on lithium therapy.
- PANSI prevalence data shows 24,000 working age adults have a mental health problem in 2020, and that this isn't predicted to rise much by 2024.
- Using residential care for younger adults is prevalent (over 55%) and Torbay is a significant outlier in this area compared to its CIPFA neighbours.
- This presents a demand for longer-term support that is closer to home, promotes independence and self-care, and requires social care, NHS and CVS resources to be better integrated around the individual.

INPUTS/RESOURCES

- Increase review team – 2 x staff costs
- Develop dynamic SL framework & essential tech infrastructure. Training of care co-ordinators/ SWs on CA re-assessments
Cost employment support project
Cost of MH Peer Support Project - VCSE
- Cost of Outcome star licences for Residential and SL providers
- Engagement with providers and service users
- Cost of venues, facilitators, refreshments.
- Commissioner time to analyse data.

ACTIVITIES – what we will do

- Review all U65 MH people in Res care & identify who could move into SL.
- Procure more MH supported living providers.
- Practice change – reviews are re-assessments & placements in Res care are recovery focussed
- Commission MH/LD employment support for employers & individuals.
- Ensure MH Panel process challenge res care placements
- Commission VCSE peer support scheme
- Engagement with Residential Care providers on market development

OUTPUTS – what is delivered

Market development;

- MH residential care providers supported to reduce beds by 20 and alter focus towards rehabilitation/recovery
- Expansion of specialist MH supported living provision – 30 units including SL plus & self-contained
- Overdue reviews/ re-assessments of people in Residential care - reduced by 80% (currently over 100 in 2020).
- ASC weekly costs reduce as average supported living costs £200 pp/pw less than Residential care.
- Greater VCSE & community resources, places of welcome & earlier, accessible local intervention.

OUTCOMES – what needs to change

- More people under 65 with mental health issues are supported to live as independently as possible
- ASCOF 1H - Torbay currently 45%, c.f. SW region 56%.
- The number of people under 65, with MH issues in residential settings, who do not have complex needs, is halved.
- More MH residential care is recovery and rehabilitation-focused and average length of stay in residential care is reduced by 25%.
- Fewer people have deteriorating Mental wellbeing and more people know where to access support locally (right time, right place)
- DTOC waiting times reduced by 20%.
- The number of adults supported on journey back into paid employment is doubled – ASCOF 1F, Torbay currently 3% c.f. SW region 11%
- Fewer people are admitted to hospital under MHA
- Reduction in s117 costs

PROCESS BENEFITS/SYSTEM CHANGE

- **Improved coordination of services.**
- **Increased efficiency and value for money.**
- **Increased skills, capacity and knowledge to better support people with mental health issues.**
- **Availability of wider range of service provision**
- **Increased evidence base for what works**

Transforming Care for People with Autism or a Learning Disability

900 Adults
with an LD on GP
register

511 Adults
with moderate or
severe LD

70% Adults
with LD in
residential care are
under 64

Over 50 young people with learning disabilities and/or Autism will transition into Adult Social Care services over next 5 years.

Almost a fifth (30) adults with a moderate or severe learning disability, predicted to be over 45 are living with an ageing parent who is more likely to have developing care and support needs.

The cost of Learning Disability services current forecast spend is £17M for year 2020/21, and includes costs for residential care, supported living and domiciliary care, with about £1m spent on day services. The challenge will be to do better and more with the budget we have, as levels of demand increase.

What we can do differently:

50% of residential settings for people with learning disabilities are larger than the recommended 8 beds, and 40% have 12 beds or more, which means they feel more institutional. We want to commission smaller homes and support residential care providers to improve to the point where we are only commissioning good or outstanding homes.

Additionally, there are over a hundred people (103) in residential care, and 70% are under 64, which makes Torbay is an outlier for using residential care to meet the longer term support needs of younger adults. **Torbay has 24% compared to England 14.6% or SW region of 14.2%.**

We need to significantly increase supported living and 'extra-care' provision for people with learning disabilities, both to enable people to leave residential care, and to divert people from entering it. As the preferred models of care, supported Living and 'extra-care' help to increase self-determination, independence and civic participation, enabling people to be part of their community, develop natural circles of support and improve their perceived social value.

Reducing our use of residential placements would not only benefit individuals but would also reduce future spend and improve value for money, because on average residential care is about £24K more per person per year. For adults under 65 with a learning disability, we spend:

**Residential care for 102 adults
=£5.8M a year**



**Supported living for 175 adults
=£5.8M a year**

- GP register shows that in Torbay about 900 people have a learning disability (LD). PANSI data predicts just over 500 adults have a moderate or severe LD, and are likely to be in receipt of services in 2020, with little increase over the next 5 years.
- Torbay is an outlier for 'longer term support needs of younger adults (18-64) being met by admission to residential care' - 24% c.f. SW region 14%.
- 50% (11/22) of care homes for people with LDs are larger than recommended 8 beds, and 41% (9/22) have 12 beds or more.
- 175 people with LDs live in supported living.
- About 27% (137/511) of those with a moderate or severe learning disability are predicted to be living with a parent, with about half under the age of 34 years and over a fifth (30) over the age of 45.

INPUTS/RESOURCES

- Increase Review Team – 2 x staff
- commissioner time plus procure support from PENchord to help with dynamic modelling
- Procure increased support to older carers living with adults with LDs
- Procure QGIS mapping of SL
- Commissioner time & procurement advice – to develop a Day Services & SL Dynamic Framework
- Staff time, venue cost, refreshments for engagement with providers and service users.

ACTIVITIES – what we will do

- Analyse & identify demand, to inform procurement.
- Development of a dynamic framework
- Procure more Supported Living/extra care units.
- Develop cost model using Valuing Care & SW ADASS guidelines
- Develop outcomes & key performance indicators, to match aspirations for day activities
- Identify individuals who need transition planning in 6 months, 12 months, 18 months etc.
- Develop/adopt SL Quality Assurance
- Develop QGIS map of SL provision
- Planned engagement with providers both in group and 1-2-1 options, incl. remodelling of residential care; analysis of contracts and current delivery.

OUTPUTS – what is delivered

Market development;

- Dynamic SL framework
- Cost modelling for LD Residential Care
- Outcomes based day-activity commissioning framework
- Increase of 50 SL, self-contained, sheltered housing & Extra Care - Housing Strategy 2017
- Development and strengthening of QA for SL providers
- One third of people over 45 with a moderate or severe LD, and one third young people under 35 yrs., living with parents have planned transitions into independent living
- ASC achieves better value for money - supported living less expensive than residential care by about £500 pp/pw.

OUTCOMES – what needs to change

- 30% reduction in 18-64 adults with LDs in long-term residential settings i.e. from 73 down to 50
- Residential settings with over 8 beds - halved (from 11 to 5)
- Daytime activities/services commissioned offer greater choice, develop community inclusion and deliver more aspirational outcomes.
- Greater housing choice - particularly self-contained supported living, sheltered housing, 'extra-care' and access to general needs housing
- More consistency of provision and fewer complaints about the quality of support delivered
- More people with LDs living with parents are diverted from entering residential care and have the opportunity to live as independently as possible
- The quality of support and tenancies in supported living is given more assurance and improvement

PROCESS BENEFITS/SYSTEM CHANGE

- **Improved coordination of services.**
- **Increased efficiency and financial savings**
- **Increased skills, capacity and knowledge to better support people with learning disabilities.**
- **Availability of wider range of service provision**
- **Increased evidence base for what works .**

Torbay's Market Position Statement 2021-24

TORBAY COUNCIL

NHS
Torbay and South Devon
NHS Foundation Trust

Foreword

For many people, receiving help to stay at home and to maintain their independence for as long as possible is what matters to them and this is one of the key intended outcomes of our integrated care model.

The way in which we deliver care and support is also changing and our partnerships with care providers need to change too. We need to work together at different times in a person's care and support journey, recognising that people's needs change and that they need a responsive and agile network of support combining their own resources with NHS, social care, local communities and the independent sector. At the same time we need to ensure this care and support is timely, sustainable and does not weaken natural support by promoting dependence on state-funded care until it's really needed.

The Care Act 2014 places a duty on the Council to "**facilitate a diverse, sustainable high quality market for their whole local population and to promote efficient and effective operation of the adult care and support market as a whole. They must also ensure continuity of care in the event of provider failure**". This duty will be met within the context of four overarching strategic priorities:

- Enabling more people to be healthy and stay healthy;
- Enhancing self-care and community resilience;
- Integrate and improve community services and care in people's homes;
- Deliver modern, safe and sustainable services.

In line with the strength-based approach underpinning the Care Act 2014 and the social policy changes that lead to that legislation, Torbay's commissioning approach seeks to:

- Increase the use of enabling housing-based models of care and support so that people have a greater choice and control over how, where and with whom they live, and how their care is provided. These options include ambitious capital projects such as multigenerational extra care housing, smaller schemes for groups with specific needs, as well as new models of home care to support people to remain living with family carers at home.
- Increase the number of people maintaining their own independence through offering better information at an early stage to enable people to recognise their own strengths and assets, combining them with voluntary or community support and access to equipment & technology to meet their needs in the first instance.
- Reduce the systemic use of residential care to meet social care needs. This means not placing working-age adults into care homes wherever possible, and delaying the point at which older people enter residential care. The Council and our NHS partners, will only commission homes capable of meeting very complex and nursing needs, working with our care home sector to constantly improve quality and capability within Torbay.

What is a Market Position Statement?

A market position statement (MPS) is produced by local authorities, to summarise supply and demand in the local care provider market and form the basis for strategic commissioning decisions.

It should be useful to care providers, as:

- A tool to help plan for future developments, by providing useful insight with regard to investment in capital or personnel.
- Information on what is happening now, and what commissioners' future plans are.
- A step towards working with the local authority and other commissioners to plan their business development.

Scope

The geographical focus is largely Torbay. However, as Torbay Council works closely with the NHS Devon Clinical Commissioning Group (CCG), and many Torbay providers work across South Devon, and across the region, we will also be referring to information about South Devon and beyond when needed. Also as Torbay Council and NHS Commissioners have been working since 2005 to closely integrate services, we will not only reference our local and regional work but also include public health, housing, children's services, community safety and planning.

The audience is mainly adult social care providers in Torbay, or providers that would like to move into the area.

Our Vision

'Thriving communities where people can prosper'

Our residents have a place to call home, in a community they can be part of, while being empowered to achieve what matters most to them through the best care and support available.

Our vision is to support people to stay as well and as independent as possible, for as long as possible and to manage their own health and well-being in their own homes wherever possible.

Mission statement

We will work with our local community to support residents in Torbay, to maximise their own wellbeing and independence, advising and guiding them around the best health and social care systems for them. Those who provide support services will feel empowered to enable people to engage fully in their own decision making on choices of care.

By working with our community this way, we will create a new way of supporting each other to achieve wellbeing for everyone - those receiving support and personal assistance and those providing it.

Where care is needed we want people to have a choice about how their needs are met and only have to tell their story once. People receiving services need to be at the heart of what we and providers deliver together.

Thriving communities where people can prosper

our vision for Adult Social Care in Torbay

Our residents have a place to call home in a community they can be part of, while being empowered to achieve what matters most to them through the best care and support available.

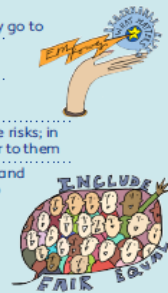
Working in partnership means:

Finding opportunities to work together to support people's wellbeing
 We recognise we are part of the community, not separate from it
 Helping to connect people, groups and organisations together
 Building strong, open, and trusting relationships with everyone we come into contact with i.e. partners, community organisations and those we support
 Constantly learning and asking for everyone's views
 Supporting and valuing those who carry out unpaid work for us, like carers and volunteers



Respond to our community by:

Working with people in their own neighbourhoods, in places they already go to
 Making it easier for people to access good advice and information
 Working with people to find and build up their strengths and priorities
 Empowering people to take reasonable risks, in order to achieve the things that matter to them
 Looking for and sharing opportunities and positives. Focusing on what we CAN do
 Making sure everyone is included, and treated fairly and equally
 Making sure we are fair in the way we support people



Our values and behaviours are:

We value everyone's contribution, and recognise our own boundaries
 To share our knowledge, skills, and resources for the benefit of local people
 Support and empower people to be the best they can be
 Enable people to live lives which are as full and independent as possible
 Respect the feelings and experiences of others, even if they are different from ours
 Always looking for ways to improve how we work
 Trust each other to do the right thing for people



We will communicate by

Using language that is simple for people to understand
 Using different ways of sharing information, using technology creatively
 Considering the impact we may have on others
 Sharing our aims and aspirations with everyone
 Being available in our communities, so it is easier for people to reach us



The way we will work & do things

Use technology to help people stay independent
 Remove as much red-tape and bureaucracy as we can
 Be flexible to help people achieve their goals
 Make our systems work better for us and the people we support
 Support people to make changes, which help them feel healthier and happier
 Empower people to choose how their care and support needs can be met
 Work with people and communities to reduce inequalities
 Empower staff and partners to be creative and try new ways of working
 Give our staff the training, tools, and permission to work differently

We will do this by:

Building long-lasting relationships with our community partners, which are founded on trust, transparency and compromise
 More joint working between Adult Social Care and community/voluntary sector partners, including working together in community settings
 Streamlining our tools and processes, to ensure that we act consistently and reduce bureaucracy
 Making it easier for people to access a wider range of support, advice and information; which helps them achieve the best outcomes
 Increasing training, development and support for our staff, so that they feel confident in working differently with people and the community
 Focusing on what matters most to those that we work with, and supporting them to achieve these; whether they are new to social care or have been supported for some time
 Making sure our systems support a different way of working, and measure meaningful results
 Making best use of technology to help people achieve the outcomes that matter to them



Benefits we have seen so far:

Community partners have said they feel more valued and trusted, because we are working together as equals
 Working in partnership with social care has helped some community partners to secure additional charitable or government funding, which has a bigger impact in their community
 Social care staff and community partners have both said that sharing, learning from, and supporting each other has been a positive experience
 Social care staff have said they appreciate being trusted and empowered to try new things, and to do the right thing for people

More people have been able to find a solution that's right for them at first contact
 Working in community spaces has made social care advice and information more accessible, particularly to people who may have otherwise not engaged with us
 Average waiting times have reduced for most social care teams
 People have reported that they felt listened to and cared about, through being supported in a different way



We have been able to connect more people with resources in their community which helps them to stay well and independent



Things we want to avoid:

Trying to remove all risk, and reducing a person's choice and control as a result
 People having to wait a long time for support, and their situation getting worse as a result

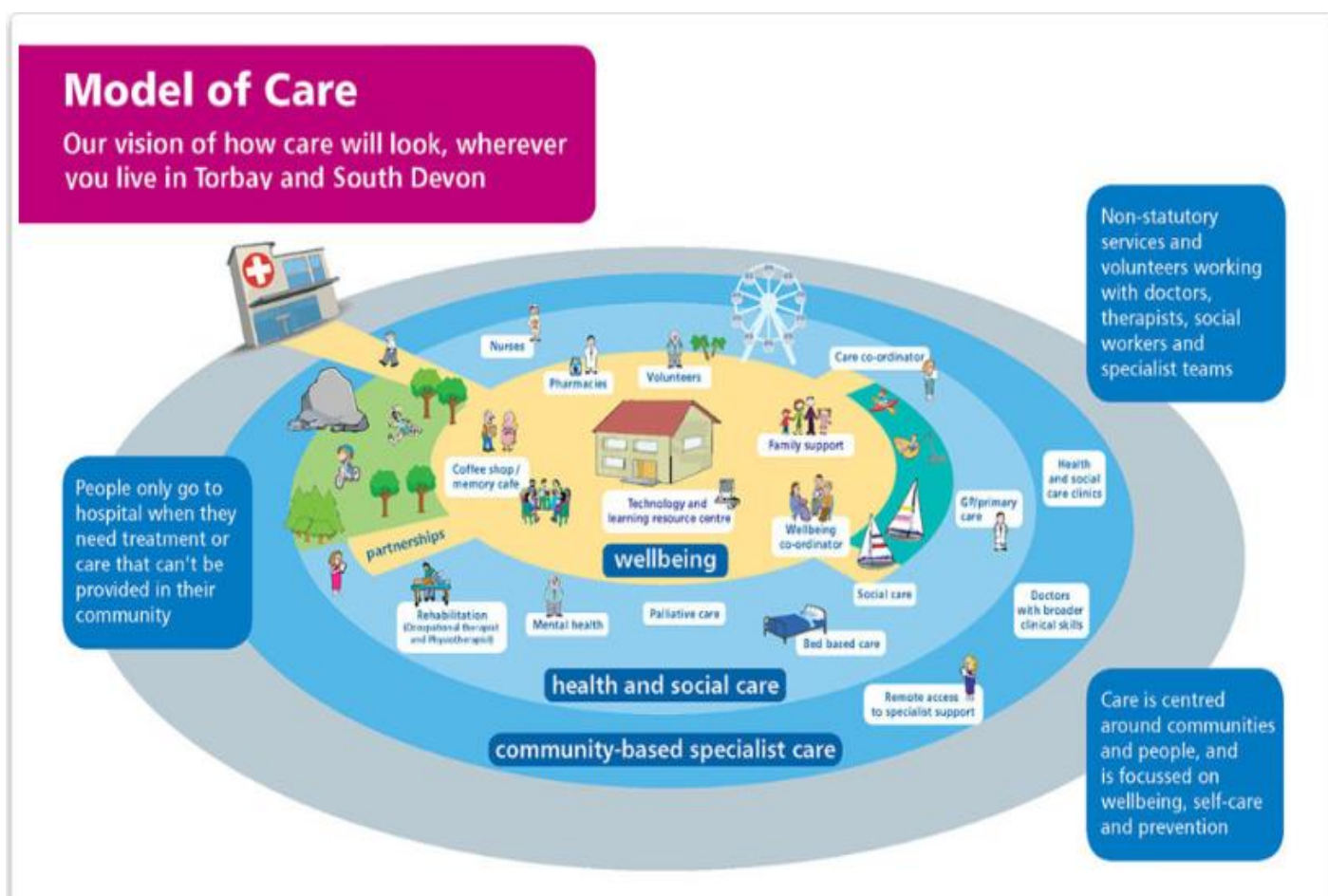
Background/Context

Since 2005 we have been working to integrate Adult Social Care (ASC) services with NHS services, and by using most of the ASC budget to commission local NHS providers to deliver social care for adults, or commission independent sector providers, we can provide better 'joined up care.' People have told us they do not mind who provides services for them, they just want the right care provided at the right time.

In October 2015 the two largest NHS Trusts in the Torbay and South Devon area merged to form an Integrated Care Organisation (ICO), now called Torbay and South Devon NHS Foundation Trust (referred to in the rest of this document as the Trust) and we also created pooled budgets.

To outline to providers our vision for the future of health and care in Torbay and South Devon we have our New Model of Care (see diagram below).

The New Model of Care



The Trust, CCG and local authority are continuing to develop our **New Model of Care** that emphasises well-being and prevention, with a focus on using people's strengths and assets to promote resilience and prevent their need for statutory social care intervention as well as to reduce the length of any intervention.

Torbay has been moving to an asset-based community development model which the Torbay Community Development Trust facilitated through the [Ageing Well](#) initiative. You can also find further information here about asset-based community development in Torbay.

We have also developed a [strengths-based social work approach](#) emphasising what people can do, not what they can't do.

ASC independent sector care providers have a crucial role to play in the current health and social care system and in our New Model of Care. Providers are key partners for us, so we want to make sure they get the information and support they need to effectively carry out their roles in the health and social care system.

The strategic plans of Torbay Council, CCG and the Trust will give more insight into the local provision of adult social care, and their representatives, along with other partners, meet as the Torbay Health and Wellbeing Board, to improve the commissioning and delivery of NHS and local government services.

Torbay Council is also a member of Together for Devon, a partnership of health and social care organisations working together with local communities across Devon, Plymouth and Torbay to improve people's health, wellbeing and care. This is part of a new arrangement – called an Integrated Care System – which is how we work from 2021.

- For more information on the Torbay Council Community and Corporate Plan see <http://www.torbay.gov.uk/council/policies/corporate/corporate-plan/>
- For more information about the plans of NHS Devon CCG see <https://devonccg.nhs.uk/about-us/who-we-are-and-what-we-do>
- For more information about the New Model of Care and the plans of the Integrated Care Organisation – Torbay and South Devon NHS Trust see <http://www.torbayandsouthdevon.nhs.uk/about-us/our-vision-of-health-and-care/>

What we're looking for from Care and Support Providers:

We would like to see more:

- Providers that put the person and/or carer at the centre of everything they do, involving them in the planning and delivery of their care and listening to them;
- Providers working together to deliver care innovations; thinking ahead with us;
- Providers delivering added value;
- More providers rated 'outstanding' by the Care Quality Commission (CQC) in Torbay, reflecting improvements in the quality of care;
- Providers that build and use the resilience and assets of people and communities, reducing dependency and need for services;
- Providers that want to work with us to intervene early and prevent the escalation of need, so that people can maximise their health and well-being and fewer people will have to move out of their own homes to receive the care and support they require;
- Providers offering short-term as well as long-term care options;
- Providers supporting people who buy their own care, using a direct payment or personal budget;
- Providers who measure their success by the positive impact they have on a person's health, well-being and independence as well as satisfaction with the care received; and
- Providers who deliver 'value for money' (but not necessarily the cheapest) care.

We also recommend that providers connect with other suppliers of services across the health and care marketplace to share best practice and identify opportunities to work together e.g. making use of each other's skill-sets, co-location of services, sharing costs, etc.

This includes working with organisations in the voluntary sector that provide services such as advice, advocacy and information signposting, or can help with engaging with the wider community (including volunteers).

Our commissioning intentions and business opportunities for providers of care and support

The Council's Community and Corporate Plan (2019)-2023 is here <http://www.torbay.gov.uk/council/policies/corporate/corporate-plan/> and our current priority adult social care commissioning intentions are in the table below.

