

Monday, 14 March 2022

## **CABINET**

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

**Tuesday, 22 March 2022**

commencing at **5.30 pm**

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

### **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:

**June Gurry, Town Hall, Castle Circus, Torquay, TQ1 3DR**

Email: [governance.support@torbay.gov.uk](mailto:governance.support@torbay.gov.uk) - [www.torbay.gov.uk](http://www.torbay.gov.uk)

# CABINET AGENDA

1. **Apologies**  
To receive apologies for absence.
2. **Minutes** (Pages 4 - 10)  
To confirm as a correct record the Minutes of the meeting of the Cabinet held on 22 February 2022.
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. **Torbay Young Carers Under 25 Strategy** (Pages 11 - 51)  
To consider a report that seeks approval of the Torbay Young Carers Under 25 Strategy.
7. **Devon, Plymouth and Torbay County Deal - Current position and appointment of Advisory Board** (Pages 52 - 63)  
To consider a report that provides the current position in relation to the development of a County Deal for Devon, Plymouth and Torbay and sets out how members of the Council will be involved as discussions and negotiations continue over the coming months.

8. **Carbon Neutral Council Programme** (Pages 64 - 141)  
To consider a report that seeks approval for two key elements of the approved Carbon Neutral Torbay Approach.
9. **Draft Torbay Joint Health and Wellbeing Strategy 2022-26** (Pages 142 - 161)  
To consider a report that seeks approval to undertake consultation on the Draft Torbay Joint Health and Wellbeing Strategy 2022-26.
10. **Review of Torbay's Housing Crisis - Report of the Overview and Scrutiny Board** (Pages 162 - 175)  
To consider the recommendations of the Overview and Scrutiny Board on the Review of Torbay's Housing Crisis and formally respond to the recommendations contained within the submitted report.
11. **Empty Homes Policy** (Pages 176 - 201)  
To consider a report that seeks approval of the Empty Homes Policy.
12. **Budget Monitoring 2021/22 - Period 10 (April - January) Revenue Outturn Forecast and Quarter 3 (Period 9, to December) Capital Outturn Forecast** (Pages 202 - 227)  
To consider a report that provides a high-level budget summary of the Council's revenue and capital position for the financial year 2021/22.

### **Meeting Attendance**

Torbay Council has taken the decision to continue operating in a Covid-19 secure manner in order to protect staff and visitors entering Council buildings and to help reduce the spread of Covid 19 in Torbay. This includes social distancing and other protective measures (e.g. wearing a face covering (unless exempt), signing in and using hand sanitiser). Our public meetings will continue to operate with social distancing measures in place and as such there are limited numbers that can access our meeting rooms. Also, to help prevent the spread of the virus, anyone attending meetings is asked to take Covid lateral flow test the evening before - if you have a positive test result please follow the Government's guidelines and do not attend the meeting.

If you wish to attend a public meeting please contact us to confirm arrangements for your attendance.

**Minutes of the Cabinet**

**22 February 2022**

**-: Present :-**

Councillor Steve Darling (Chairman)

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

(Also in attendance: Councillors Amil, Bye, David Thomas and Douglas-Dunbar)

---

**308. Minutes**

The Minutes of the meeting of the Cabinet held on 11 January and 18 January 2022 were confirmed as a correct record and signed by the Chairman.

**309. Communications**

The Leader of the Council, Councillor Darling welcomed Jane Inett, Head of the Virtual School. Ms Inett presented the Annual Report (2020-21) of the Virtual School Governing Body drawing particular attention to attainment, attendance, exclusions and the recently introduced extended duty of the Virtual School to monitor educational progress of children on Children in Need and Child Protection Plans. The Leader of the Council thanked Ms Inett and her team for the dedication and effort they display in ensuring our Cared for Children and Young People are supported to reach their full potential.

**310. 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.

**311. Revenue and Capital Budget 2022/2023**

**312. Torbay Council Strategic Asset Management Plan**

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

---

Chairman

## Record of Decisions

### Revenue and Capital Budget 2022/2023

#### Decision Taker

Cabinet on 22 February 2022.