CURRENT COMMISSIONING INTENTIONS - OVERARCHING THEMES AND WAYS OF WORKING		
Prevention and Early Help	Community	Accommodation with care and support
<p>1. Focus on prevention, early intervention, rehabilitation and recovery to:</p> <ul style="list-style-type: none"> • Support people to remain as independent as possible, for as long as possible. • Reduce ASC demand. • Delay entry into residential care. <p>2. Increase independence and re-ablement through better access to community equipment, assistive technology, home improvements, including Disabled Facilities Grant.</p>	<p>Support people to remain living at home and exercise choice and control over their lives through the availability of:</p> <ul style="list-style-type: none"> • High quality homecare & domiciliary care services (which include complex support) and a focus on personal re-ablement and recovery. • Personal assistants, support planning and brokerage services. • Providers with which people can use their personal budgets. <p>Support the sustainability of a vibrant voluntary and community sector by:</p> <ul style="list-style-type: none"> • Maintaining and using the local mapping work by CCG, ICO, LA commissioners and local sector. • Reducing current duplication of services and quality variance. • Using a lead voluntary sector organisation to commission services on our behalf. 	<p>In line with the strength-based approach underpinning the Care Act 2014, Torbay's commissioning approach seeks to:</p> <ol style="list-style-type: none"> 1. Develop a dynamic forecasting model that will assist in determining the right size, type and supply of residential and supported living (SL) care in Torbay, to meet the current and emerging social care demand, including more complex needs. 2. Increase the use of enabling housing-based models of care and support so that people have a greater choice and control over how, where and with whom they live, as well as who and how their care is provided. 3. Reduce the systemic use of residential care to meet social care needs, by: <ul style="list-style-type: none"> • Creating effective supported living options for all age groups that enable people to live well at home for longer. • Supporting more people to maintain their independence through early advice on personal and community assets, and access to equipment and technology to meet their emerging needs. • Not placing working-age adults into residential care, wherever possible. • With better homecare alternatives, significantly delaying the entry of older

	<ul style="list-style-type: none"> Vibrant communities where there are increased feelings of neighbourliness, connection, and accessible places of welcome. 	<p>people into residential care and reducing stays.</p> <ul style="list-style-type: none"> With our NHS partners, only commissioning and placing in homes capable of meeting very complex and nursing needs. <ol style="list-style-type: none"> Work with our residential and nursing care sector to improve quality and capability, and develop agreed outcomes-based specifications. Work with our supported living providers to develop sufficient capacity and quality to meet emerging demand, including complex needs and to develop agreed outcomes-based specifications. Implement the Housing Strategy 2020 - 2025 http://www.torbay.gov.uk/housing-strategy Develop further units of extra care housing and sheltered accommodation that meet the needs of people with more complex conditions.
<p>Learning Disabilities (LD)</p> <p>Work with other regional commissioners to deliver the joint regional Living Well with a Learning Disability in Devon strategy 2018 – 2022</p>	<p>Community</p> <p>Focus on people living full and independent lives, where secure homes and fulfilling lives are a priority. Improve access to paid employment and training through provision of targeted person-centred support.</p> <p>Develop an outcomes-based commissioning of day-activities to ensure daytime activities/services offer more choice, develop community inclusion and deliver more aspirational outcomes.</p> <p>Improve accessibility to community services for people with a learning</p>	<p>Accommodation with care and support</p> <p>Torbay's commissioning approach seeks to:</p> <ul style="list-style-type: none"> Reduce the number of under 65 adults with LDs in long-term residential settings by a third over next three years. Halve the number of larger residential settings (those with over eight beds, which have a more institutional feel). Ensure there is greater housing choice - particularly self-contained SL, sheltered housing, extra care and access to general needs housing. Ensure more consistency of provision and fewer complaints about the quality of support delivered. More people with LDs living with parents are diverted from entering residential care and have the opportunity to live as independently as possible.

	disability, through reasonable adjustments.	<ul style="list-style-type: none"> • Ensure the quality of support and tenancies in supported living are given more assurance and improve.
<p>Autism Work with other regional commissioners to deliver the joint Devon wide Living well with autism strategy (Devon, Torbay & Plymouth 2015-2020)</p>	<p>Community</p> <p>Commission services based on adequate population data and needs assessment, including peer support.</p> <p>Improve accessibility to community services for people with autism, through reasonable adjustments.</p> <p>Delivery of associated actions arising from the Autism Business Case and Self-Assessment Framework 2016.</p>	<p>Accommodation with care and support Torbay's commissioning approach seeks to:</p> <ul style="list-style-type: none"> • Reduce the number of under 65 adults with autism in long-term residential settings. • Ensure there is greater housing choice - particularly self-contained SL, sheltered housing, extra care and access to general needs housing. • Ensure there are more skilled providers who are able to offer enabling support to people with complex issues and behaviours that challenge. • Commission Positive Behaviour Support and Crisis Planning training to support the development of the workforce.
<p>Mental Health</p> <p>Work with other regional commissioners to deliver the joint Devon Community Mental Health Framework.</p>	<p>Community</p> <p>Deliver the improvement plan and input to mental health service redesign with Devon Partnership NHS Trust, Devon County Council and the CCG.</p> <p>Commission services based on adequate population data and needs assessment, including peer support.</p>	<p>Accommodation with care and support Torbay's commissioning approach seeks to:</p> <ul style="list-style-type: none"> • Reduce the number of working age adults with mental health issues in residential settings. • Ensure there is greater housing with support choice - particularly self-contained SL, sheltered housing, extra care and also improved access to general needs housing. • Ensure there are more skilled providers who are able to offer enabling support to people with complex mental health issues and behaviours that challenge <p>Commission Crisis Planning training to support the skills development of the workforce.</p>

Implement the Public Health Strategies	Healthy Torbay Strategy - Torbay Council Age Positive Vision - Torbay Council Healthy Weight Strategy - Torbay Council Alcohol Strategy - Torbay Council
Participate in the Devon-wide Transforming Care Programme (LD, autism, mental health (MH) Challenging Behaviour)	<p>'Building the right support' (BRS), and "Build the right home" are national plans to develop community services and close inpatient facilities for people with a learning disability and/or autism who display behaviour that challenges. The NHS Long Term plan also committed to a 35% reduction in inpatients with learning disabilities and/or autism by March 2020. The Devon TCP Programme aims include:</p> <ul style="list-style-type: none"> • A better community support infrastructure resulting in a substantial reduction of family and placement breakdowns. • A reduction in the number of people admitted to inpatient settings, and a reduction in lengths of stay. • A reduction in Out of Area (OOA) placements and re-patriating of Torbay citizens who are currently placed in inpatient units outside Torbay. • Better quality of care and support for children, young people and adults with a learning disability and/or autism who display behaviours that challenge. • Better quality of life for children, young people and adults with a learning disability and/or autism who display behaviours that challenge.
	<p>Links to NHS Commissioning Intentions</p> <p>Work very closely with NHS colleagues to deliver an integrated service. This includes end of life services, hospital discharge placements for people and community services that are NHS-led, such as integrated care. For End of Life commissioning information - please see Palliative and end of life care</p>

Support for Providers and Market Engagement

We aim to co-design services with providers as well as service users and carers. To become involved keep in touch with us by:

- Keeping an eye on our provider area Care providers information - Torbay Council where we advertise our consultations aimed at providers and keep our market position statement information and strategies updated
- Using the local and regional support available for business and social enterprise such as the Torbay Community Development Trust www.torbaycdt.org.uk/, South West Academic Health Science Network (SWAHSN) [AHSN - SW Working together](#), South West Forum <http://southwestforum.org.uk/>, and Torbay Development Agency www.torbaydevelopmentagency.co.uk/
- Using the needs assessment information that is available, such as the Joint Strategic Needs Assessment on the South Devon and Torbay Knowledge and Intelligence site [Sharing knowledge and intelligence to understand the needs of the community - South Devon and Torbay Knowledge and Intelligence](#)
- Getting involved in our Provider Reference Group to help co-produce the next Market Position Statement and organise forums with us
- To get in touch please contact Torbay Council Joint Commissioning Team Email: commissioning@torbay.gov.uk Tel: 01803 208729

Page 385

For our future procurement plans please contact either procurement.team@torbay.gov.uk or for adult social care service procurements run by the NHS specifically please contact procurement.tct@nhs.net in the Torbay and South Devon NHS Trust.

We can also offer information to new providers wanting to come into the Bay area offering services we have flagged as needed, so please get in touch. For help with planning consent see [Planning and building - Torbay Council](#)

Torbay's Social Care Provider workforce

In Torbay there were an estimated 4,800 jobs in adult social care, split between local authorities (1%), independent sector providers (93%) and jobs working for direct payment recipients (6%). As at March 2020, Torbay contained 114 CQC regulated services; 86 were residential and 28 were non-residential services.

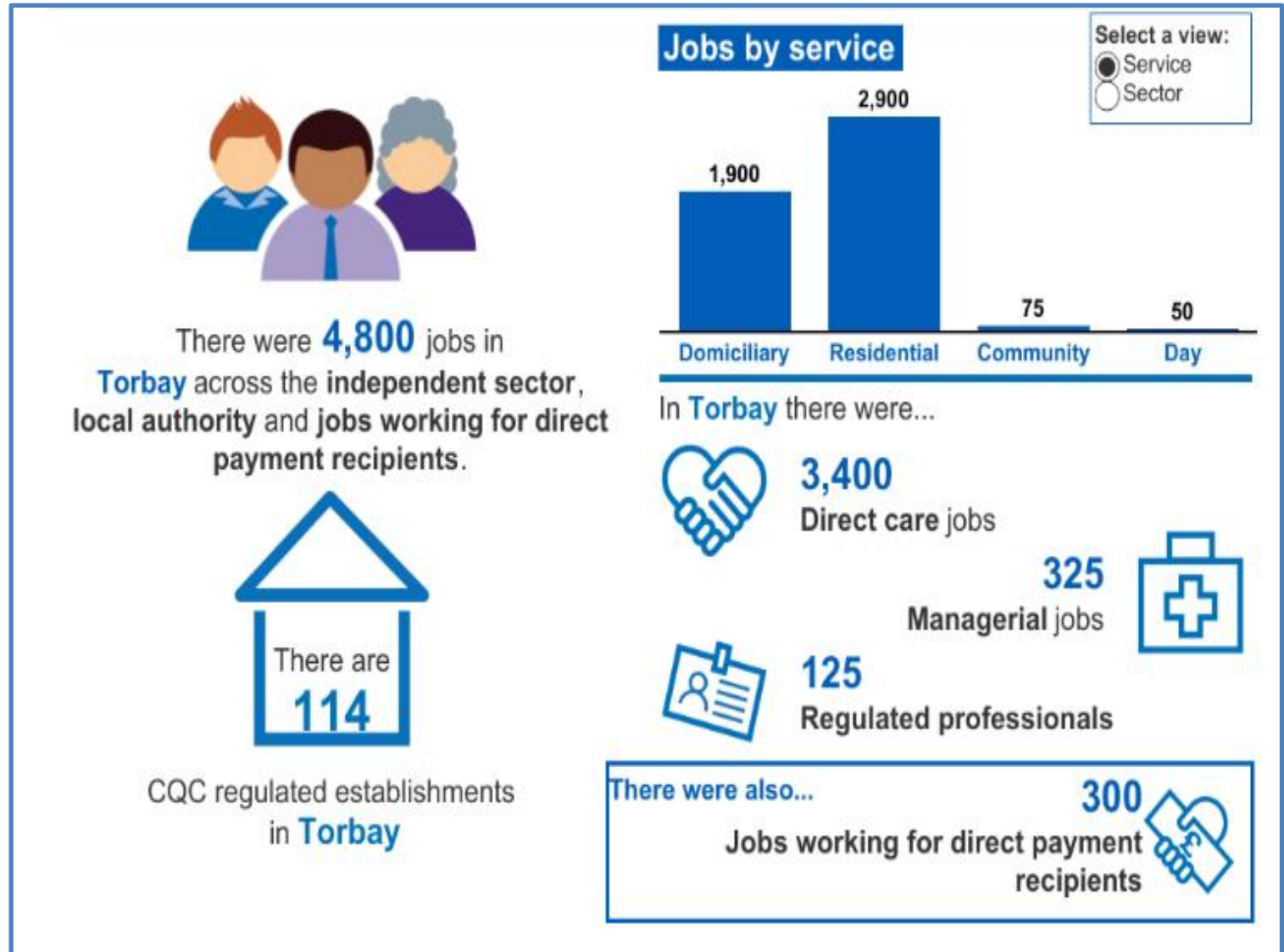
Whilst adult social care is a growth sector, in the South West region it has only grown by 2% since 2012, compared to 9% across England.

If the workforce grew proportionally to the projected number of people over 65, then the number of adult social care jobs in the South West region would need to increase by 37% (from 168,000 to 230,000 jobs) between 2020 and 2035.

Torbay reports can be downloaded by anyone at any time here [View - Skills for Care NMDS-SC](#)

2018/19 highlights of the workforce are below. Key points are that:

- Torbay has an ASC staff turnover rate of nearly 30%, at 28.6%, but lower than the South West (34.9%) and England (32.2%). In Torbay nursing homes the turnover rate is 44.7%
- Turnover rate for care workers is 38.4% in Torbay and 39.5% in England



- The vacancy rate for direct care staff is 7.4% in Torbay and 8.4% in the South West. For care workers it is 8.3% in Torbay and 9% in England

- In Torbay 51% and in the South West and England 52% of the workforce hold a relevant social care qualification, and of those workers without a relevant social care qualification recorded, 33% had five or more years of experience in the adult social care sector, 84% had completed an induction, 70% had engaged with the Care Certificate and 81% had completed training.

Torbay is an active member of the **Proud to Care South West** campaign which aims to assist providers by promoting care as a positive career choice.

Workforce demographics

The majority (81%) of the workforce in Torbay were female and the average age is 44 years old. Those aged 24 and under represented 11% of the workforce and those aged over 55 represented 28%, therefore approximately 1,300 people may retire in the next 10 years.

Around 89% of the workforce in Torbay were British, 7% were from within the European Union (EU) and 4% from outside the EU. Nationality varied by region. In England 83% of the workforce were British, in the South West this was 85%.

Around 94% of the workforce in Torbay were of white ethnicity and 6% were from Black, Asian and minority ethnic (BAME) groups. In the South West, 91% were of white ethnicity and 9% were of BAME groups and in England 78% were of white ethnicity and 22% were of BAME groups

Our comparator group of Local Authorities

Throughout this document Torbay is compared to a 'comparator group' of Local Authorities (LAs). This group has been put together by the Chartered Institute of Public Finance and Accountancy (CIPFA), which has developed an approach to aid benchmarking and comparing similar LAs, known as 'nearest neighbours.'

Figure 1: CIPFA nearest neighbours 2019- comparator group

Blackpool	North East Lincolnshire	St. Helens
Bournemouth, Christchurch and Poole	North Tyneside	Stockport
Darlington	Northumberland	Torbay
Dudley	Redcar and Cleveland	Wirral
East Riding of Yorkshire	Sefton	
Isle of Wight	Southend-on-Sea	

Current and predicted need, demand and supply

The purpose of the Joint Strategic Needs Assessment (JSNA) is to provide an objective view across the life course from cradle to grave, of the health and wellbeing needs and inequalities of a local population. Therefore a local JSNA can illustrate the challenges affecting different populations at different stages of their lives, and provide an evidence base for the services commissioners need to commission, to meet the needs of the population.

The current South Devon and Torbay Joint Strategic Needs Assessment can be found at: <http://www.southdevonandtorbay.info/needs-assessment/>
Devon County Council's JSNA can be found at: <http://www.devonhealthandwellbeing.org.uk/jsna/>

Key points from the current (2020/21) JSNA are:

- There is significant variation in health and wellbeing across the Bay. In our most affluent areas residents can expect to live on average over six years longer than those living in our more deprived communities.
- Torbay is also ranked as the most deprived local authority area in the South West region, with 27% of the population living in the top 20% most deprived areas in England, (shown by the two darker blue shades on the map, where pale areas are amongst the least deprived in England).
- Torbay's economy is ranked amongst the weakest in England, and has declined in recent years. With the disruption to the economy caused by COVID-19 the economy is expected to weaken further.
- Torbay's economy is highly dependent on tourism and unemployment is beginning to rise.
- Torbay has an ageing population, with people aged over 85 expected to increase by 50% within the next 10 years, and more people expected to become frail and require support from health and social care services.

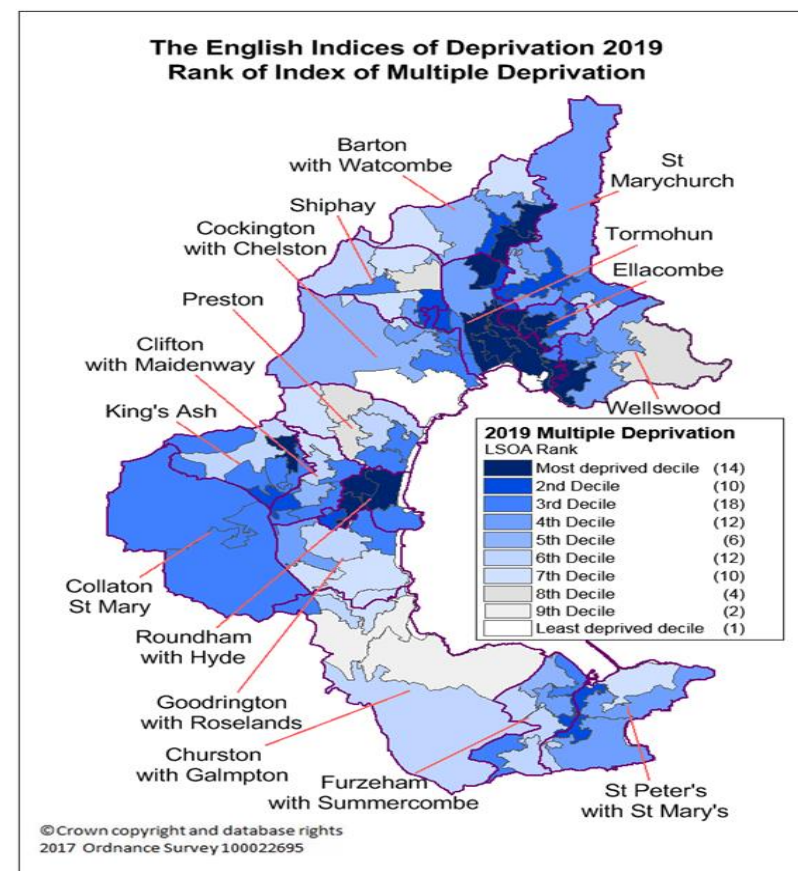


Figure 2: Index of Multiple Deprivation, Torbay,
Source: Ministry of Housing, Communities and Local Government, www.gov.uk

Population overview

People in more deprived communities generally tend to experience multiple long-term conditions, have poorer health outcomes, and a shorter life expectancy. Disability free life expectancy measures the average number of years a person would expect to live without a long lasting physical or mental health condition or disability that would limit their daily activities, and in Torbay, disability free life expectancy is 3-4 years lower for both men and women than in England as a whole.

Long-term conditions are those that cannot be cured, but can be managed through treatment and behaviour. The Torbay GP registers show higher percentages of patients than in England as a whole, who have long-term conditions such as depression, diabetes, coronary heart disease, hypertension, asthma, chronic obstructive pulmonary disease (COPD), epilepsy and rheumatoid arthritis.

There are 136,264 people in Torbay (ONS Mid-Year Estimate 2019), and 1 in 4 are aged 65 or over (36,612 people, or 27%) which is higher compared to across England (where the 65s and over make up 18%). The population structure for Torbay is shown in Figure 3, and it clearly shows Torbay has higher proportions (red and blue bars) than the England average (black line) of residents in all age groups above the age of 50 and lower proportions for the younger age groups.

Figure 3: Population pyramid, Torbay (2019) Office of National Statistics (ONS) Mid-year estimate 2019

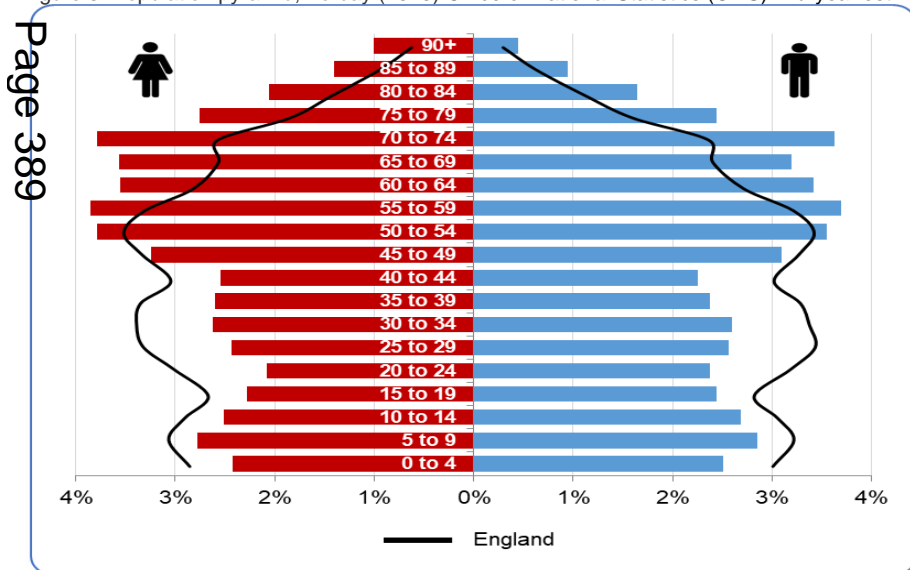
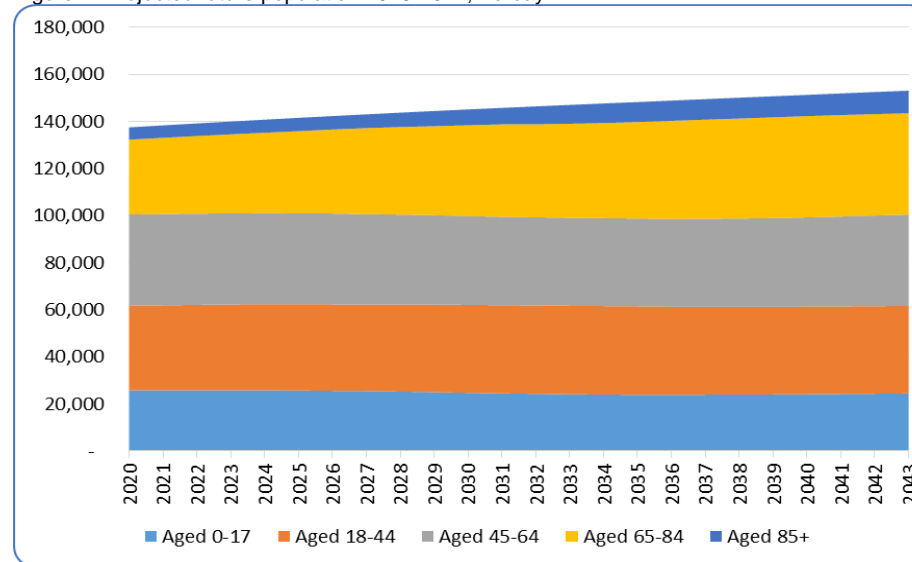


Figure 4: Projected future population 2018-2041, Torbay



Source: ONS Population projections, 2018 based

By 2040, it is estimated that over one in three (34%) of Torbay's population will be aged 65 years and over (52,033), compared to 24% across England. Population projections, by age group, are shown in Figure 4.