#### Decision

The Cabinet recommends to Council the following:

#### Revenue Budget 2022/23:

- 1) That for 2022/23 net revenue expenditure of £120.8m resulting in a Council Tax requirement of £78.1m for 2022/23 (a 2.99% increase in Council Tax, of which 1% is for Adult Social Care) be approved;
- 2) That the proposed Fees and Charges for 2022/23 be approved;
- 3) That, in accordance with the requirement of the Local Government Act 2003, the advice given by the Chief Finance Officer with respect to the robustness of the budget estimates and the adequacy of the Council's reserves (as set out in the report) be noted;
- 4) That it be noted that the Brixham Town Council precept for 2022/23 of £379,600 will be included as part of the Torbay Council budget for Council Tax setting purposes;
- 5) That to ensure the continuation of the integrated health and adult social care arrangements with the CCG and the ICO for a further two financial years, after the end of the current agreement in March 2023, that Council allocate funding of £55.4m for 2023/24 and £56.5m for 2024/25.

#### Capital Plan 2022/2023:

- 1) That the Capital Plan for 2022/23 as set out in Appendix 1 to the submitted report be approved.

#### Capital Strategy 2022/2023:

- 1) That the Capital Strategy 2022/23 be approved.

#### Review of Reserves 2022/2023:

- 1) That, in support of the 2022/23 budget setting process, Council notes the Council's reserves position.

#### Reason for the Decision

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

## **Implementation**

The recommendations of the Cabinet will be considered at the meeting of Council being held on 3 March 2022.

## **Information**

The Cabinet considered a report that outlined the draft revenue and capital budgets and implications of the draft proposals for service change, income generation and efficiencies. The 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 2022/2023. 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**

23 February 2022

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

## Record of Decisions

### Strategic Asset Management Plan

#### Decision Taker

Cabinet on 22 February 2022.

#### Decision

- 1) That Council be recommended to approve the draft Asset Management Strategy 2022 – 2027 set out at Appendix 2 to the submitted report.
- 2) That the Council be recommended to request the Monitoring Officer to update the Council Constitution to reflect the Corporate Asset Management Strategy 2022 – 2027 is reviewed and approved by Full Council every 5 years.
- 3) That subject to Council approving 1) above the Cabinet approves the draft Asset Management Policy 2022 – 2027 as set out at Appendix 3 to the submitted report.
- 4) That the Asset Management Operational Delivery Plan be prepared and delegated to the Director of Place, in consultation with the Cabinet Member for Economic Regeneration, Tourism and Housing, for approval.

#### Reason for the Decision

Torbay Council's Strategic Asset Management Plan will define the principles, criteria and processes through which decisions will be made regarding the use of Council assets.

#### Implementation

The recommendations of the Cabinet will be considered at the Council meeting on 3 March 2022.

#### Information

The Strategic Asset Management Plan 2022 ~ 2027 sets out the Council's approach to the strategic management of its assets, how it will support service delivery, provide the Council with income and how it will fulfil its mission to support, enable and empower its residents, our communities, and our partnerships, promote growth and place shaping within Torbay; and deliver the Torbay Community and Corporate Plan 2019 ~ 2023 One Torbay: Working for all.

The draft Strategic Asset Management Plan had been subject to public consultation and considered by the Overview and Scrutiny Board.

At the meeting 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

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**

23 February 2022

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



## Record of Decisions

### Annual Pay Policy including Gender Pay Gap Report

#### Decision Taker

Cabinet on 22 February 2022.

#### Decision

That Council be recommended to approve:

- 1) the Torbay Council Annual Pay Policy Statement 2022/23 as set out in Appendix 1 to the submitted report be approved for publication;
- 2) the Torbay Council Gender Pay Gap Report, contained within the Annual Pay Policy Statement 2022/23 in Appendix 1 be approved for publication; and
- 3) 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 3 March 2022.

#### 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 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

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**

23 February 2022

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

**Meeting:** Cabinet

**Date:** 22 March 2022

**Wards affected:** All

**Report Title:** Torbay Young Carers Under 25 Strategy

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

**Cabinet Member Contact Details:**

Cordelia Law (Children), [Cordelia.Law@torbay.gov.uk](mailto:Cordelia.Law@torbay.gov.uk);

Jackie Stockman (Adults and Public Health), [Jackie.stockman@torbay.gov.uk](mailto:Jackie.stockman@torbay.gov.uk)

**Director/Divisional Director Contact Details:**

Nancy Meehan (Director Children's Services) [Nancy.Meehan@torbay.gov.uk](mailto:Nancy.Meehan@torbay.gov.uk);

Jo Williams (Director Adult Services), [Joanna.Williams@torbay.gov.uk](mailto:Joanna.Williams@torbay.gov.uk)

## 1. Purpose of Report

---

- 1.1 In 2012, Torbay launched its first combined Strategy for Young Carers<sup>1</sup> under 25, bringing together plans for Young Carers (under 18) and Young Adult Carers (aged 16-25).
- 1.2 The purpose of this report is for Cabinet to endorse the attached Torbay Young Carers under 25 Strategy and Action Plan for 2022-25.

## 2. Reason for Proposal and its benefits

---

- 2.1 This Strategy's vision will enable Torbay's Young Carers and Young Adult Carers to be protected from inappropriate caring, and to have access to any additional support they may need to ensure that they are safe, healthy,

---

<sup>1</sup> Young Carers care for a friend or family member who, due to illness, disability, a mental health problem or an addiction, cannot cope without their support.

aspiring and achieving. This will be achieved through effective partnership working and the delivery of timely and high-quality services.

- 2.2 This Strategy provides a flexible and effective mechanism that confirms the common intent to find the most effective ways of supporting Young Carers under 25 and their families. The Action Plan at the end of the document sets out the goals, expectations and responsibilities for the next three years, and will be robustly monitored
- 2.3 The Children's Society estimates that there are around 800,000 Young Carers under 18 caring for an adult or family member in the UK, and of those aged 11-15 27% miss or have difficulties at school due to their caring responsibilities.<sup>2</sup> These statistics mean that there will be at least 1,380 Young Carers under 18 in Torbay, but with Torbay's deprivation and the correlation between deprivation and caring, the number is likely to be higher.
- 2.4 It is estimated that there are more than 314,000 Young Adult Carers aged 16-24 in England and Wales, with over one in ten Young Adult Carers providing 50 or more hours of unpaid care a week.<sup>3</sup> In Torbay, that would mean there are at least 542 Young Adult Carers, of whom 340 are linked with the Young Adult Carer Service, at end January 2022.
- 2.5 While research has found that caring can be very rewarding; there is a strong body of evidence about the negative impact of caring on health outcomes, social connectivity, educational engagement and employment opportunities for Young Carers.<sup>4</sup> This inter-agency Strategy demonstrates the commitment of Torbay's health, care, educational and employment organisations to work together to mitigate these negative impacts.

### 3. Recommendation / Proposed Decision

---

1. To approve Torbay's Young Carers under 25 Strategy 2022-2025 as set out at Appendix 1.

---

<sup>2</sup> [Supporting Young Carers | The Children's Society \(childrenssociety.org.uk\)](https://www.childrenssociety.org.uk)

<sup>3</sup> [Young Adult Carers - Learning and Work Institute](https://www.learningandworkinstitute.org.uk)

<sup>4</sup> [The lives of young carers in England: Qualitative report to DfE | www.basw.co.uk](https://www.basw.co.uk)

## Appendices

### Appendix 1: Torbay Young Carers Strategy and Action Plan 2022-25

## Supporting Information

### 1. Introduction

---

- 1.1 This Strategy formalises various partners' commitments to supporting Young Carers under 25. It builds on existing 2014 legislation and more recent national developments such as Department of Health and Social Care Guidance for Young Carers Transitioning to Adulthood (2018)<sup>5</sup>, the NHS Long-term Plan (2019)<sup>6</sup>, GP Carers' Quality Markers (2019)<sup>7</sup> and NICE Guidance for Adult Carers (2020)<sup>8</sup>. It also delivers the Devon Integrated Care System's 'Commitment to Carers' (2019)<sup>9</sup>.

### 2. Options under consideration

---

- 2.1 This is a Strategy about partnership working to enhance our legal responsibilities towards Young Carers under 25 and therefore no alternatives are considered.

### 3. Financial Opportunities and Implications

---

- 3.1 The Strategy itself does not require resourcing beyond what is already in place.

### 4. Legal Implications

---

- 4.1 This Strategy is based upon legal requirements for Young Carers under Children and Families Act (2014) and The Care Act (2014)

---

<sup>5</sup> 'Shaping our future, Improving Assessment and Support for Young Carers' Transition into Adulthood' (2018) DHSC

<sup>6</sup> [www.longtermplan.nhs.uk](http://www.longtermplan.nhs.uk)

<sup>7</sup> <https://www.england.nhs.uk/publication/supporting-carers-in-general-practice-a-framework-of-quality-markers/>

<sup>8</sup> <https://www.nice.org.uk/guidance/ng150>

<sup>9</sup> <https://www.icsdevon.co.uk/priorities/carers/>

## 5. Engagement and Consultation

---

5.1 There has been active engagement with Young Carers under 25 in developing the Strategy, and this is one of its key priorities for any ongoing work as outlined below:

- Consultation with Young Carers and Young Adult Carers Operational Steering Group (Feb - April 21), including face to face and on-line meetings.
- Young Adult Carer Operational Steering Group developed a questionnaire to be completed by Young Carers under 25 about their priorities
- Engagement with staff in partner agencies, to review the needs of Young Carers, and identify gaps in service (Feb – October 21).