In England in 2015, 54% of people aged 65 or over had two or more long-term conditions. Multiple long-term conditions involves more healthcare professionals and transitions across specialties and healthcare boundaries, and there is correspondence with higher healthcare costs, unplanned or unnecessary hospital admissions, increased use of ambulatory care, delayed transfers of care and long-term institutionalisation.¹ It is likely with Torbay's ageing population and higher rates of long-term health conditions that numbers with multiple long-term conditions are increasing in the Bay.

Also as our population ages, we expect the number of frail people, people with physical mobility, weakness, weight loss, slowness and or low physical activity to increase, specifically in our older age groups. The number of people with dementia is also expected to increase over the coming years. Estimates for the counts of frail people and also those with dementia are presented in Figures 5 and 6.

Figure 5: Torbay Frailty estimates -Collard et al(2012),ONS 2018 based population projections

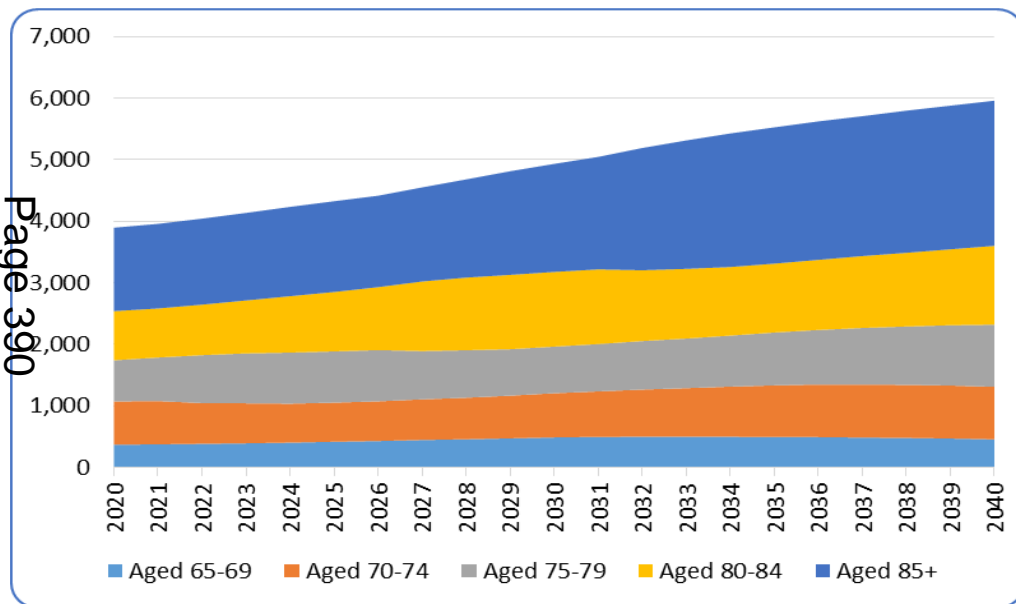
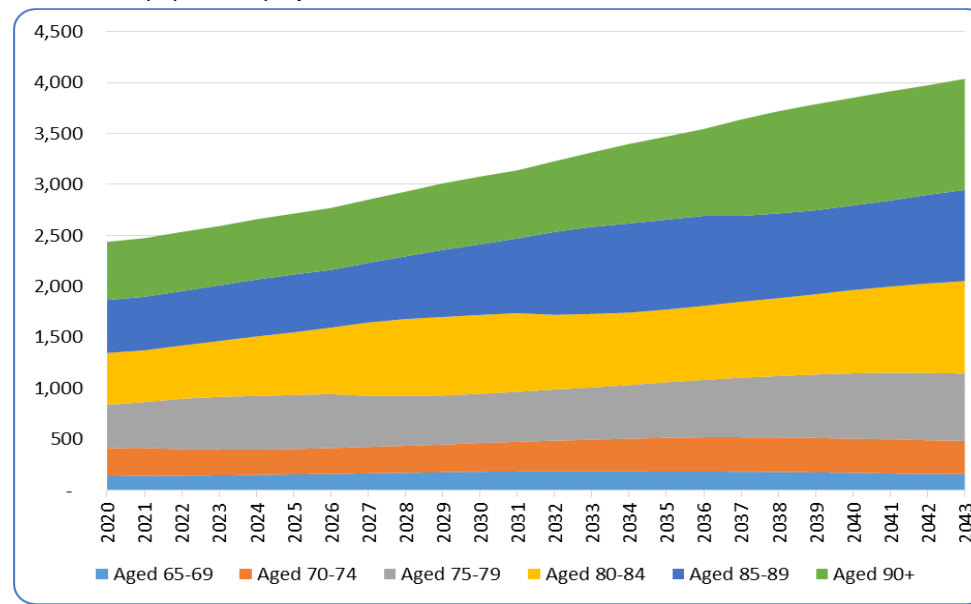


Figure 6: Torbay Dementia estimates - Cognitive Function and Ageing Study (2013), ONS 2018 based population projections



Mental health includes our emotional, psychological, and social well-being. It affects how we think, feel, and act, and determines how we handle stress, relate to others, and make choices. One-in-four adults and one-in-ten children will experience mental illness during their lifetime. In Torbay, the prevalence of depression in primary care, the number of emergency hospital admissions for self-harm and recorded suicides, suggest levels of mental health needs are higher in comparison to the wider England average. Additionally people with mental health problems

¹ Adults with multiple long term conditions in Brighton and Hove, 2018, pages 5-6

are more likely to experience poor physical health, and conversely people with poor physical health are at higher risk of experiencing common mental health problems.

Other issues affecting levels of need are prevalence of learning disability. A learning disability affects the way a person understands information and how they communicate. A learning disability can be mild, moderate or severe. Some people with a mild learning disability can talk easily and look after themselves, but take a bit longer than usual to learn new skills. Others may not be able to communicate at all, and have more than one disability. The percentage of GP patients known to have a learning disability is higher across Torbay compared to England. This could suggest higher levels of recognition within primary care. However, there are still estimated to be a noticeable number of persons with a learning disability not known to primary care.

Increasing demand

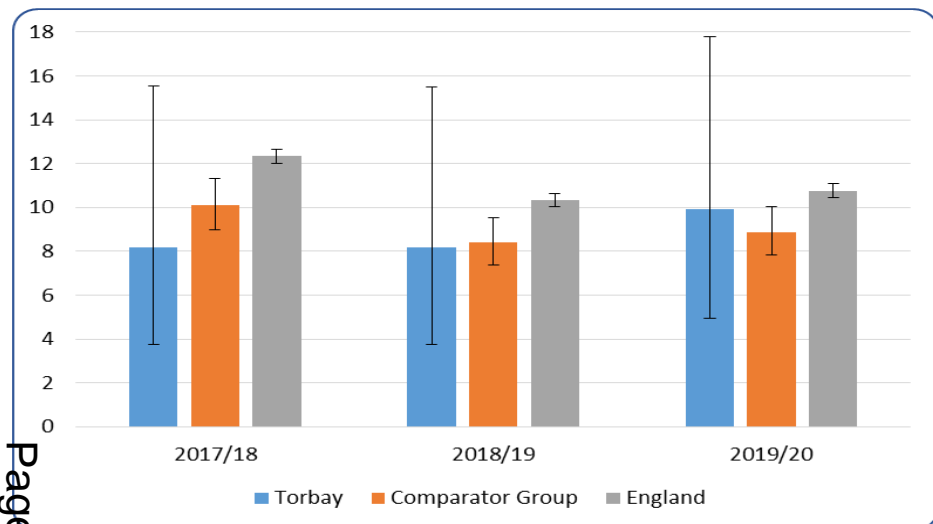
We know from the predicted changes in demography that the demand for health and social care services will also increase, however, we also know that local factors can influence (increase or decrease) the demand for adult social care (Professor John Bolton 'Predicting and managing demand in social care, discussion paper' April 2016, IPC - Institute for Public Care). The local factors are:

- Page 391
- The relative wealth or areas of high deprivation in the population;
 - Behaviours of key players in the NHS, i.e. intermediate care and the availability of sufficient therapists and nurses in the community;
 - How effect the council 'front door' is at finding solutions for people and their problems;
 - The degree to which the assets of the person, their family and their local community are recognised and utilised in a person's solutions;
 - The effectiveness of short-term support and a preventive help approach, including the use of assistive technology and aids;
 - The practice and supervision of assessment and care management staff;
 - The degree to which people with long-term conditions are supported to maintain their independence and self-manage their conditions, including dementia care;
 - The availability and vibrancy of the voluntary sector;
 - The availability, capacity and the nature of supported housing services including Extra-Care Housing;
 - The partnership with carers and carer organisations; and
 - Performance measures to assess the way providers are delivering outcomes for and positive impacts on the care system.

As well as demographic pressures, demand for adult social care services are impacted on by changes in other services areas within the health and social care system.

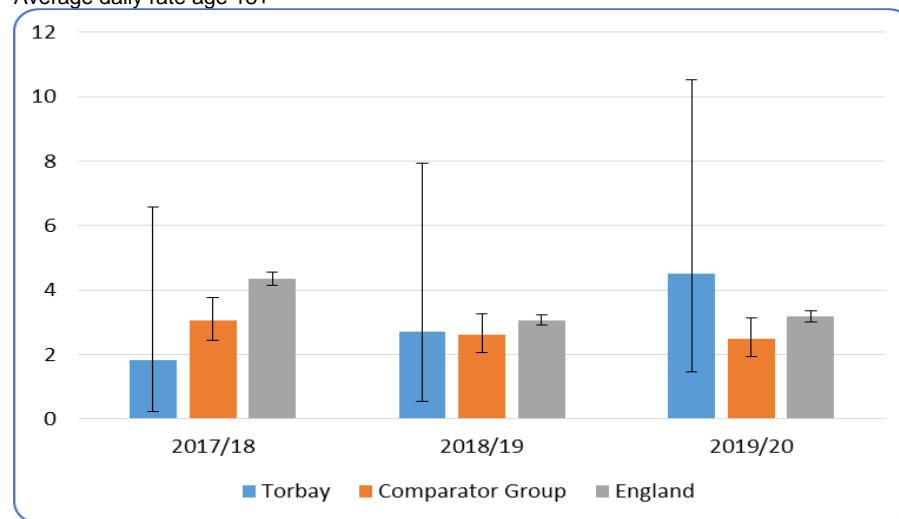
For example, the efficient flow of patients out of hospital and back into their homes, is measured through what we call ‘delayed transfers of care’ and in Torbay rates have risen in 2019/20. However, the large ‘error bars’ for the Torbay figures show that numbers are small so there is no statistically significant difference to the comparator group or England figures.

Figure 7: Delayed transfer of care from hospital per 100,000 population- Average daily rate aged 18+



Source: NHS Digital, Adult Social Care Outcomes Framework (ASCOF) 2c(1)

Figure 8: Delayed transfer of care from hospital per 100,000 population (attributable to Adult Social Care) Average daily rate age 18+



Source: NHS Digital, ASCOF 2c(2)

With needs and demand for services rising, Torbay Council is working together closely with NHS partners to develop the health and well-being system, investing in intermediate care, specialist domiciliary care and alternative housing options with care. This should reduce stays and unnecessary placements of people in expensive forms of care, and help them to recover and return home sooner.

The current data shows that the number of social care clients in residential and nursing care has fallen in the last eight years, (from approximately 840 down to 710 – a drop of 15%) presumably following the commissioning shift from bed-based care to alternative services in the community (see Figure 10 on the next page).

In December 2020 Torbay had about 600 social care clients in residential care, and a capacity of about 1,500 beds, which suggests a significant surplus and that self-funders or placements by other local authorities are a significant group in Torbay care homes.

It is likely that this downwards shift in demand for residential care will continue and that the surplus of residential beds in the bay will grow to about 250. However, whilst numbers are dropping, compared to other South West local authorities, and the England average, Torbay still has significantly more under 65s accessing residential care (Figure 10).

Also whilst there are fewer under 65s accessing nursing care than other local authority areas (Figure 10), given increased dependency levels of service users and a shift from acute hospital beds to other community bed-based or community care and support options, this demand is predicted to rise.

Figure 9: Long-term Residential & Nursing clients including full cost – TSDFT Jan '21

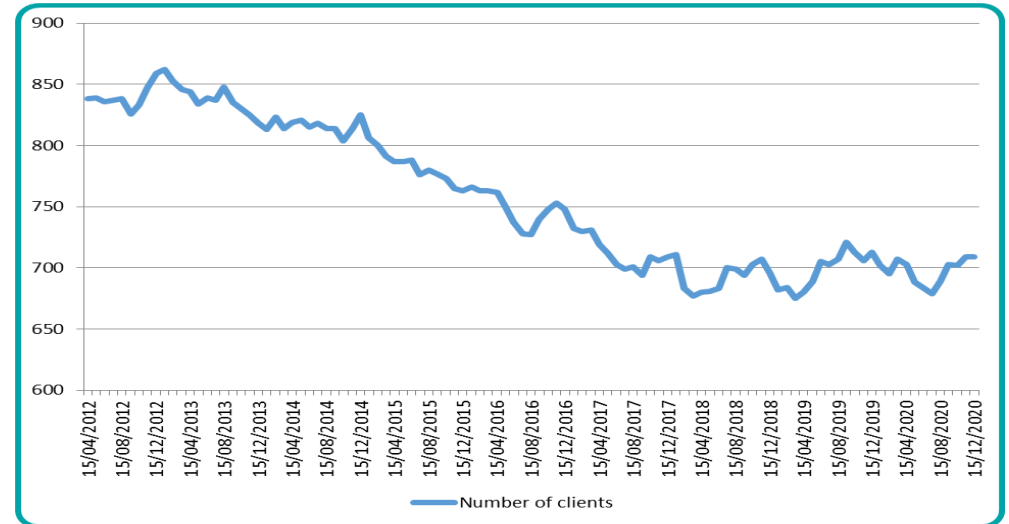
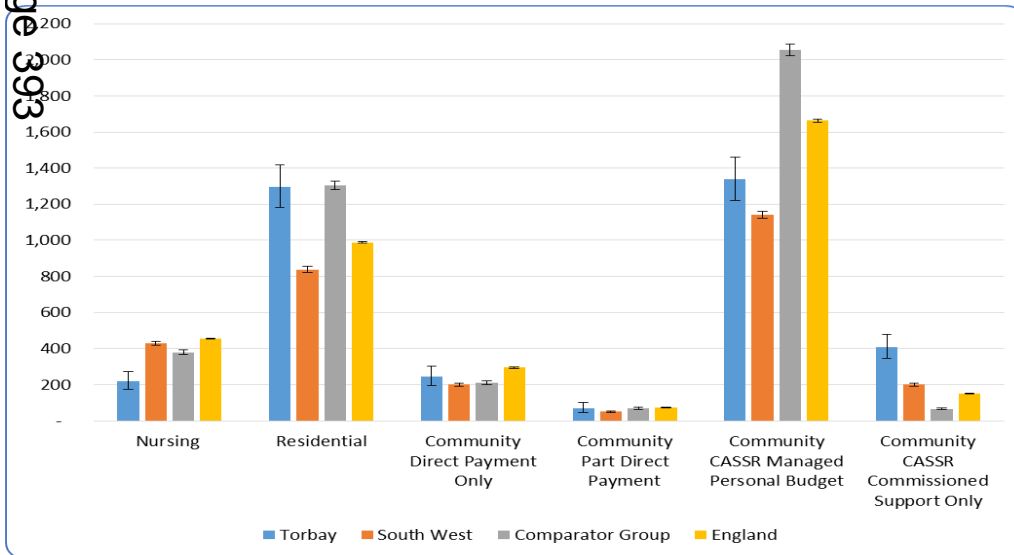


Figure 10: Adult 65+, NHS Digital, Adult Social care, Short and Long Term Support data



In fact, the demand for good quality nursing home care will soon outstrip capacity and so Torbay Council with the CCG is planning to encourage the development of at least 200 more good quality nursing home care beds, whilst encouraging the closure of residential care beds.

Torbay has significantly fewer over 65 clients accessing Council managed Personal Budgets than its comparator group or the England average but more than the South West local authority average.

A key issue is that use of direct payments and personal budgets, need to grow so that care homes placements are not used unnecessarily.

For working age adults, Torbay has significantly many more clients accessing Council personal budgets and direct payments than comparator group or other South West local authorities (Figure 11).

However, Torbay has significantly more under 65s accessing residential care than in its comparator group, the South West local authorities or the England average.

Torbay has significantly higher request rates for support from under 65s than other South West local authorities or England average but the request rate is lower than its comparator group (Figure 12).

Conversely, Torbay had higher rates of requests for support from over 65s than the South West but lower than its comparator group and the England average (Figure 13).

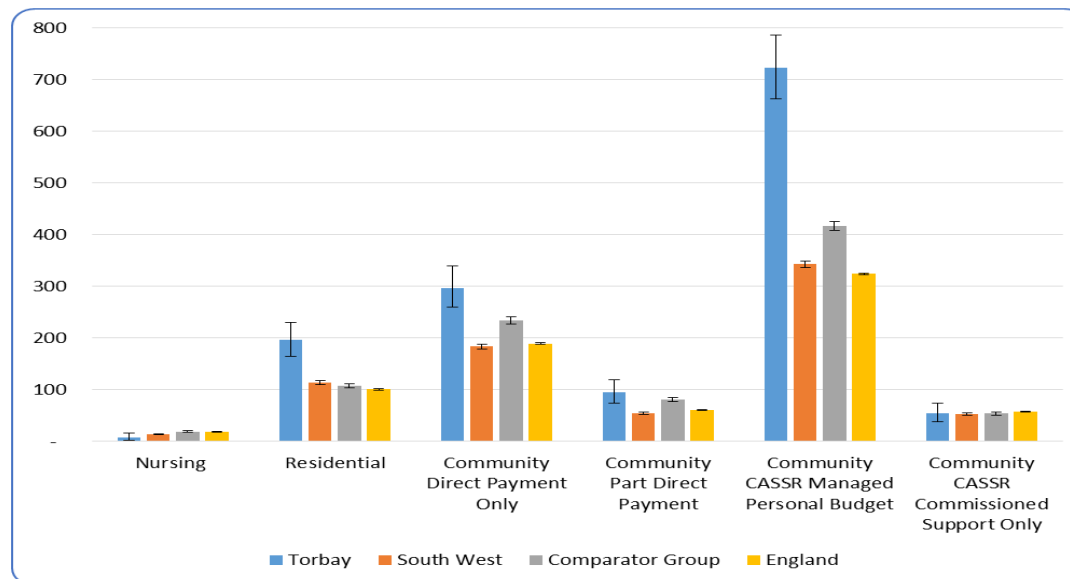
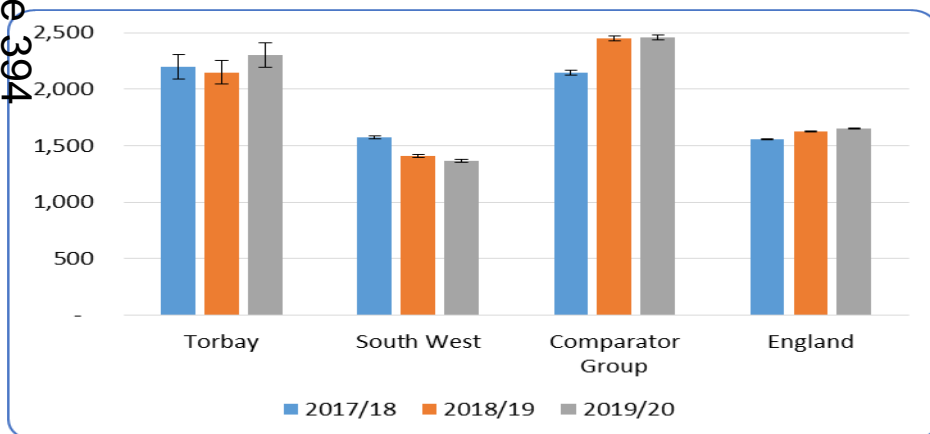


Figure 11: Adults 18-64 Adult Social Care Short and Long Term Support data

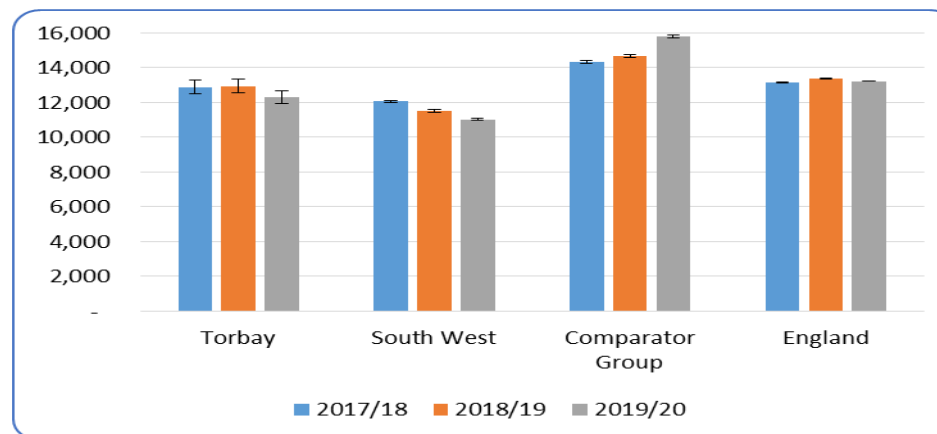
Page 394

Figure 12: Rate of requests for support received from new clients aged 18-64, per 100,000



Source: NHS Digital, Adult Social Care Short and Long Term Support data, ONS midyear population estimates

Figure 13: Rate of requests for support received from new clients aged 65+, per 100,000



Source: NHS Digital, Adult Social Care Short and Long Term Support data, ONS midyear population estimates

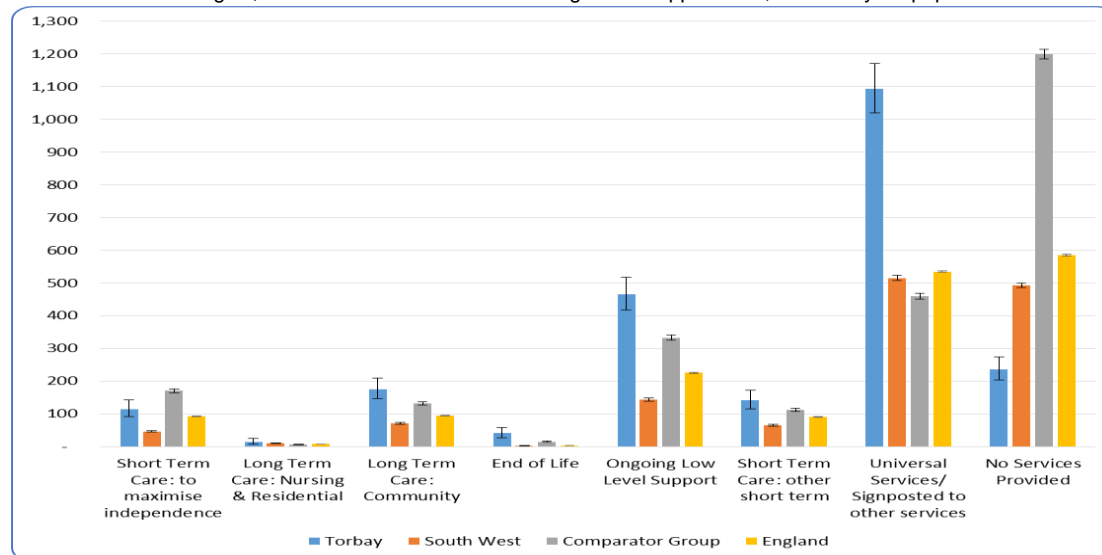
Compared to other local authorities, Torbay often provides some kind of service and less rarely provides no services (Figure 14).

For people aged 18 to 64 years who requested support in 2019/20, Torbay had:

- A significantly higher rate accessing long-term care in the community, than its comparator group, the South West LAs or the England average;
- A significantly lower rate of people went on to receive 'no services', compared to elsewhere;
- No one entering nursing care;
- A higher rate for people entering residential care than its comparator group, the South West LAs or the England average;
- Provided more end of life care than other areas; and
- Significantly higher rates of low level support and signposting to other services.

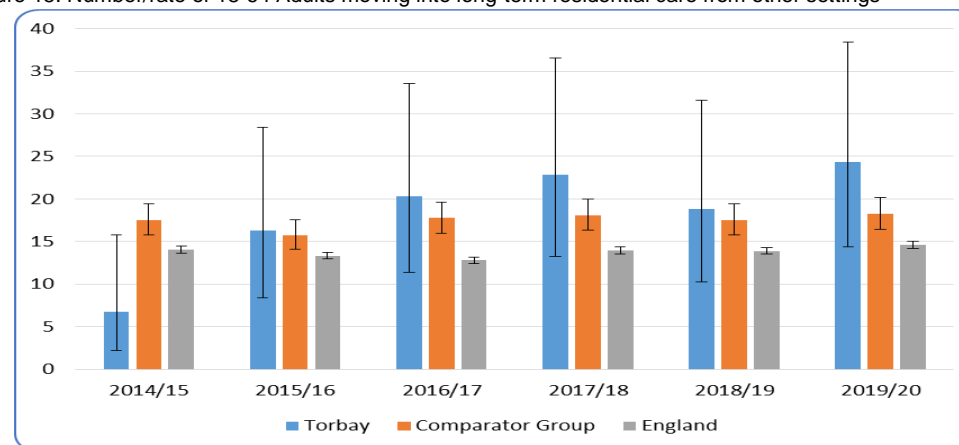
Figure 14: Support request rate for new clients 18-64yrs, by what support type received, 2019/20

Source: Table NHS Digital, Adult Social Care Short and Long Term Support data, ONS midyear population estimates



The increase in working age adults entering residential care is better illustrated in Figure 15 and the table below, which shows a four-fold increase in the last five years.

Figure 15: Number/rate of 18-64 Adults moving into long-term residential care from other settings



Source: NHS Digital, Adult Social Care Outcomes Framework 2A (1)

Year	Aged 18-64
2014/15	6
2015/16	16
2016/17	20
2017/18	22
2018/19	18
2019/20	24

For adults 65 and over who requested support in the 2019/20, Torbay had:

- A significantly higher number accessing short-term care than in other South West local authorities or the England average, but about the same as its comparator group;
- A lower number accessing nursing care (significantly less than the South West) and more accessing residential care than the South West local authorities and England average;
- Significantly fewer people receiving 'no services' than other South West local authorities, the England average, or its comparator group; and Lower levels of ongoing low level support and long term care in the community, than its comparator group.

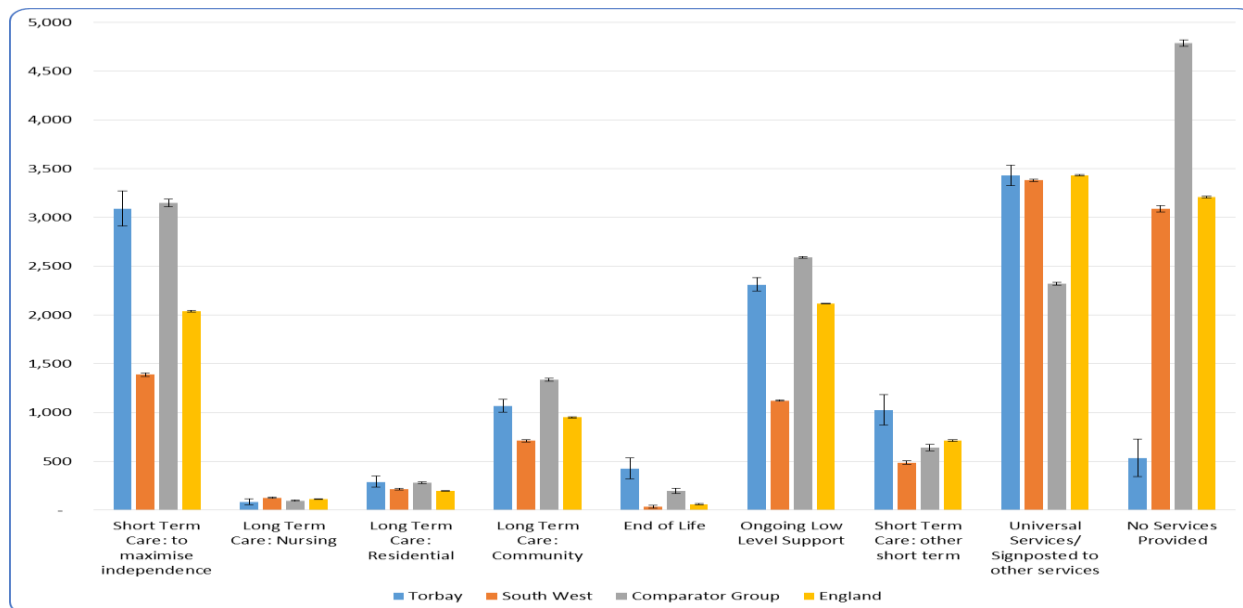


Figure 16: Support request rate for new clients 65+ yrs, by what support type received, 2019/20
Source: NHS Digital, Adult Social Care Short and Long Term Support data, ONS midyear population estimate

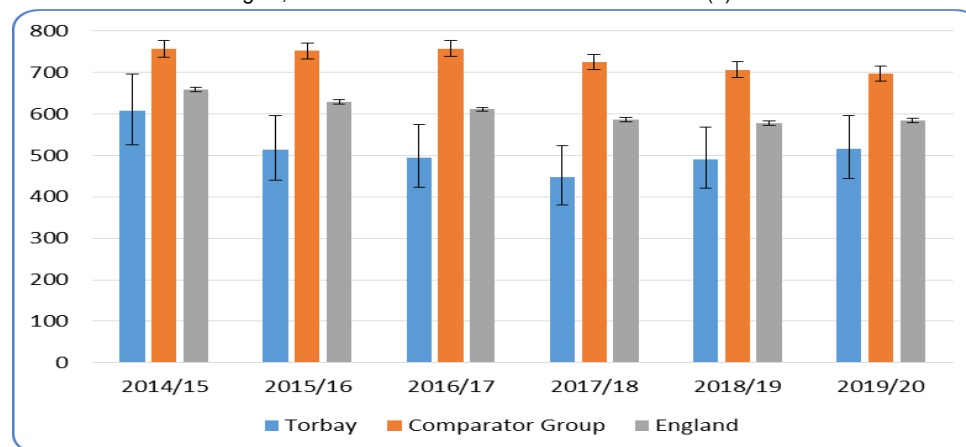
Page 36

For people 65 and over, the number entering residential care has fluctuated, but shown a general reduction over the last 5 years.

Torbay has significantly lower rates of admission than its comparator group and also the England average since 2014/15, see Figure 17.

Year	Aged 65 and over
2014/15	205
2015/16	176
2016/17	172
2017/18	158
2018/19	176
2019/20	189

Figure 17: Number/rate of 65+ Adults moving into long-term residential care from other settings
Source: NHS Digital, Adult Social Care Outcomes Framework 2A(2)



Trends in key alternatives to bed-based care

Domiciliary Care

There are 28 providers of domiciliary care and they each provide one domiciliary care service, although some may be registered to deliver services elsewhere as well. Currently we know that:

- 45% of Domiciliary care clients receive between less than 7 hours a week;
- 43% of Domiciliary care clients receive between 7 and 28 hours a week; and
- 10% of Domiciliary care clients receive over 28 hours a week and some of those receive over 56+ hours a week.

Use of domiciliary care has increased over the last three years, with a corresponding increase in the monthly cost of packages, from £496k in January 2018 to £815k in December 2020.

Demand for services from self-funders

A self-funder is (typically) an individual who uses their own finances to pay for care (in both residential or community settings), as opposed to receiving support from the local authority or another third party.

Currently there is no requirement for local authorities or care providers to collect data on individuals who self-fund the care they receive, and so there is a significant gap in understanding the demand for services from self-funders. However there is some evidence that ([Social-care-estimating the self-funding population Feb 2021](#)):

- People who self-fund their care make up a significant proportion of revenue for care home providers and care at home providers – estimates are around 40% of people entering residential care each year are self-funders
- 25% of self-funders will become eligible for local authority support during their lifetime due to depleted funds.
- Self-funders pay, on average, 41% more for a place in a care home than those places funded by local authorities in the same homes
- A SW ADASS report in June 2020 found that over half of local authorities have seen a decline in occupancy in homes mainly for self-funders, putting financial strain on providers.

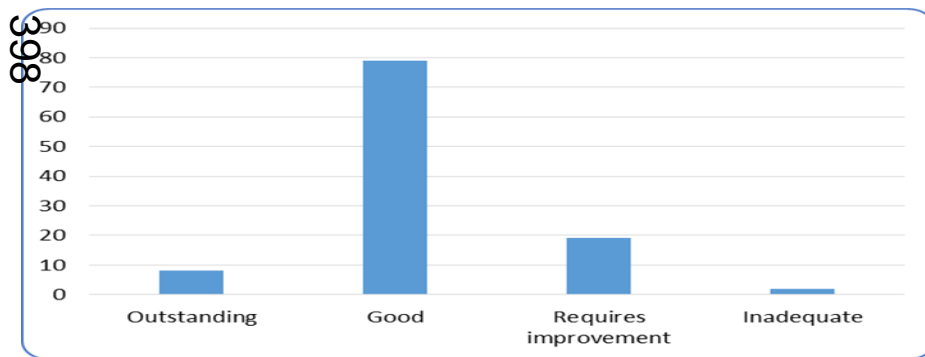
Supply

The Key points are:

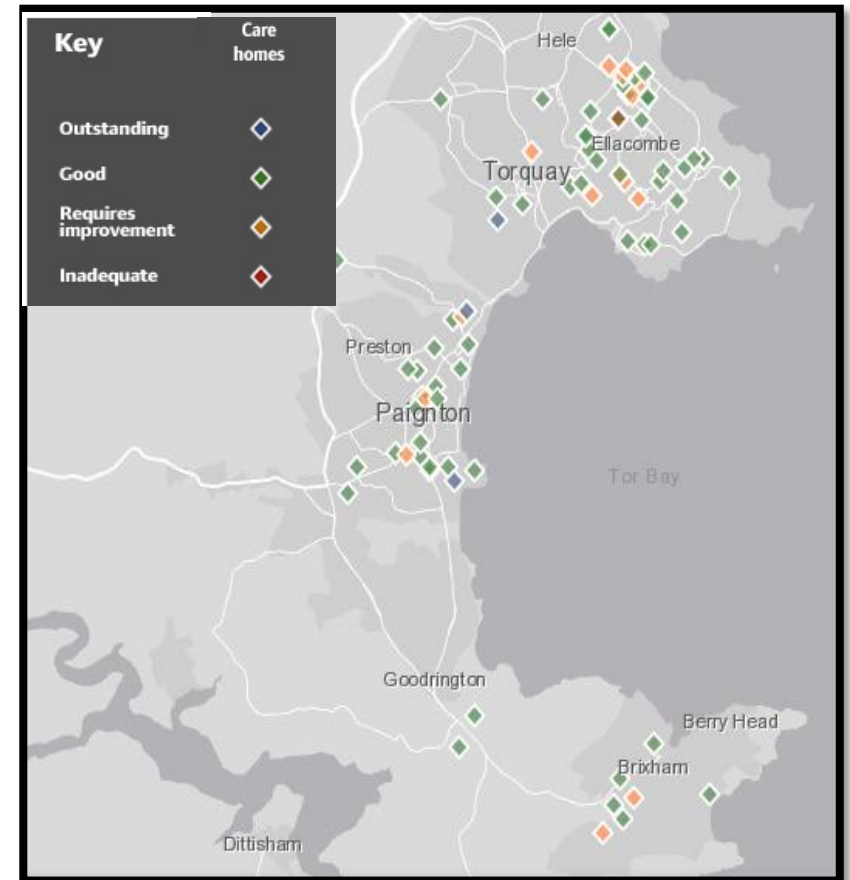
- We need more services in the community that people can buy directly with a personal budget or direct payment;
- We do not have enough nursing home beds of sufficient quality if we compare ourselves with other authorities;
- We have an oversupply of residential care places in Torbay compared to similar local authorities, and the lower rates of placements into residential care suggests that self-funders and placements by other local authorities are significant in Torbay care homes;
- We would like more providers offering short breaks either in the community or in care homes – so that carers can take a break; and
- We would like more providers offering shorter services that aim to get people back home after a stay in hospital whether, in the community or in accommodation.

Care Quality Commission (CQC) registered care providers

Every month the CQC publish details of care providers in local authority areas which are a good source of data. Although the majority of Torbay care homes are CQC rated 'good', in comparison to our CIPFA neighbours we have less rated as 'good', more (12 homes) rated as 'requiring improvement' and fewer rated as 'outstanding.'



In Torbay there are 71 care homes providing care without nursing and 1,572 beds, and 13 care homes providing nursing and 556 beds (March 2020).



Care homes without nursing:

The number of care homes and care home beds registered to each service user type, are shown in Figures 18 and 19. N.B. Homes, providers and beds can be registered to more than one service user band so there are duplicates in these graphs.

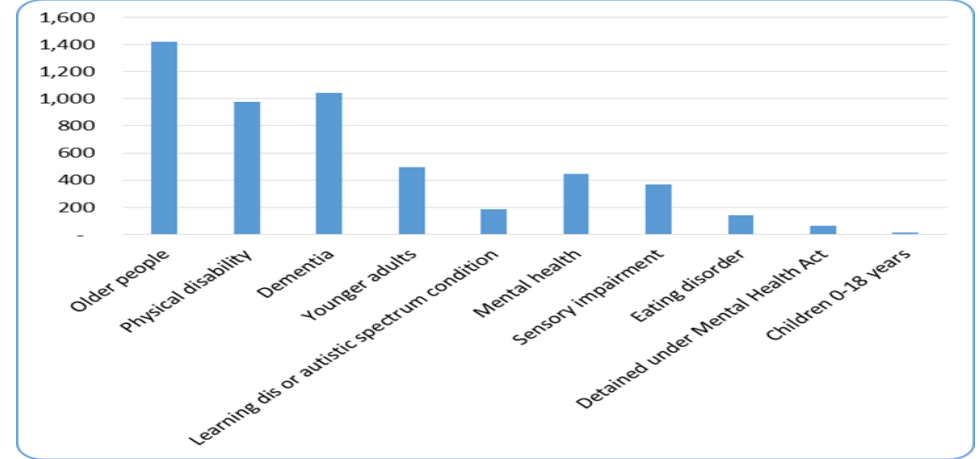
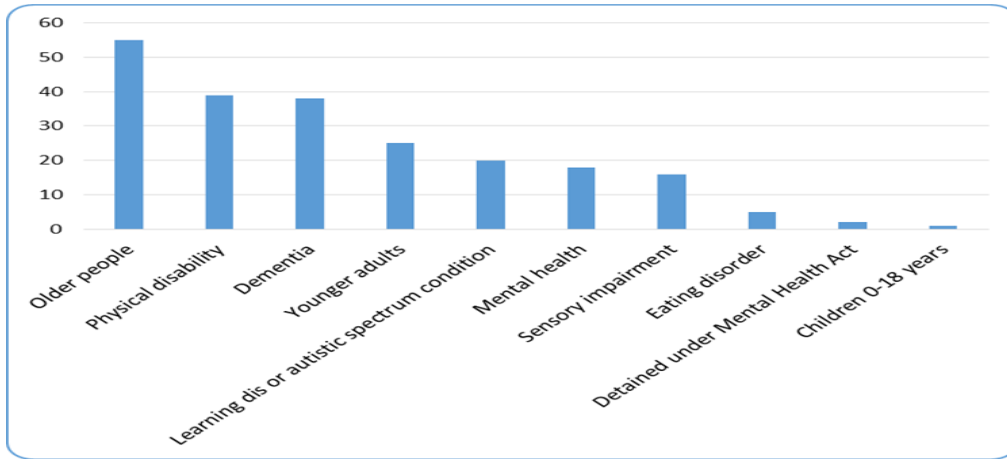
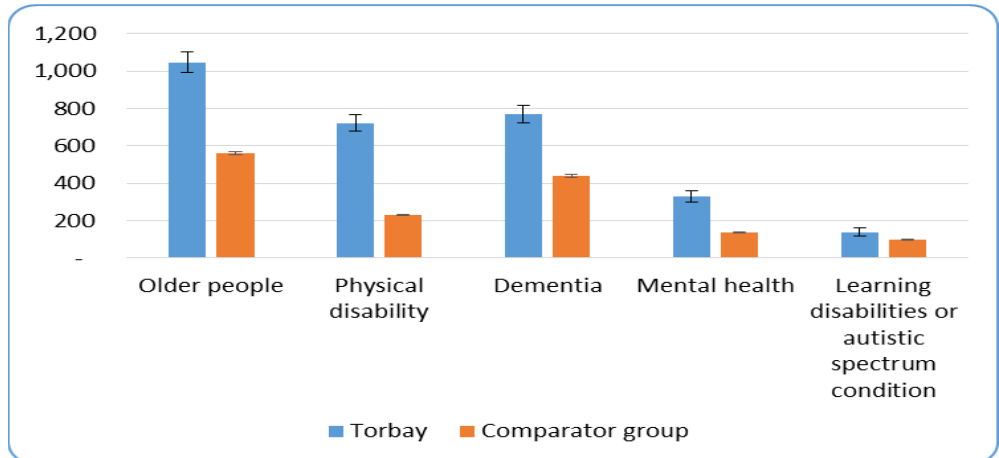
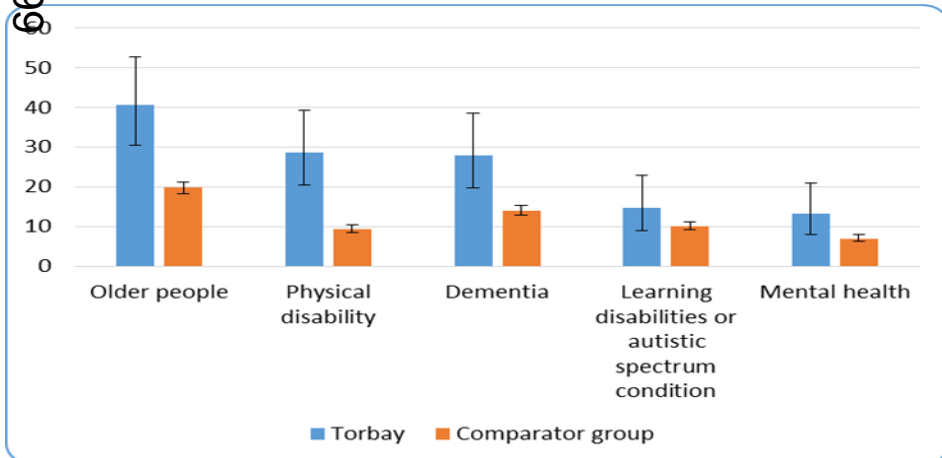


Figure 18: Number of care homes without nursing registered to each service user band, Torbay, March 2020

Figure 19: Number of care home beds without nursing registered to each service user band, Torbay, March 2020 Source: CQC and TSDFT

Figure 20: Care homes without nursing registered to each service user band per 100,000, March 2020. Source: CQC, TSDFT, and ONS 2018 Mid-Year Estimates. Analysis: Torbay Council

Figure 21: Care home beds without nursing registered to each service user band per 100,000, March 2020 Source: CQC, TSDFT, and ONS 2018 Mid-Year Estimates. Analysis: Torbay Council



In comparison with our CIPFA neighbours Torbay has:

- Almost double the amount of residential beds for older people;
- More than double the amount of residential beds for people with mental health issues;
- Three times as many beds for physically disabled people; and
- Almost double the amount of residential for people with dementia.