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

---

6.1 The Strategy itself has no impact on the purchasing or hiring of goods or services.

## 7. Tackling Climate Change

---

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

## 8. Associated Risks

---

8.1 Partnership working will continue even without the Strategy, but having the Action Plan will enable robust operational monitoring to ensure that it is driven forward at pace.

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

	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people	On YCs themselves and impact on those they care for		
People with caring Responsibilities	On all YCs under 25		
People with a disability	All those cared for		
Women or men			x
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)	Specific target (1.8) for Carers from minority ethnic backgrounds		
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			x

poverty issues and deprivation)			
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	Strategy mitigates the impact of caring on YCs' mental / physical wellbeing, and educational attainment		

## 10. Cumulative Council Impact

---

10.1 None

## 11. Cumulative Community Impacts

---

11.1 None



**Torbay Young Carers Under 25  
Strategy & Action Plan  
2022 – 2025**

# **Torbay Strategy For Young Carers Under 25**

**2022 – 2025**

***“Thank you... you have transformed us as a family and helped us to realise what we can achieve by letting the right people in.”***

Parent of Young Carer following assessment and family intervention

***“I really never thought we would be where we are now 7 years ago when I was introduced to the Young Adult Carers team. They allowed me to have an education, a life outside caring, and now, my own family.”***

***“I would not have stayed in education without the support I received”.***

***“Another thing that I found really helpful from the Young Adult Carers service was the ability to have my voice heard. I was a guest speaker at many places such as local social clubs, fundraiser evenings and even got to speak to the governing board at the hospital. It allowed me to tell my story to important people in the community and raise awareness of our role and how the community can support us.”***

***“A big part of that was speaking to the hospital board about how Young Carers are treated when bringing someone along to an appointment as I was often shunned and spoken down to, they just thought I was mum's child and didn't realise I actually had all of her medical information and handled her day to day medicine and care. After that meeting at the hospital, I found I was treated differently. People had been trained to look out for Young Carers.”***

A Torbay Young Adult Carer

***“It's really hard for me to get excited about anything in my life, but I get really excited about this project. It's kind of pure – everything in my life always seems to come with worries and anxieties, but this project comes with no worries at all AND its something that is just for me and makes me have times for myself. So much of what I do is about other people.”***

Young Carer participant in art project with a focus on transition to adulthood

**The vision of this Strategy is to enable Torbay's Young Carers and Young Adult Carers to be protected from inappropriate caring, and to be able to have access to any additional support they may need to ensure they are safe, healthy, aspiring and achieving. We will achieve this through effective partnership working and the delivery of timely and high-quality services.**

**This refreshed strategy will provide a flexible and effective mechanism that confirms our common intent to find the most effective ways of supporting Young Carers under 25 and their families. The Action Plan at the end of the document sets out the goals, expectations and responsibilities for the next three years.**

## **Introduction**

Torbay's Strategy for Young Carers under 25 years old refreshes and builds on our previous Strategy for Young Carers Under 25 (2012-15). It represents the continued commitment by Torbay Council, Torbay and South Devon NHS Foundation Trust, and Torbay Youth Trust, together with their partner agencies (see Action Plan), to continue to deliver joined-up support services for this important group of young people and their families. It also sits firmly under - and links robustly into - the over-arching Torbay Carers Strategy 2021-24.

In producing this inter-agency strategy, there is a recognition that we need to continue to take a whole family approach to supporting Young Carers under 25 to achieve their outcomes, and that for the strategy to be effective we should design it around those outcomes and not around organisational boundaries.

## **Who is a Young Carer under 25?**

It is someone aged under 25 who cares for a friend or family member who, due to illness, disability, a mental health problem or an addiction, cannot cope without their support. Older Young Carers (16 – 25) are known as 'Young Adult Carers' and they may have different support needs to younger Carers.