As well as reducing the surplus of residential beds for older people, commissioners also want to reduce the usage of residential care for working-age adults, and in particular the number of adults with mental health issues placed in residential care.

Care homes with nursing:

In Torbay there are 13 care homes providing 556 nursing beds, and they are registered by service user type as shown in Figures 22 and 23. N.B. Homes, Providers and beds can be registered to more than one service user band so there may be duplicates between columns.

Figure 22: Number of care homes with nursing registered to each service user band, Torbay, March 2020 Source: CQC and TSDFT

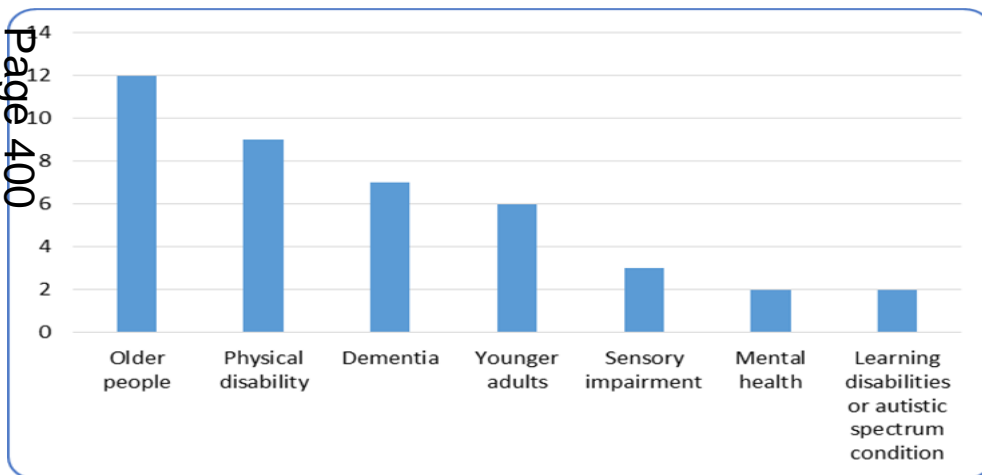


Figure 23: Number of beds of care homes with nursing registered to each service user band, Torbay, March 2020 Source: CQC and TSDFT

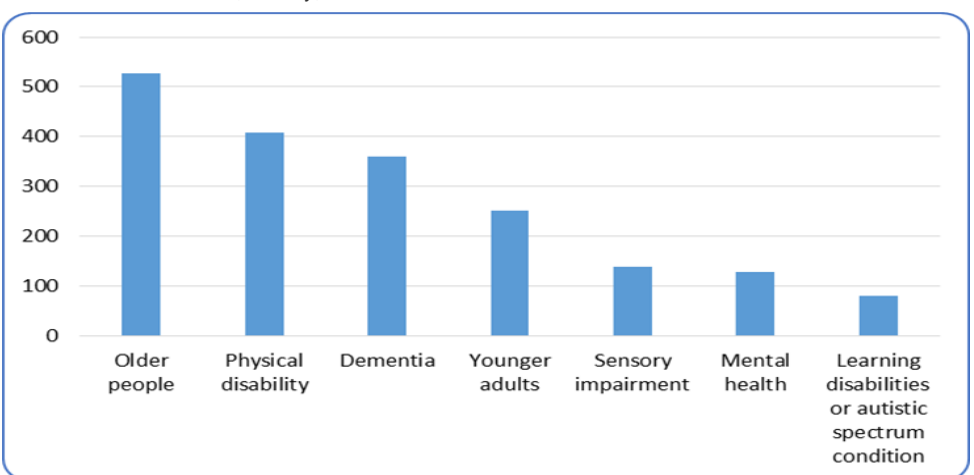
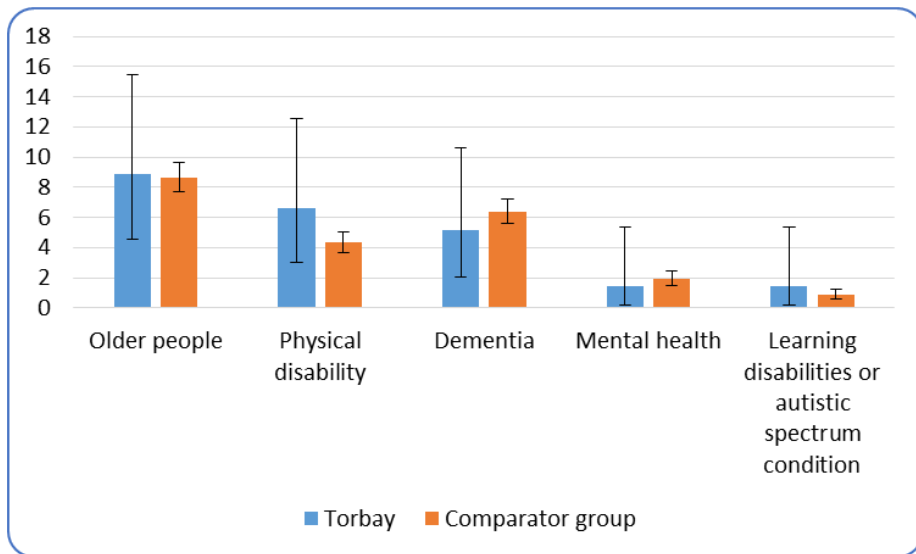
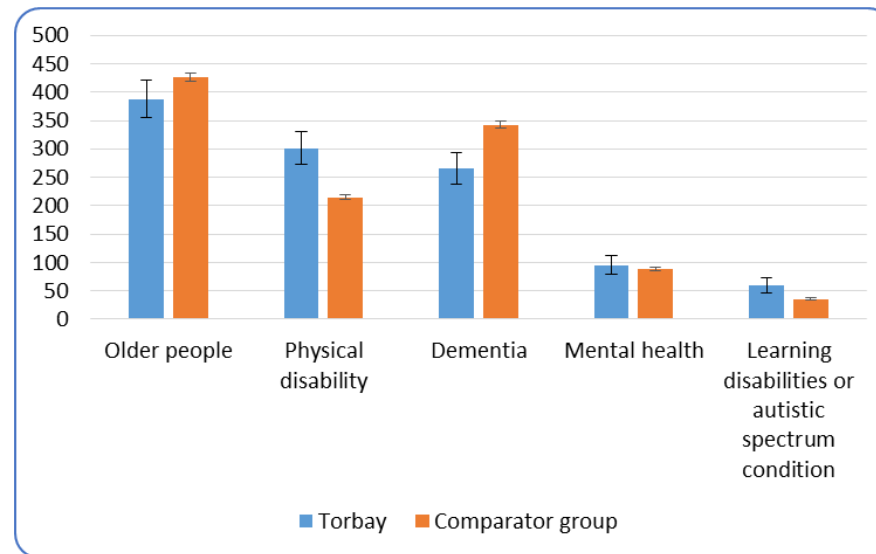


Figure 24: Care homes with nursing registered to each service user band per 100,000, March 2020

Figure 25: Care homes with nursing registered to each service user band per 100,000, March 2020



Source: CQC, TSDFT and ONS 2018 Mid-Year Estimates. Analysis: Torbay Council



Source: CQC, TSDFT and ONS 2018 Mid-Year Estimates. Analysis: Torbay Council

Our data shows that in comparison with our CIPFA neighbours Torbay has:

- Fewer nursing beds for older people;
- About the same amount of nursing beds for people with mental health issues;
- Significantly more nursing beds for physically disabled people; and
- Significantly fewer nursing beds for people with dementia.

Commissioners want to increase the number of nursing beds of greater quality by over 200, to meet the growing demand for complex care and nursing needs. They also want to reduce the number of surplus residential beds in the Torbay by between 200 and 300.

Services in the community

Domiciliary care services:

Figure 26 shows how many of the 28 Domiciliary Care providers/services in Torbay are registered to each service user band, and as a provider may be registered to more than one service user band, there may be duplicates between columns.

Figure 26: Number of domiciliary care providers/services registered to each service user band, Torbay, March 2020. Source: CQC

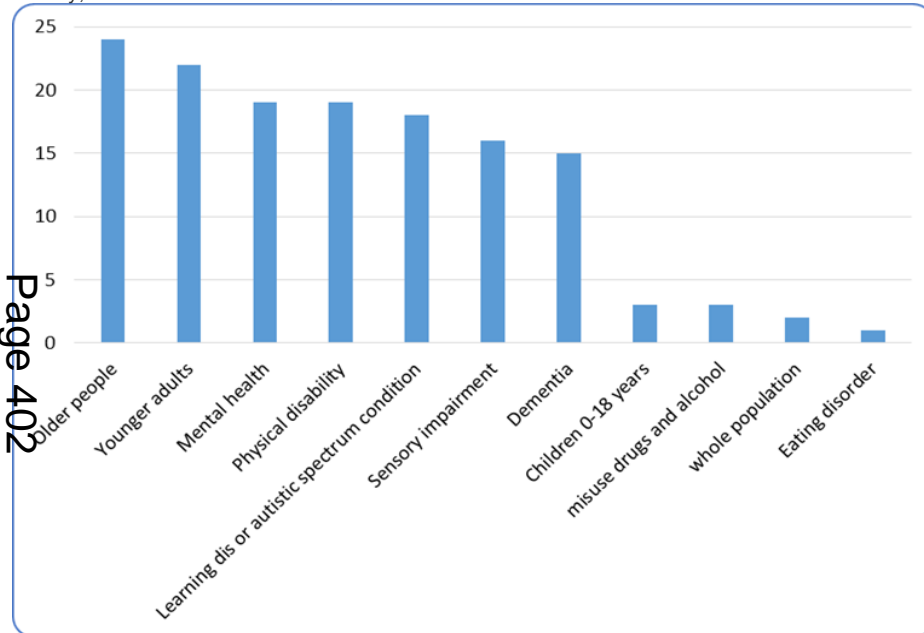
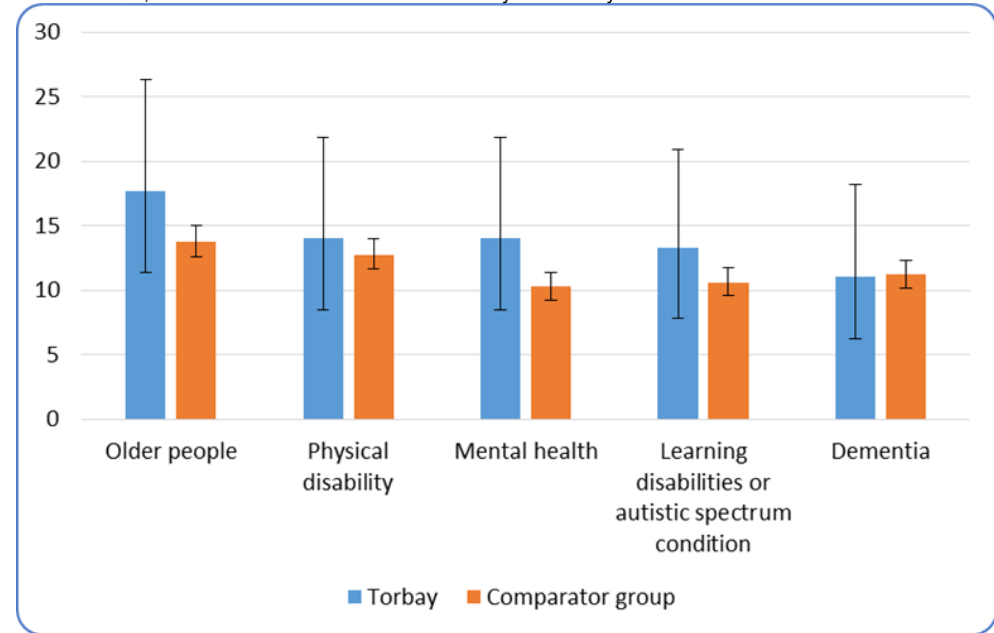


Figure 27: Rate of domiciliary care providers/services registered to each service user band, March 2020. Source: CQC, ONS 2018 Mid-Year Estimates. Analysis: Torbay Council



Commissioners recognise that we can do more to keep people living as independently as possible for as long as possible, to help them 'age in place' and remain part of their community and within their natural 'circles of support.' To do this we need: more domiciliary and personal assistant services in the community, which also specialise in complex support, that people can buy directly, including with a personal budget or direct payment.

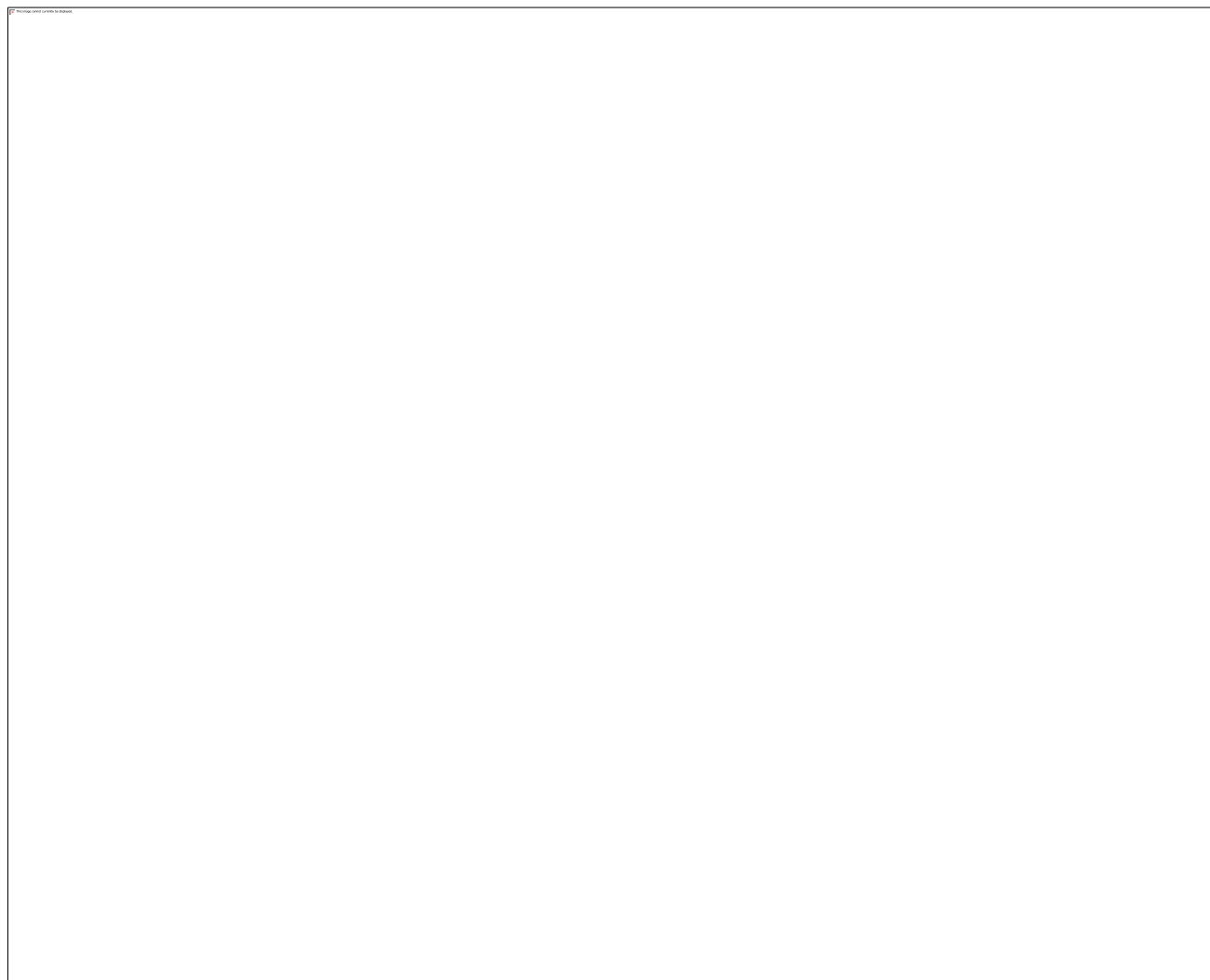
Supported living services:

Supported living is housing that is purpose designed or designated to provide support for a particular client group. The accommodation is often shared, but can be a single household. The one-to-one support is provided under separate contractual arrangement to those for the person's housing.

There are 17 supported living providers in Torbay, registered as social care organisations and providing accommodation with support to over 250 people. About 70% of supported Living tenants are people with a learning disability.

The map opposite shows the geographic distribution of supported living providers – some have more than one property.

Most providers are on the Torbay Supported Living Framework which facilitates referrals from practitioners through a vacancy register, and provides a focus on promoting people's independence, quality of life, health and well-being. There remain four providers not on the Framework but working towards the same quality measures.

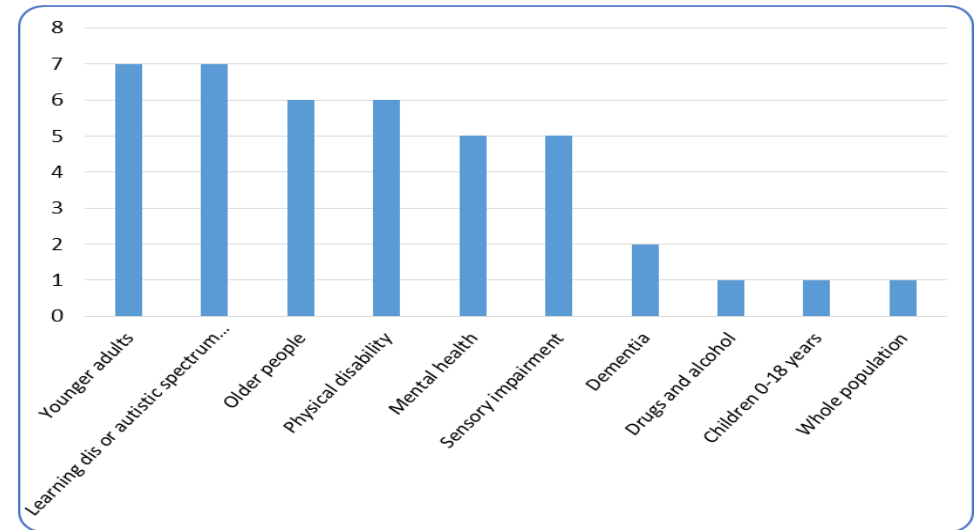


There are eight CQC registered supported living service providers which also provide personal care to people as part of the support that they need to live in their own homes. The personal care is also provided under separate contractual arrangements to those for the person's housing. Supported living providers that do not provide the regulated activity 'personal care' are not required by law to register with the CQC.

Figure 28: Number of supported living providers/services registered to each service user band, Torbay, March 2020. Source: CQC

We need to significantly increase supported living provision for people with learning disabilities, autism and mental health issues, both to enable people to leave residential care, and to divert people from entering it. During 2021/22 we will be re-opening the Framework to new providers, and also going out to our current providers, to develop this capacity. We also want supported living providers to become more skilled at providing enabling support to people with complex issues and behaviours that challenge, increasing the person's ability to self-regulate and always using the least restrictive practice.

Supported living and extra care increase self-determination, independence and citizenship, and enable people to be part of their community and develop natural circles of support.



Extra care housing services

Extra care housing provides quality, safe and affordable housing with care and support which enables people to enjoy living independently, to build relationships and to live life to the full. People live in their own home, and there is on-site care and support staffing available 24/7 which flexes to individual needs, and may be provided on a continuous basis or only periodically.

In Torbay, extra care housing is not age-restricted and is available to anyone over the age of 18, who might have or develop ongoing care and support requirements and who would otherwise experience difficulties in other forms of accommodation.

There are currently (2020) 108 units of Extra Care Housing in Torbay, located over two sites and provided by one service provider who is registered as a social care organisation. The current residents include people with the following long-term conditions:

- Dementia;
- Learning disabilities;
- Autistic Spectrum Condition;

- Mental health issues;
- Physical disability; and
- Sensory impairment.

There are 175 units of Extra Care Housing already planned for development over two sites from 2021, and there are plans for a potential additional 100 units of Extra Care, to meet the projected demographic demand by 2030.

Extra care should enable people who need personal care and/or support to live as independently as possible in accommodation that is genuinely 'their own', and this is facilitated by separate legal agreements for the care/support provided and the accommodation.

Alternative care and support options

We want to build the market of alternative, more flexible options for people to buy care themselves with a personal budget or direct payment if they want to. This could be support with accommodation or support they receive in their own home. At the moment we have a small market of providers of support with accommodation, and providers delivering a variety of outreach and support options; largely providing services for people with learning disability, cognitive difficulties or mental health issues.

We would like to extend these options to more people, and to also develop greater consistency of quality, and a focus on measurable outcomes such as improving independence and wellbeing. It is hoped that these improvements, and consistency of costs, will be achieved through the development of an Alternative Care/Outreach Support Provider Framework in 2021.

Personal assistants

Support Networks is a non-profit Torbay community project which specialises in matching enthusiastic, motivated personal assistants (PAs), to clients needing care in Torbay. The Support Networks Personal Assistant "matching" Service is free to those being funded in Torbay for their care and support and also free to all PAs.

The PAs on the Support Networks' register all have the right qualifications, experience, and the following:

- An Enhanced DBS check (disclosure and barring system criminal records check);
- A RTW (Right To Work check in the UK);
- Proof of their employment status; and
- Public Liability Insurance.

However, PAs must also be able to work in a person-centred way, putting the client first, listening to their needs, hopes and goals. More details are at [Supportnetworks](#).

A voluntary sector organisation (Disability Focus) helps local people with either employing and managing the payroll for a personal assistant/care worker who provides support to live independently, or help with paying of invoices. They were providing this service for 335 Torbay adults in March 2021, which is an increase on previous years.

Torbay adults supported to employ/manage the payroll of a personal assistant/care worker	
Time period	Number of clients
January 2016	178
January 2017	194
March 2021	335

Shared Lives services

Shared Lives South West supports adults with learning disabilities, autism, mental health issues and dementia by matching them with a carer. The aim is for the person being supported, to live the fullest life they can, be part of the community and maintain and promote new skills and independence. Carers are assessed and trained first, and then open their own family home to the person needing support. It's like adult fostering and an alternative to supported living and residential care.

In February 2021 it was supporting 28 adults funded through Adult Social Care which was a 30% reduction compared to 2017 (when it was 41 adults). The Shared Lives South West organisation, is in its 15th year, and was rated 'Outstanding' by the CQC.

Community Equipment Services

The supply of specialist equipment can also help support people either in their own home or other accommodation.

Complex aids to daily living are provided through a Torbay Council contract. This equipment is provided on loan following an assessment from a Torbay and South Devon NHS Foundation Trust practitioner, and provides for people with short and long-term needs as well as end of life care.

Figure 29: Number of individual clients served

Year	Number of people served
2014/15	3,988
2015/16	3,894
2016/17	3,826
2017/18	3,818
2018/19	3,933
2019/20	4,256

Source: NRS

We need to give people the advice and information they need, as early as possible, to enable them to live as independently as they can, staying healthy and well for as long as possible.

Activities in the day time

A spring 2020 snapshot (pre- COVID-19) of Torbay day care services and activities, including care homes, shows that 208 people used these services (a drop of 20% compared to 2016). The proportion of spend on people with learning disabilities is 74%, 18% on physical support & other people and 5% on people with a mental illness.

It is recognised that currently the quality of services provided, and outcomes delivered may vary significantly. From 2021 there will be a refreshment of day opportunities, including the development of a Day Activity/Day Service Framework for providers with clear outcomes, quality measures, cost settings and performance indicators.

	Summer 2016	Spring 2020
Number of people using day services and activities	258	208
% spend on people with LD	72%	74%
% spend on people with physical support needs	17.5%	18%

What do people using our services think of them?

The Adult Social Care Survey 2018/19 – a national survey that compares adult social care service user satisfaction shows that:

- Overall satisfaction of people who use services with their care and support – in Torbay 69.7% of respondents were satisfied with their care and support which is above the England (64.3%) and comparator group average (65.2%); and
- Control over their daily life – in Torbay 80.2% of respondents felt they had control, slightly above England (77.6%) and the comparator group average (77.8%)

What service users and carers think about current service delivery

We work with service users, carers and providers to develop our commissioning strategies and this is a vital part of planning for the future. We also require care providers to engage with their service users and their carers, to ensure they are meeting the expectations of their clients and also to understand the needs of future and potential customers.

The increased use of personal budgets and direct payments over the coming years, will lead to more people making their own arrangements for care and support. It is important that commissioners and service providers understand what people are looking for, offering choice and new ways of meeting client's needs.

Carers

Effective service user engagement needs to take account of the views of carers. A carer is someone who helps another person, usually a relative or friend, in their day-to-day life. This is not the same as someone who provides care professionally or through a voluntary organisation. There are more than 32,000 people across Torbay and South Devon who support a friend or relative. They may be helping with shopping or meals, attending appointments with them, or just making sure that they are alright. They may be an older couple who do things for each other, a parent carer or young carer. They may not see themselves as a 'carer' or know about the support available to them.

Commissioners and service providers recognise that carers are important and that there is value in actively supporting and working in partnership with them, to get the best outcomes for both them and the person for whom they care. Further information on support for carers can be found at: www.torbayandsouthdevon.nhs.uk/services/carers-service/

Feedback from carers about moving care closer to home

Carers are understandably anxious about future changes, especially given the limitations of existing support services. Carers have identified a number of their priorities e.g. contracts for short stays (often known as 'respite care') and enhanced carer support. Some of the potential solutions that have been suggested by them, such as more promotion of direct payments or IT solutions are already committed to. They also require innovative solutions to the needs of the carer and the person for whom they care, such as flexible day or night care or 'on demand' contracts.

Service user and carer engagement groups

We work with a number of groups and partnerships who hold regular meetings involving a range of people such as service users, their carers, commissioners and providers. In many cases these involve independent 'umbrella groups' and voluntary sector organisations, which can offer providers opportunities to engage with service users. Some of these groups include:

- Torbay Learning Disability Partnership Board;
- Torbay Carers Service;
- Carers Aid Torbay;
- Torbay Older Citizens Forum;
- Community Partnerships;
- Community Health and Well-being Forums;
- Experts by Experience; and
- Patient Advice and Liaison Service (PALS).

These forums provide opportunities for service users and carers to share their experiences of using services and to work with commissioners and providers in driving up quality or developing new provision.

It is important that providers treat service users and carers as equal partners – who are experts in their own care and needs. Support from independent organisations can be critical, particularly when things aren't going well with a provider. An independent voice can help with managing risk and conflict between providers, service users and carers – helping those involved in raising awareness of issues. They can also assist with improving communications and understanding the 'whole picture' of user and carer needs, where the family can be a part of the wider 'carer team.'

Healthwatch Torbay is an independent consumer champion for health and social care in Torbay. They have statutory powers to ensure the voice of the consumer is strengthened and heard by those who commission, deliver and regulate health and care services. Local Healthwatch voices people's concerns and provides feedback to service providers and commissioners. Through local engagement they collect vital data on how and why people use services in their area. Its place on the Health and Wellbeing Board means Torbay Healthwatch can represent the voice of people in decision-making. Healthwatch Torbay directly supports people in their community by giving them information or signposting them to the local services they need. For information see www.healthwatchtorbay.org.uk/. For information about their online site where you can leave views about a service see [Review a service - Healthwatch Torbay](#)

Risk and uncertainty

Nationwide, providers and commissioners in the care, health and support marketplace face a number of risks, issues and challenges, most of which are also present within Torbay. Whilst the list below is not meant to be exhaustive, it gives a flavour of the potential challenges facing both providers and commissioners.

The impacts of COVID-19 have had a massive impact on all aspects of our lives and the ASC sector has had, and continues to have, to deal with many challenges associated with the ongoing global pandemic. Commissioners have worked proactively with providers to understand the issues involved and provide support, but we recognise that the repercussions of COVID-19 will continue to be felt in the ASC market for a long time.

This should also be seen within the wider context of the potential impacts of the UK leaving the EU, which could have significant implications for the health and social care market. Economic and political uncertainty at a time when the system is facing major operational and financial pressures (together with COVID) will provide significant challenges to commissioners and providers alike.

Costs and fees:

Page 410

- COVID-related costs;
- The impact of cost savings that commissioners have to make (as a result of reductions in central government funding), on the level of fees paid to providers;
- General inflation pressures;
- Insurance costs;
- Specific increases in core costs, such as national insurance, the National Living Wage and pension contributions;
- Servicing debt associated with properties and other financial commitments; and
- The costs of moving from out-of-date services (including premises that are no longer 'fit for purpose' or investment in new technology) to new ways of working. This is particularly an issue for the many small providers in the marketplace.

This potentially leads to reducing profit margins and falling returns on investment for service providers, possibly resulting in existing businesses being unable to develop or exit the market and potentially discouraging new entrants. Providers may also seek to concentrate more on the self-funder market to support their business models.

Workforce:

- Recruiting and retaining a trained and well paid workforce (particularly with regard to Registered Care Managers);
- Issues relating to staff turnover, ageing workforce, competitive labour market (e.g. attraction of permanent and seasonal retail and service sector employment opportunities), image and career prospects for carers, 'bureaucracy' and costs with recruitment (e.g. DBS checks), costs of training, etc.
- Increased demand; and
- Increases in the number of clients requiring care, particularly those with more complex needs e.g. comorbidities and long-term conditions.

Quality and choice:

- Increasing demand from service users and their families in terms of the quality of service they expect and being able to exercise choice in meeting their needs (e.g. personalisation agenda); and
- Higher regulatory standards e.g. impact of CQC requiring providers to raise quality standards within services provided and impact of having to meet the widened scope of Deprivation of Liberty Safeguards (DoLS), etc.

Meeting: Torbay Council Cabinet Meeting

Date: 20 April 2021

Wards Affected: All

Report Title: Adult Social Care Front Door Redesign

Decision to be made at April Council Cabinet meeting

Cabinet Member Contact Details: Jackie Stockman, Cabinet Member for Adults and Public Health, jackie.stockman@torbay.gov.uk

Director/Assistant Director Contact Details: Joanna Williams, Director for Adult Services, joanna.williams@torbay.gov.uk

1. Purpose of Report

- 1.1 This paper outlines the proposal of the *Adult Social Care Improvement Plan – Future Front Door* project to have a single route of referral for all adult social care requests, have one clear picture of demand and capacity for commissioned services, enabling statutory bodies to make often difficult, but well-informed decisions around where to prioritise our commissioned services, have a deeper connection to our community and further support the established integrated approach of health and social care.
- 1.2 There are a number key contextual elements that need to be considered when designing the future front door for Adult Social Care in Torbay. Integration of health with adult social care brings about challenges and opportunities, both for the Council and NHS. Demographic pressures in Torbay mean that if Torbay Council and Torbay & South Devon NHS Foundation Trust 'did nothing' in relation to managing demand and transforming services, the services would not be sustainable in the future.
- 1.3 Additionally, bringing together two areas, Torquay and Paignton & Brixham, with associated differing practice, has highlighted the need to standardise practice, but there is also an opportunity to radically transform the relationship with residents in a way that promotes wellbeing and independence. The variation in demand and performance illustrates the opportunity to adopt best practice, both internally across Torbay and from wider health and social care system.
- 1.4 The proposal:
 - 1.4.1 A new Adult Social Care and Community Front Door with Torbay Community Development Trust, utilising their current helpline system and diverting the ASC telephony system to the new Community Front Door. This will be the first point of contact for all ASC enquiries where wellbeing conversations will be supported.

- 1.4.2 Within Torbay and South Devon NHS Foundation Trust, a new virtual Assessment Team, and later a physical co-located team which brings both the Torquay and Paignton & Brixham teams together under one bay-wide team.
- 1.5 The proposed changes will support realising the actual cost in Torbay, collaboration of capacity, skills, knowledge and potential in individuals and communities through an asset and strength based approach, bridging the future aspirations of the adult social care and the community to the present day, a consistent and clear process and a positive experience of community and adult social care working together. These will be quantified as part of the full Front Door Implementation Plan.
- 1.6 There are three key elements to the future front door model that will meet the overarching objective of an effective adult social care front door for finding solutions for people and their problems where impact is demonstrated in terms of diversions from formal care and delivering good outcomes.
 - 1.6.1 Engaging early and prevention which builds and supports community empowerment and resilience.
 - 1.6.2 Rationalise, standardise and improve communication and contact channels. A streamlined, intuitive and digital and face-to-face front door will allow customers to self-serve for information advice and guidance and shift channels of communications wherever possible. Accessing guidance and real-time information, having good outcome based conversations, relating to their services in Torbay is vital to support Torbay communities.
 - 1.6.3 Our Care Act assessment approach need to be focused on supporting our residents through a strength-based conversation model and develop an outcome-focused support package which can be reassessed alongside the Community Front Door in the future.

2. Reason for Proposal and its benefits

- 2.1 We want Torbay and its residents to thrive.
- 2.2 The current front doors do not systematically promote independence for residents, and there are more opportunities to prevent, reduce and delay the demand on adult social care than are currently undertaken.
- 2.3 Supporting and enabling community activities through coordination and signposting to encourage participation, limiting social isolation and encouraging independence, contributing towards improved societal wellbeing as a whole. This proposal seeks to reduce need and therefore reduce or delay demand for social care services as part of the Care Act 2014.
- 2.4 By connecting to local community based support, residents could remain independent for longer, reducing their need for formally provided statutory adult social services. This will support earlier identification of required investment in commissioned services, using data and insight, alongside a more rounded understanding of need, TSDFT and Torbay Council will help to shift service delivery away from more costly interventions.

- 2.5 We will be support good assessments in adult social care and be able to rapidly work with those who are in crisis or low level no complex needs. Enable resource in the complex and long-term teams to have good quality information about the person, continue to have consistent strengths-based conversations and support planning by well trained staff, work alongside the ASC Community Front Door to ensure that assessment does mean 'statutory-only' package and we have understood the best outcome for the individual.
- 2.6 The proposals will help us to deliver an ambition by having the following areas of focus. Community empowerment and resilience, that supports a thriving community and voluntary sector for residents to be involved, consistently engaging early, in a way that prevents and delays demand, and maximises independence, community based customer contact including digital, and encouraging self-service. The aim is to achieve assessment which is proportionate in its approach.
-

3. Recommendation(s) / Proposed Decision

- (i) That the proposed community-based Adult Social Care and Community Front Door model be approved; and
- (ii) That the creation of a TSDFT virtual assessment team to allow performance and data to be measured consistently, streamlined and rationalise processes in the newly formed bay-wide integrated team followed by a co-located bay-wide Assessment Team be approved.

Appendices

Appendix 1: Adult Social Care Front Door Redesign proposal.

Background Documents

Supporting Information

1. Introduction

- 1.1 There are inconsistencies across the front door, and some good practice across the services. Performance data is not currently readily available in a way that allows for comparison across the adult social care zones in Torbay. The multiple front doors do not systematically promote independence for residents, and there are further opportunities to prevent, reduce and delay the demand on adult social care which are not being realised.

2. Options under consideration

- 2.1 There are a number key contextual elements that need to be considered when designing the future front door for Adult Social Care in Torbay:

2.1.1 Integration of health with adult social care brings about challenges and opportunities, both for the Council, NHS and for adult social care.

2.1.2 Bringing together two areas, Torbay and Paignton & Brixham, with associated differing practice, has highlighted the need to standardise practice, but there is also an opportunity to radically transform the relationship with residents in a way that promotes wellbeing and independence.

2.1.3 The discrepancies in demand and performance illustrate the opportunity to adopt best practice, both internally across Torbay and from wider health and social care systems.

2.1.4 Torbay, like many adult social care services, can be broadly characterised as having two front doors:

A front door that responds to requests for help from the public, from our local community, from relatives and community based services including those from primary care and nurses.

A front door is from the TSDFT acute hospital that is covered in the next section.

2.1.5 For adult social care in Torbay, understanding who visits directly the front door for help, and the communication channel they choose to make the request, whether over the phone, face-to-face or web-based are vital in managing the demand. The majority of the requests for help through this front door will not require an immediate social work assessment but may provide an indication of future needs which we are currently not measuring advantageously.

- 2.2 Demographic pressures in Torbay mean that even if Torbay Council and Torbay & South Devon NHS Foundation Trust 'did nothing' in relation to managing demand and transforming services, the adult social services would not be sustainable going forward.

3. Financial Opportunities and Implications

- 3.1 The ASC front door will be delivered from existing resources, the intention being to redistribute recurrent resources to support community and voluntary sector work.

- 3.2 The following indicators of success will be monitored in the new Front Door Model:

Number of initial calls to adult social care that are resolved with information/advice/guidance (IAG)

% of initial calls to adult social care that are resolved with information/advice/guidance (IAG)

Number of Community Communication Channel available and their percentage of use

Number of Community Front Door appointments available/used in period

% of available Talking Point appointments attended by Customer

% of Reviews that result in reduced level of formal care & support (rolling 12 months)

Number of people who have approached Community Front Door for help with adult care who go on to receive a full social care assessment

Number of people who have received a full social care assessment who go on to receive a package of care

Percentage of people who at the point of discharge have received Community Front Door input within 48 hours.

The proportion of people in any one week waiting for a service that has been agreed by the patient and the multi-disciplinary team.

Number of people who are delayed from discharge when they are medically fit

The proportion of all people who are discharged from hospital with no formal care services after 2 weeks and 6 weeks

4. Legal Implications

- 4.1 When designing the future front door for adult social care, the statutory guidance and ethos of the Care Act 2014 is being followed. If the proposal is agreed, the Front Door Model will need to be sighted and agreed by both Torbay Council Legal Team and the TSDFT Safeguarding Committee for assurance, along with any operating procedures, policies and process.

5. Engagement and Consultation

- 5.1 A considerable amount of work has gone into understand the internal processes of the current model in the NHS Trust. If the proposal is agreed, the next stage will be to begin engagement and dialogue with residents of Torbay and key system partners to further develop plans going forward.

6. Purchasing or Hiring of Goods and/or Services

- 6.1 Where this proposal requires the procurement of services or the provision of services together with the purchase or hire of goods we will consider the Public Services Value (Social Value) Act 2012 as per our legal duty. To ensure every opportunity is considered including those outside the scope of any procurement, should there be one. We will be linking these benefits to the Community & Corporate Plan, and the TSDFT strategies for the Community, and be reviewed as part of contract performance reviews.

7. Tackling Climate Change

N/A

8. Associated Risks

- 8.1 Significant risks if the proposal is not implemented:

- 8.1.1 We will fall short of providing the right support that Torbay residents need to enhance their wellbeing and improve their connections to family, friends and community, and to ensure that Torbay residents are in control of their care from initial enquiry.
- 8.1.2 We will reduce our capability as statutory providers to promote independence for residents and fulfil our obligations under the Care Act 2014, in terms of prevention, reduction and delay into formal adult social care.
- 8.1.3 Full realisation of the Community Led Approach and strength/asset-based approach will not be achieved.

Equality Impacts

9.	Identify the potential positive and negative impacts on specific groups			
		Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people		This proposal is designed to have a positive effect on older people, those people with caring responsibility and people with a disability. This is via: Improved communication and contact channels, increased prevention, reduction & delay in formal adult social care services Efficient access to our Integrated and multidisciplinary health and social care specialist teams		
People with caring Responsibilities				
People with a disability				
Women or men				x
People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>				x
Religion or belief (including lack of belief)				x
People who are lesbian, gay or bisexual				x
People who are transgendered				x

	People who are in a marriage or civil partnership			x
	Women who are pregnant / on maternity leave			x
	Socio-economic impacts (Including impact on child poverty issues and deprivation)			x
	Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	Supporting and enabling community activities through coordination and signposting to encourage participation, limiting social isolation and encouraging independence, contributing towards improved societal wellbeing as a whole		x
10..	Cumulative Council Impact (proposed changes elsewhere which might worsen the impacts identified above)	None currently identified.		
11.	Cumulative Community Impacts (proposed changes within the wider community (inc the public sector) which might worsen the impacts identified above)	None currently identified.		

Adult Social Care Front Door Redesign

April 2021

Proposal for a new Front Door

- Rationalise, standardise and improve communication and contact channels
- Further establish, increase and make consistent asset-based working

Page 421
Develop organisation, performance and commissioning data and intelligence

- Under the Care Act 2014: Prevent, Reduce & Delay



3 Key Elements to the Front Door

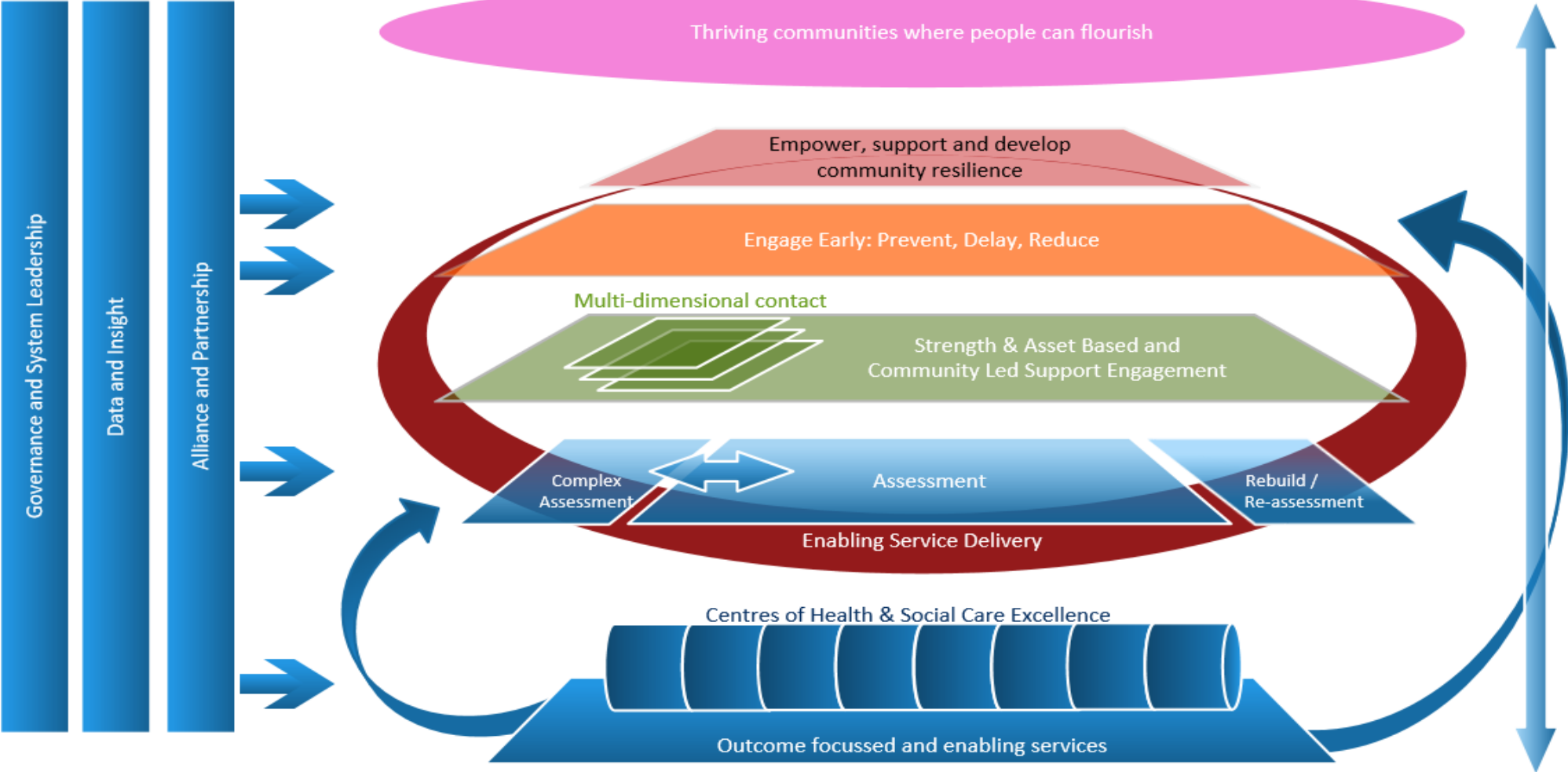
Overarching objective: *finding solutions for people and their problems where impact is demonstrated in terms of diversions from formal care and delivering good outcomes.*

- Engaging early and prevention which builds and supports community empowerment and resilience
- Customer Contact
- Assessment

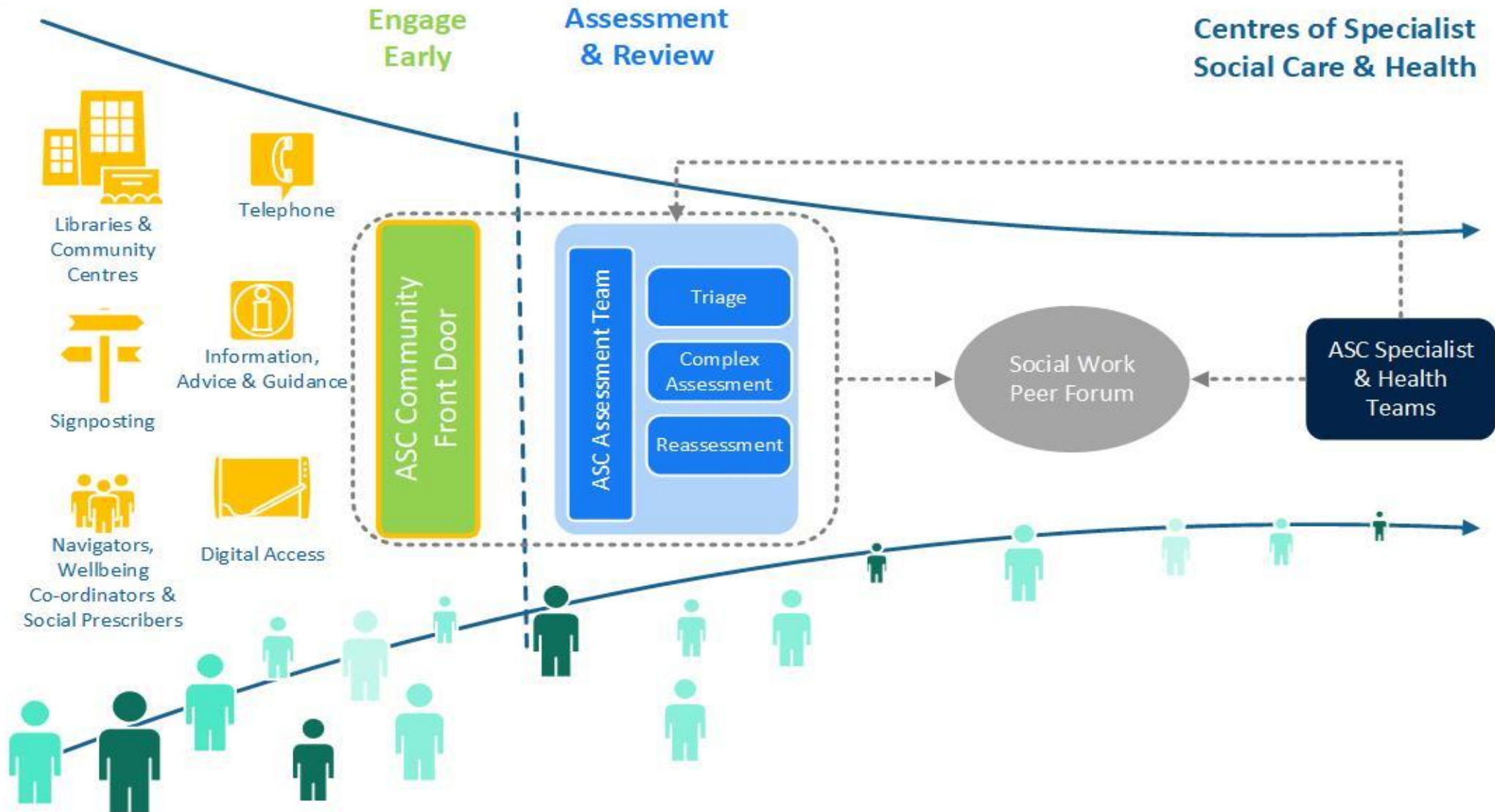
This must fit into a broader operating model for Torbay ASC and fits under Torbay Council's Thriving People priority.

Adult Social Care Operating Model

Page 423



Flow through Adult Social Care



Functions of the Front Door

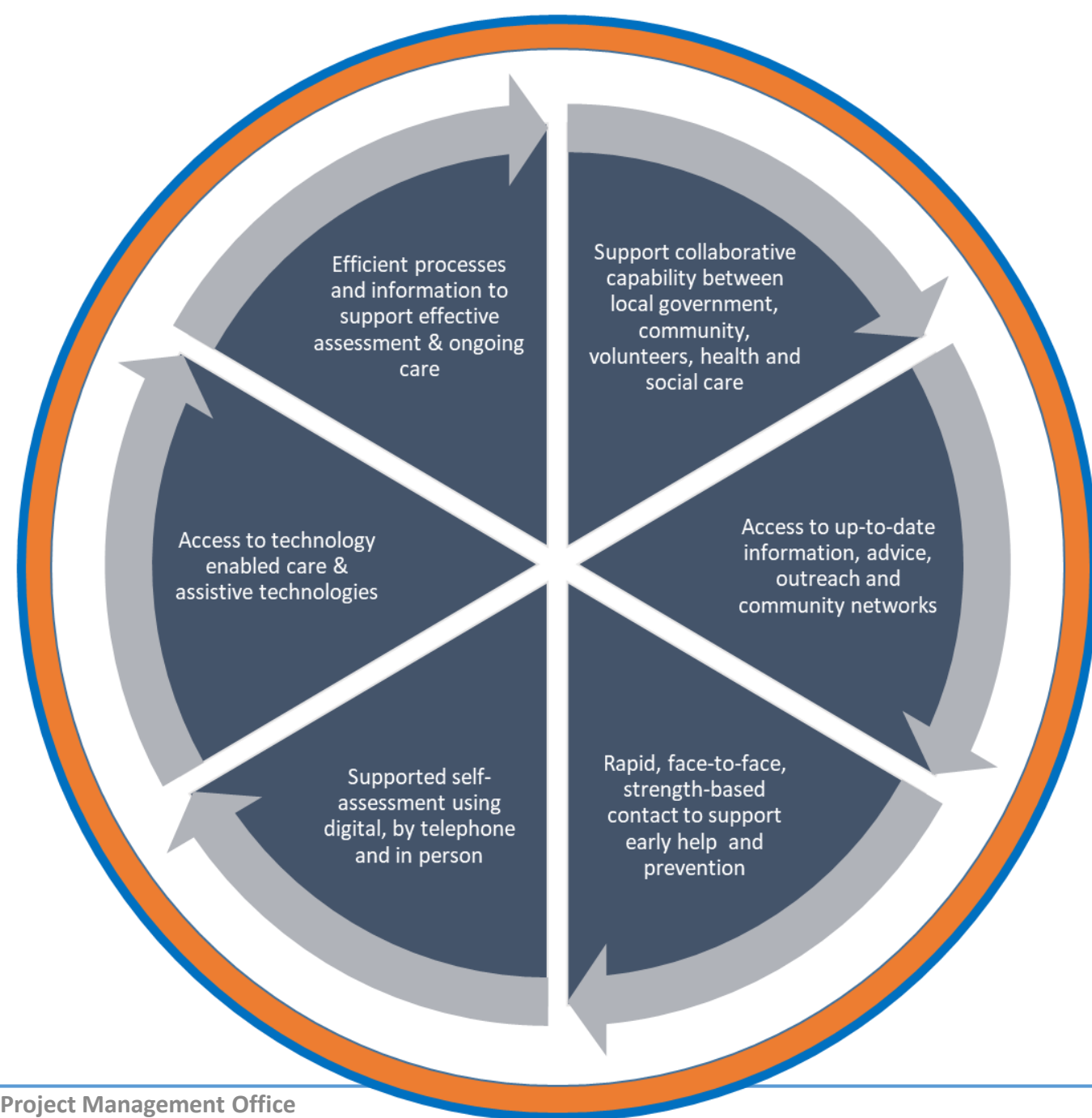
- High quality engagement with the community and done differently
 - a good conversation about what matters most
 - support residents to access support wherever possible.

Page 425

Processes need to be streamlined

ensuring that non-complex needs are rapidly supported meaning we can manage our support to residents who have the greatest need effectively.

- Safeguarding and residents in crisis must be supported quickly
 - Integrated approach through clear systems

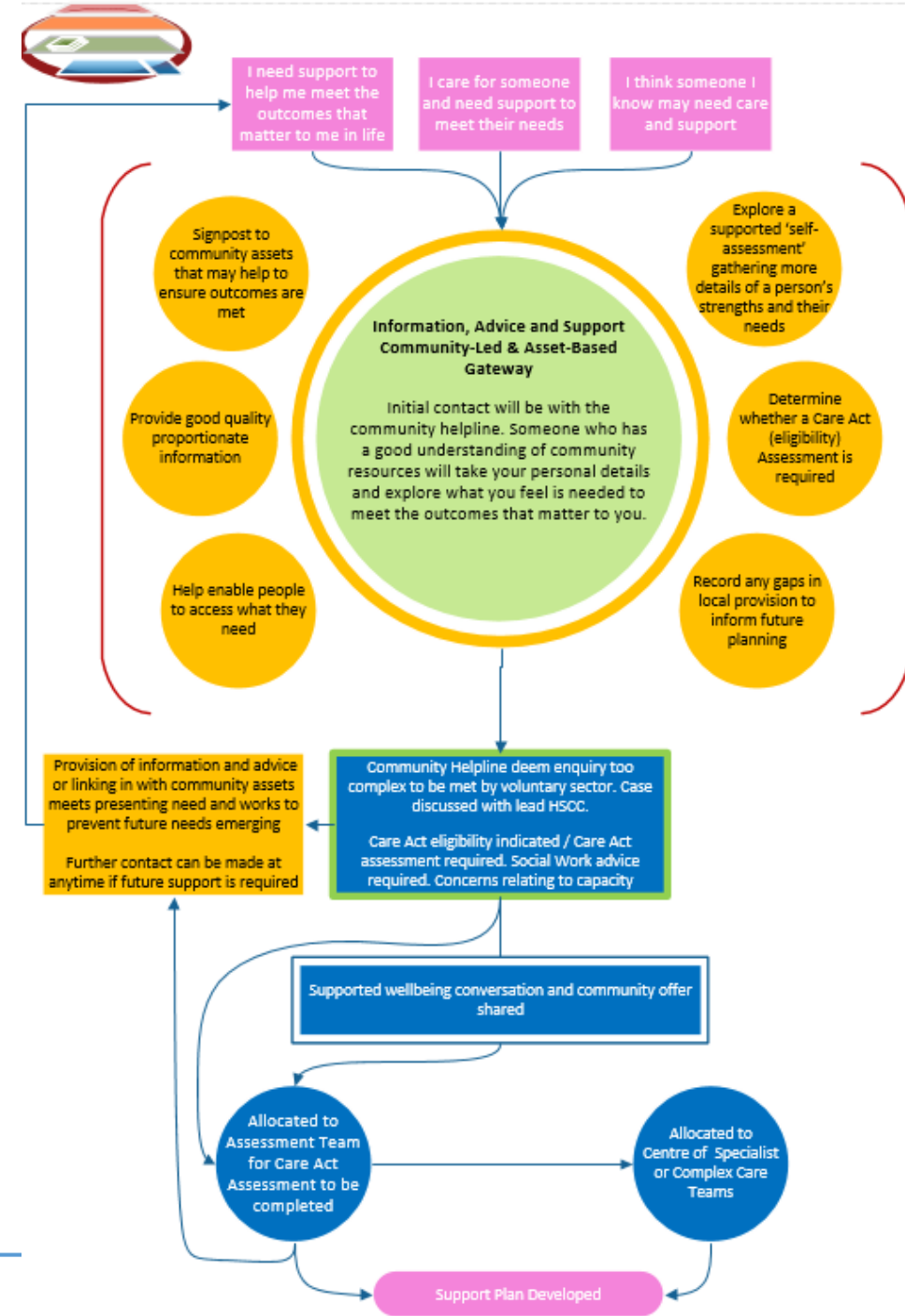


The customer journey

The **flow of referrals and information** from the Front Door to the Assessment Team will be vital

The model is based on ensuring people get statutory sector support if they need it will be fundamental – and quickly if necessary.

Page 26



TORBAY COUNCIL

Meeting: Cabinet/Council

Date: 20 April 2021/13 May 2021

Wards Affected: Barton with Watcombe

Report Title: Proposal for a peppercorn rent Lease for Burton Academy for land at South Parks

For implementation ASAP

Cabinet Member Contact Details: Councillor Cordelia Law, Cabinet Member for Children's Services, cordelia.law@torbay.gov.uk

Director/Assistant Director Contact Details: Rachael Williams, Assistant Director Children's Services, rachael.williams@torbay.gov.uk

1. Purpose of Report

- 1.1 Children's Services seeks Council approval for a 15 year peppercorn rent lease to Burton Academy is part of the Catch 22 Catch 22 Multi-Academies Trust for land at South Parks Road, Torquay, please see Appendix 1: Plan of area to be leased.
- 1.2 Burton Academy delivers services to some of the most vulnerable young people in Torbay who are unable to access education in a mainstream setting.
- 1.3 In 2018 the Council recognised the shortfalls of the Academy's existing accommodation, supporting the provision of a new two storey extension on the site through the Children Service's Capital Programme. The extension addresses many of the existing accommodation issues and was implemented on the understanding the Council would lease the adjacent Council land back to the Academy to compensate for the area of external play space 'lost' through the new build.
- 1.4 The extension was completed in January 2021 and it is now necessary to finalise the arrangements of the lease of the Council land to ensure the Academy has sufficient external space to meet the needs of the pupils attending.

2. Reason for Proposal and its benefits

"We want Torbay and its residents to thrive."

"We want Torbay to be a place where we have turned the tide on poverty and tackled inequalities; where our children and older people will have high aspirations and where there are quality jobs, good pay and affordable housing for our residents."

- 2.1 This proposal supports the Council's ambitions for ensuring that young people have the opportunity to succeed. The Academy works with some of the most vulnerable young people in the area, ensuring they have the necessary support to achieve their

potential. It supports the Council as corporate parent and tackles the inequalities arising from deprivation and vulnerability.

2.3 Burton Academy is a specialist provision which is non-profit making and has limited income; all its resources go into delivering services to some of the most vulnerable pupils in Torbay. High rental/lease costs would hinder the Academy by reducing the services it can deliver now and in the future.

2.4 The new extension has significantly improved the Academy's learning environment and has already had a positive impact on the motivation and engagement of pupils. This will lead to better outcomes and prospects for the future for the young people who attend the Academy. Provision of the required external space is an important part of meeting these needs and will complete the package of works that the Council has previously agreed to provide.

3. Recommendation(s) / Proposed Decision

That Cabinet recommends to Council:

That the TDA Director of Asset Management, Investment & Housing, in consultation with the Chief Executive of Torbay Council, be authorised to:

- a) Grant a 15 year lease at a peppercorn rent with an option to break in the 10th year.

Appendices

Appendix 1: Plan of area to be leased

Background Documents

- April 2018: PDDG Report: Brunel Academy Relocation Options Appraisal
- September 2019: Briefing note for Members

Supporting Information

1. Introduction

- 1.1 Burton Academy is part of the Catch 22 Multi-Academies Trust, offering alternative education provision for 60 pupils aged 11 to 16 years old. Pupils attend from across the whole of Torbay when their needs cannot be met within a mainstream environment.
- 1.2 In 2019, the Council agreed the funding of a £1m extension at the Academy to address the inadequacies of its existing accommodation. This was the second phase of a long term plan of improvements for Burton Academy. The first phase saw the internal refurbishment to existing classrooms and internal remodelling, which was funded by Catch22 and completed in 2019. Feedback from the Academy is that these improvements have had a dramatic and positive impact on pupil's behaviour and engagement. Phase 2 and the new extension will be building on this positive outcome.
- 1.3 Burton Academy occupies a small, landlocked site and the building of the new extension has left the Academy with very little external space available for its pupils. The extension was proposed and subsequently implemented on the understanding that the Council would lease additional external play space to the Academy to compensate for the area lost through the new build.
- 1.4 Following the extension completed in January 2021 the lease is required to provide sufficient external space to meet the needs of the pupils attending. Without it the Academy will fall short of the DfE requirements for external area.
- 1.5 One of the main aims of extending the accommodation at the main Torquay site was to enable Burton Academy, currently operating across two sites, to consolidate itself on the one site. This creates a stronger school community, a more efficient learning environment and removes the complexity and financial burden of managing two sites. With the extension and the additional land, the Academy will only need one site and will be able to surrender the lease for its second site; the Polsham Centre, Paignton. The arrangement agreed by the Trust and Children's Services is that the commencement of the lease for the additional land will simultaneously trigger the surrender of the Polsham Centre lease.
- 1.6 The Polsham centre is a Council asset and Children's Services has stated that the building is needed by Children's Services to deliver other services. One possibility is to accommodate the Council's Sixth Day provision (a statutory provision for pupils that have been excluded from mainstream school). The provision had been sharing accommodation at a local special school but with raising pupil numbers the host school has had to reclaim the spaces used by the provision for teaching.
- 1.7 Children Services urgently needs to find a new base for the Sixth Day provision, plus with the growth in demand for this type of provision, there is a need to find a permanent, long term base in which the provision can establish itself and grow. To locate and find accommodation fit for service delivery will have a financial implication for the Council. The Polsham Centre with its central location and current educational

use provides an affordable solution, however, it is only an option if Burton Academy is able to surrender it back to the Council.

2. Options under consideration

- 2.1 With the approval and subsequent building of an extension at Burton Academy there are no alternatives for consideration. The Academy has lost the majority of its external area which now needs to be re-provided.
- 2.2 The extension completed in January 2021 at a cost of £1.1m to the Council. This significant investment and the related positive outcomes will not be fully realised if the Academy does not have sufficient external space to meet the needs of its pupils or is able to amalgamate its provision on the one site and release the Polsham Centre back to the Council. The Council, by building the extension, has committed to providing the additional land to Burton Academy.
- 2.3 Burton Academy is a specialist provision with limited income and non-profit making; all its resources go into the service it delivers to some of the most vulnerable pupils in Torbay. Without a peppercorn rental agreement any additional rental costs could negatively impact on the services it delivers and the long term aspirations held by the service and Children's Services for its future. A peppercorn rent ensures the Academy can use its limited revenue to invest in services to meet the needs of the vulnerable pupils attending.

3. Financial Opportunities and Implications

- 3.1 The area of land to be leased to Burton Academy was a community park which had previously been identified by the Council as surplus; the land has restricted access, is not in use and is in a poor state of repair. By leasing it to Burton Academy, the Council will ensure the Academy has sufficient land to meet the needs of its pupils. It will also mean that the Academy is responsible for maintenance costs and ensuring that the land is secure. The land will remain in Council ownership but the Council will not be liable for its running & maintenance costs.
- 3.3 Under the terms of the lease Burton Academy will be required to ensure that the site is enclosed with a secure metal fence and maintained throughout the term of the lease; this includes removal of existing, broken play equipment and defective surface. This significantly reduces the Council's financial liability for the site.
- 3.4 Once the lease is in place for the land at South Parks, the surrender of the lease for the Polsham Centre by the Academy will be triggered. Polsham is a valuable asset in a central location which can be utilised for other service providers such as the Sixth Day Provision.

4. Legal Implications

- 4.1 The proposal is for a peppercorn lease to run for 15 years. In granting the lease the Council would be committed to a long term arrangement. However, it is intended that a break clauses will be incorporated into the lease in favour of the Council to provide flexibility to pursue alternative uses of the site in future years. The break clause will be at 10 years.

- 4.2 The lease would include the usual terms and conditions which protect the Council as the landowner with the liability, third party insurance and security of the site resting with the lessee.
- 4.3 The terms of the lease will ensure that the land is used solely for recreational use/outside space ancillary to the Social, Emotional and Mental Health (SEMH), or as amended by the Department of Education from time to time, education provision within the adjacent Burton Academy and for no other purpose.
- 4.4 Outside of normal school hours and under the direction and management of the tenant, the land may be used for ancillary community use.
- 4.5 A Disposal of Open Space Process has been duly completed with notices published in compliance with Section 123. No objections were received to the notice so the Council is therefore able to proceed with leasing the land to Burton Academy.

5. Engagement and Consultation

- 5.1 As part of this proposal a Section 123 notice disclosing the Council's intention to dispose of the land was published in the newspaper and displayed in the local area. The closing date for objections was 25th July 2019, however, no objections were received.
- 5.2 The proposal has also been raised and discussed as an agenda item at various local forums, with other interested parties and with those directly affected by the proposal. This includes Children's Services as the Commissioner, Environmental Services, the Council's Strategic Land Task Group and the staff, young people, their families and other service users of Burton Academy.
- 5.3 The feedback from all parties has been supportive recognising the benefits the lease will bring to the Academy.

6. Purchasing or Hiring of Goods and/or Services

- 6.1 No works or services will be purchased or hired as a direct result of this proposal.

7. Tackling Climate Change

- 7.1 This proposal has no differential impact on climate change.

8. Associated Risks

- 8.1 If a lease is not granted then services delivered by Burton Academy to some of the most vulnerable children in Torbay are at risk. The Academy would not have sufficient external space to meet the needs of its pupils and would not meet minimum DfE requirements.
- 8.2 If the lease for the land is not agreed, the surrender of the Polsham Centre will not be triggered and it will not be released for use by other service providers such as the Sixth Day Provision.

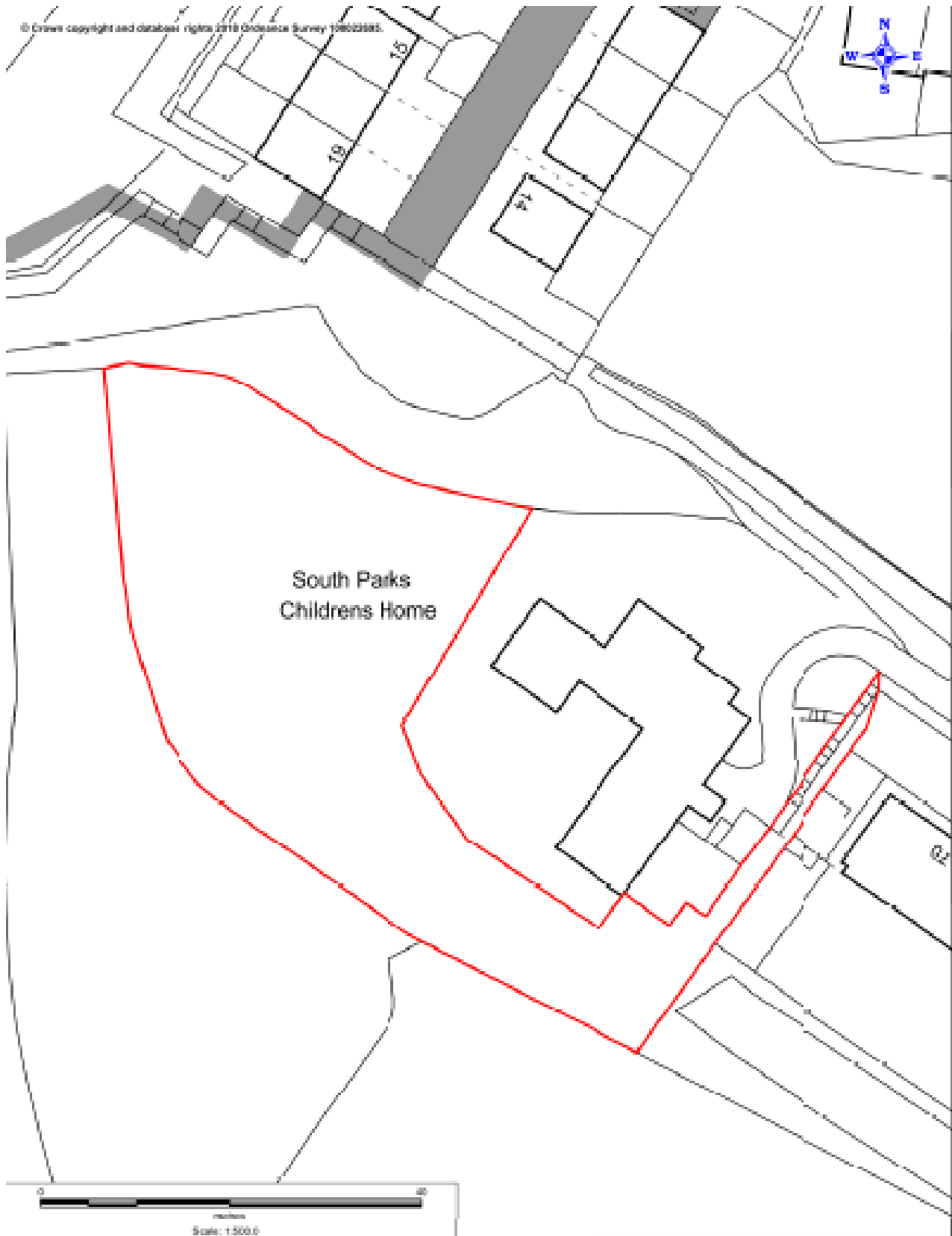
- 8.3 If the peppercorn rent lease is granted the Council is in a long term commitment and the land will not be available for any other purpose or for disposal until the break clause is triggered. However, to date there are no alternative options for the site. The site was previously up for disposal but being landlocked there was no interest and there are very limited opportunities for development.

Equality Impacts

9.	Identify the potential positive and negative impacts on specific groups		
	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people	Long term commitment to an Academy which directly and specifically benefits young people in the area with particular needs which can't be met in mainstream education		
People with caring Responsibilities	Long term commitment to an Academy which directly and specifically benefits young people in the area with particular needs which can't be met in mainstream education		
People with a disability			There is no differential impact
Women or men			There is no differential impact
People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>			There is no differential impact
Religion or belief (including lack of belief)			There is no differential impact
People who are lesbian, gay or bisexual			There is no differential impact
People who are transgendered			There is no differential impact
People who are in a marriage or civil partnership			There is no differential impact
Women who are pregnant / on maternity leave			There is no differential impact
Socio-economic impacts (Including impact on child	Long term commitment to ensure young people from deprived		

	poverty issues and deprivation)	backgrounds are given the support they need & the opportunities to thrive Opportunity to break cycles of poverty & neglect		
	Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	Long term commitment to ensure vulnerable groups of young people are given the support they need & the opportunities to thrive The Academy equips vulnerable young people with the qualifications & life skills for the future; creating a healthy and prosperous community in the bay		
10..	Cumulative Council Impact (proposed changes elsewhere which might worsen the impacts identified above)	Burton Academy caters for young people with very specific needs which cannot always be met in mainstream education. By supporting Burton Academy the Council is fulfilling its statutory role as corporate parent and its commitment to helping and supporting the most vulnerable.		
11.	Cumulative Community Impacts (proposed changes within the wider community (inc the public sector) which might worsen the impacts identified above)	Without the provision at Burton Academy the Council would be failing in part of its responsibilities to young people in the area.		

Appendix 1: Plan of area to be leased



EM Plan No: EM3246
Date: 13th November 2018

Title: South Parks Playground & adj land
Disposal of Public Open Space.

TORBAY DEVELOPMENT AGENCY - ASSET MANAGEMENT

Asset No: T2041 & T105122
LR Title No: DM537137
Scale: 1:500
Area: 1,815.96m²



Background

1. The Children and Young People's Overview and Scrutiny Board met on 1 March 2021 to consider the Her Majesty's Inspectorate of Probation (HMIP) inspection and Local Government Association Peer Review of the Torbay Youth Offending Team.
2. The Board heard from the Cabinet Member for Children's Services, Councillor Law, and Director of Children's Services, Nancy Meehan, who highlighted the key points arising from the Her Majesty's Inspectorate of Probation (HMIP) inspection and Local Government Association Peer Review of the Youth Offending Team (YOT) as set out in the submitted documents. The HMIP report covered three areas:

Domain one: organisational delivery:

Governance and leadership: inadequate – governance arrangements were not robust enough and seniority of board members not at the right level. Challenges had been identified by the Local Government Association (LGA) prior to the inspection but were not able to be addressed due to Covid-19 and the building where the Team was located being closed and the challenges of staff working from home. The YOT Board has been replaced by a Senior Partnership Board who have met to put together a vision for the next 18 months, with an operational Board sitting below to drive forward the changes to the partnership.

Domain two: court disposals:

Outstanding: this needs to be reviewed as it is not right that a child's outcome was better through a court disposal rather than out of court options.

Domain three: out-of-court disposals:

Inadequate: this was due to not being able to evidence the difference it would make to young people or how it would impact on the victims of crime and a lack of a quality assurance framework. It was proposed to take a more restorative approach rather than making use of formal cautions and court processes and to work more closely with the victims to support them in achieving satisfactory outcomes.

It was noted that overall the Youth Offending Team Service was judged as 'requires improvement' although it was acknowledged that the Youth Offending Team was a great and committed Team.

Members asked questions in relation to the following:

- concern that a large number of children and young people involved with the YOT were our children in care or who were not in education, employment or training (NEETs) – there were 24 children and young people who were being supported by the team and they all should be in education, employment and training;
- previously the YOT was highly regarded – the service had not been inspected for a while and when examined in detail there were a number of issues identified;
- different terminology e.g. out-of-court disposal – a glossary of terms to be provided in future reports to help understand the different actions available;
- how the YOT was working with the voluntary and community sector and Torbay Youth Trust to help provide wrap around support and using community provision more effectively – partnership working was a challenge identified by the review, this would be picked up by the Senior Partnership Board who were responsible for the funding;
- how would the lack of feedback be addressed – a quality assurance framework was being put in place to work with the young people, their families and victims which will help shape future provision;
- a third of the children were being educated in alternative provision, Pupil Referral Units can be linked to exclusion what action was being taken to address this – a panel has been established identifying the number of children who were being excluded or put into alternative provision, working with the Local Education Board to see how we can maintain these children in school without adversely impacting on the wider school. Rachael Williams, Assistant Director for Education sits on the YOT Senior Partnership Board and was looking at patterns and trends for elected home education to see if it was done out of choice;
- would the Kickstart programme help some of the young people and if the Youth Cautions would come back – the YOT were exploring options on how best to engage with the young person as options such as Youth Cautions form part of a criminal record but do not enforce engagement with the YOT, a preferred option would be a Youth Conditional Order, a caution given through a Panel and has a condition attached that the young person must work with the YOT;
- has the second YOT manager been found – the manager was in post but was working elsewhere at the time of the inspection with another manager picking up the role;
- number of first time entrants to the YOT being higher than the national average and lack of awareness of activities of the Board and communication of Youth Justice Plan and Business Continuity Plan – the new Senior Partnership Board was communicating to the Operational Board who in turn cascade this to front line staff. The previous Youth Justice Plan had been written by team managers at the time without the wider YOT management board inputting. There has been a slight reduction in new entrants but the data was not up to date due to how it was collated and it would be investigated to see if this was as a result of lockdown;
- the lack of qualified detached youth workers on the street, the guidelines state it should be 2 full time workers per secondary school

and Torbay has 2 full time workers for the whole area – it was suggested that some of the underspend in the overall Children’s Services budget may be used to help support the YOT; and

- overall members were disappointed with the report.

3. The Board resolved unanimously that the Cabinet be recommended:

- (i) to review the underspend in the Children’s Services revenue budget for 2020/2021 and consider investing some of this money in supporting youth services to address some of the issues identified in the Her Majesty’s Inspectorate of Probation (HMIP) Inspection and Local Government Association Peer Review reports and action plan;
- (ii) to ensure the Youth Offending Team continues to work with community and voluntary sector partners, such as Imagine This and the Torbay Youth Trust to ensure positive outcomes for young people who are going through the Youth Offending Service; and
- (iii) to support the appointment of a dedicated Youth Offending Team Manager.

Cabinet Response to the recommendations of the Overview and Scrutiny Board – Review of the Youth Offending Team

No.	Recommendation:	Cabinet Response:
1.	To review the underspend in the Children’s Services revenue budget for 2020/2021 and consider investing some of this money in supporting youth services to address some of the issues identified in the Her Majesty’s Inspectorate of Probation (HMIP) Inspection and Local Government Association (LGA) Peer Review reports and action plan.	This recommendation relates to aspects of the service that is delivered by youth workers rather than the Youth Offending Team itself. Such action will be covered by the implementation of the early help delivery model rather than providing further funding for delivery of service through the Youth Offending Team. Therefore the Cabinet will respond to this recommendation as follows: “The Early Help Board will ensure that youth service priorities are fully incorporated and prioritised for development and implementation within the Early Help Strategic Plan. This will include new priorities such as those recommended by the HMIP Inspection and the LGA Peer Review,
2.	To ensure the Youth Offending Team continues to work with community and voluntary sector partners, such as Imagine This and the Torbay Youth Trust to ensure positive outcomes for young people who are going through the Youth Offending Service.	The Cabinet recognises the hard work of the community and voluntary sector partners and that such an approach is vital to securing positive outcomes for service users and will therefore seek to ensure that the Youth Offending Team continues to work with partners, to ensure that we work with young people within their communities.
3.	To support the appointment of a dedicated Youth Offending Team Manager.	The appointment of dedicated Youth Offending Team Manager is being progressed.

Background

1. The Overview and Scrutiny Board met on 17 March 2021 to consider the review of the Planning Service.
2. The Board heard from the Cabinet Member for Infrastructure, Environment and Culture, Assistant Director of Planning, Housing and Climate Emergency and Director of Place provided the background to the review of the Planning Service and highlighted some of the actions being taken, as set out in the submitted papers, and responded to questions in relation to:
 - the impact if the Planning Service does not improve and if it could be placed in special measures by the Government – this was not likely to happen as this was based on performance of major applications and due to the use of the extension process this was not currently shown and also appeals which the Council performed well on;
 - where the Cabinet Member and officers saw the Planning Service in the next 12 to 18 months – this was a busy period with lots of applications coming forward from the TDA, Torbay Hospital, South Devon College and there was a need to ensure that this was properly resourced. They were putting in place a number of measures to improve communications both internally with other departments and Councillors and externally with agents and applicants, this included officers giving a ‘heads up’ of upcoming controversial applications to Councillors to help them respond to constituents and would require a cultural change within the Team;
 - the importance of continued Member Development for the Planning Committee Members – a training session was being held the following week on housing delivery and supply and a number of modular sessions were being developed on key areas such as drainage and flooding, heritage, and Members were attending Local Government Association webinars to gain further knowledge on areas such as climate change;
 - the acknowledgement that there were issues with the Planning Service and a need to take action to improve this and concern around lack of progress on some projects and poor communication – officers have large caseloads which had caused a backlog of cases, the Team does not always receive the necessary paperwork on time and some of the officers are struggling with working from home and not being able to access the peer support they would normally receive when working in the office, this had impacted on the timescale for dealing with applications, this needed to be addressed and additional temporary resource together with additional resource funded by the NHS and options working with the TDA should help to improve this. It was noted that options had been explored previously with Plymouth City Council and other authorities for a shared planning service but that this had not worked out;
 - the impact of the Inglewood appeal and how the Torbay Local Plan had been underperforming and failing to deliver the anticipated new homes

for a number of years, partly due to the linkages to new jobs, and the process for reviewing the Local Plan and numbers of new homes needed – each year officers check the effectiveness of policies but no formal review had been undertaken until the current light touch review of the Torbay Local Plan, officers were required to produce an annual assessment of the number of new dwellings and new jobs;

- issues in connection with the housing land supply numbers and links to the Housing Delivery Plan – this had been an ongoing issue and officers had been working hard to achieve the figures required by the Government, but this was impacted by changes in legislation, not being able to use the developments from the Land Release Fund sites and failure of developers to deliver on approved planning permission (referred to as land banking);
- not all Council departments working together with the Planning Department and the lack of a clear vision or strategy for development and growth – work was being carried out with the Senior Leadership Team, Cabinet and ThinkingPlace to develop an overall vision for Torbay and where we want to be as a ‘place’ this would help provide that clarity and lead to the development of open conversations with ourselves and communities on where we see our future;
- what changes could be made to officer reports to help Members make more informed decisions – it was suggested that using clear language and reference to policy issues and context and legislation with clear reasons why applications could be approved that may fall slightly out of the normal policy requirements would be useful;
- consideration on putting a limitation on planning applications being delivered to prevent developers from land banking and being more flexible about the type of acceptable development – this could be achieved by way of a condition placed on the approval for a 12 month implementation rather than the standard three years and consideration may need to be given to higher density of development or creating more residential development within the town centres; there was a need to ensure that the Council could demonstrate that it had considered all options when looking at land supply figures and the Council has been working on developing its relationship with Homes England so that they can understand the issues faced by Torbay Council and help to listen and provide a conduit up to the Government to explain our position;
- Planning Committee Members driving past properties whilst they are unable to attend in person site visits so that they understand the lay of the land and street scene etc. – the Assistant Director agreed to raise this issue with the Chairman of the Planning Committee;
- timing of Planning Committee meetings and number of applications on some of the agendas – the timing was to enable the greatest participation and it had been positive to see the representatives from the Neighbourhood Forums attending to speak both in support and against applications, officers were working with the Chairman to try to achieve a more even spread of applications, previously additional or adjourned meetings had been held but there were limited resources within the Governance Support Team to hold additional meetings;
- out of date planning software – this was an area which needed investment as the current system was not fit for purpose; and

- Members acknowledged the hard work of the Team and welcomed the appetite to make improvements to the system.

3. The Board resolved unanimously:

- (i) that the initial Planning Review Action Plan set out in the submitted report be endorsed;
- (ii) that regular liaison sessions be established with the Scrutiny lead for Place, Cabinet Member for Infrastructure, Environment and Culture and the Assistant Director – Planning Housing and Climate Emergency, these sessions to include an early warning in respect of planning delivery risks;
- (iii) that the Overview and Scrutiny Board reviews the progress in implementing the Planning Review Action Plan at its meeting on 14 July 2021 and explores further options for improvement;
- (iv) that the Assistant Director of Housing, Transport and Climate Emergency be requested to work with the Chairman of the Planning Committee to review the report format for planning applications to ensure that it includes all relevant information and links to policies and legislation to provide balanced recommendations, options and reasons for the recommendations;
- (v) that updated information on land supply be published on the Council's website to enable this information to be publicly available; and
- (vi) that regular update training be provided to members of the Planning Committee to ensure that they are kept up to date with key issues, policy and legislation;

4. The Board also resolved unanimously that the Cabinet be recommended:

- a) to ensure that a dedicated resource is established to work with the TDA to progress new housing development working with the Planning Department to ensure that these projects can be progressed at pace;
- b) to consider providing funding for a temporary additional Planning Officer post to help progress the backlog of planning applications; and
- c) to support a review and investment in appropriate planning IT software to ensure it is fit for purpose.

Cabinet Response to the recommendations of the Overview and Scrutiny Board – Review of the Planning Service

Resolutions of the Overview and Scrutiny Board

No.	Recommendation:	Cabinet Response:
1.	that the initial Planning Review Action Plan set out in the submitted report be endorsed;	Cabinet endorses the Overview & Scrutiny Board's endorsement of the Action Plan.
2.	that regular liaison sessions be established with the Scrutiny lead for Place, Cabinet Member for Infrastructure, Environment and Culture and the Assistant Director – Planning Housing and Climate Emergency, these sessions to include an early warning in respect of planning delivery risks;	These regular liaison sessions have started and been diarised for the rest of the year. They are already providing good opportunity for discussion around hot topics within planning and clearer understanding of pressures and priorities. In addition engagement continues between these key members outside of these sessions, as issues arise.
3.	that the Overview and Scrutiny Board reviews the progress in implementing the Planning Review Action Plan at its meeting on 14 July 2021 and explores further options for improvement;	Further report scheduled to be brought to the Overview and Scrutiny Board on 14th July 2021.

4.	that the Assistant Director of Housing, Transport and Climate Emergency be requested to work with the Chairman of the Planning Committee to review the report format for planning applications to ensure that it includes all relevant information and links to policies and legislation to provide balanced recommendations, options and reasons for the recommendations;	First meeting diarised for Chairman of Planning Committee, Development Management Head of Service & Assistant Director, to interrogate Planning Committee Reports - their structure, content and style to ensure they are providing Planning Committee Members with the right information, in a clear format, in order to make their decisions.
5.	that updated information on land supply be published on the Council's website to enable this information to be publicly available	Upon completion of the annual monitoring of housing completions, undertaken in the last week of March, all figures will be publicised clearly on the website and shared with Neighbourhood Forum colleagues. The issue of Land Supply is indeed a cornerstone of all that the Planning Service do and the Assistant Director will ensure that there is no loss of focus on the importance of striving towards and maintaining a 5 year Housing Land Supply. Pro-active engagement continues with registered providers, Homes England, local agents and developers to bring forward priority (stalled) sites.
6.	that regular update training be provided to members of the Planning Committee to ensure that they are kept up to date with key issues, policy and legislation;	Annual Programme of training being prepared and will be open to all Councillors and our Neighbourhood Forum colleagues, not just to Planning Committee members. Due to start in the next two months with a mixture of external speakers from Statutory Bodies, Partner Organisations, Technical expertise and Council Officers.

Overview and Scrutiny Board Recommendations to Cabinet:

No.	Recommendation:	Cabinet Response:
A.	To ensure that a dedicated resource is established to work with the TDA to progress new housing development working with the Planning Department to ensure that these projects can be progressed at pace.	Discussions taken place between the Assistant Director and the TDA, in order to establish a new Planning Performance Agreement (PPA) which would provide a dedicated planning officer resource to handle the TDA submissions on behalf of Torbay Council.
B.	To consider providing funding for a temporary additional Planning Officer post to help progress the backlog of planning applications.	Six months of an additional planning officer, to assist in clearing the backlog of applications, particularly heritage related cases and allowing the team to provide better levels of service to applicants, agents and Councillors. Work begun on looking for available Planners in the market, with relevant experience. In addition we are securing additional resource, dedicated planning officer posts, through funding from the NHS Trust and TDA for hospital and TDA promoted developments.
C.	To support a review and investment in appropriate planning IT software to ensure it is fit for purpose.	New Total Land Charges system links to the planning back office system and along with the wider digitalisation work, will allow for better efficiency in the processing of Land Searches. Support required from specialist company to get s106/CiL back office system set up and operating.