Young Carers and Young Adult Carers tell us that they may be helping to care for a physically disabled parent or sibling, or a parent experiencing mental ill health, alcohol or drug misuse. While research has found that caring can be very rewarding; there is a strong body of evidence about the negative impact of caring on health outcomes, social connectivity, educational engagement and employment

opportunities for Young Carers.<sup>10</sup> Often the caring role has a significant impact on their lives, resulting in difficulties at school, emotional difficulties or social isolation.

Frequently young people in caring roles do not feel that they are able to access the same opportunities as their peers because they are concentrating on their caring roles.

### **The Legislative Context**

The Children and Families Act (2014) required local authorities to take reasonable steps to identify Young Carers in their area, provide assessments for Young Carers under the age of 18, and identify whether caring responsibilities are appropriate.

The Care Act (2014) introduced new obligations to Young Carers in transition to adulthood, including the requirement on adult services to provide transition planning for Young Carers who are likely to need support after becoming 18 years old.

### **The National Context**

The Children's Society estimates that there are around 800,000 Young Carers under 18 caring for an adult in the UK, and of those aged 11-15 27% miss or have difficulties at school due to their caring responsibilities.<sup>11</sup>

It is estimated that there are more than 314,000 Young Adult Carers aged 16-24 in England and Wales, with over one in ten Young Adult Carers providing 50 or more hours of unpaid care a week.<sup>12</sup>

With the added complications of COVID-19, Young Carers and Young Adult Carers have missed out on even more education, work and social opportunities than before and urgent support is needed if they are not to be left behind their peers.

Nationally there has been increasing recognition of Young Carers and the need to mitigate the impact of their caring role. For example, in 2019 the NHS Long-term plan noted Young Carers feel invisible and often in distress, with up to 40% reporting mental health problems arising from their experience of caring. Young Carers should not feel they are struggling to cope on their own. The NHS will be rolling out 'top tips' for general practice which have been developed by Young Carers, which include access to preventive health and social prescribing, and timely referral to local support services.

---

<sup>10</sup> [The lives of young carers in England: Qualitative report to DfE | www.basw.co.uk](http://www.basw.co.uk)

<sup>11</sup> [Supporting Young Carers | The Children's Society \(childrenssociety.org.uk\)](http://childrenssociety.org.uk)

<sup>12</sup> [Young Adult Carers - Learning and Work Institute](http://www.learningandworkinstitute.org.uk)

The revised guide 'Working Together to Safeguard Children' (2018) has strengthened the emphasis on early identification, assessment and intervention, and has reinforced the need for agencies to work together effectively to support families with Young Carers, developing a whole-family approach.

In addition, 'Shaping our future, Improving Assessment and Support for Young Carers' Transition into Adulthood' (2018) DHSC reinforces the importance of strong partnership working to support the transition of young carers into adulthood within the national and local context.

### **The Torbay Context**

In 2019, the organisations belonging to the Integrated Care System signed up to a Commitment to Carers (C2C) with seven principles based on the NHSE's Commitment to Carers and the Triangle of Care.

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

Each of the principles includes more details about identifying, supporting and involving Carers including Young Carers. In Torbay, the following organisations have signed up to the Commitment to Carers:

- Torbay and South Devon NHS Foundation Trust
- Torbay Council
- Torbay Youth Trust
- Devon Partnership Trust
- Rowcroft Hospice
- Compass House Medical Centres

The Torbay Young Carers' Health Needs Assessment of 2016<sup>13</sup> estimated that there were around 1,170 Young Carers under 25 in Torbay in 2011. This equated to approximately 35 Young Carers per 1,000 young persons aged less than 25 years – significantly higher than the England average of what. There were more female (55%) than male Young Carers; with the majority (66%) aged between 16 and 24

---

<sup>13</sup> HNA drew on information drawn from the Census of 2011 and from claims of Carers allowance aged 18 to 24 years of age (2011)

years and of White British ethnicity. Compared to England, over half of the wards of Torbay had significantly more young unpaid Carers, who also provided more intensive levels of support. Similar to national findings, the majority of Torbay's young unpaid Carers self-reported their health status as good or very good; however there was a higher proportion reporting fair, bad or very bad health status. Whilst we have not yet received the data from the 2021 Census, we know that there are more young people than ever in caring roles now, particularly as we navigate through the significant changes that have occurred over the past two years of the Covid pandemic.

Torbay has long-established and well-developed support in place for Carers under 25. Now part of Torbay Youth Trust, the Young Carers Service works with Carers up to age 18, and the Young Adult Carers Service, which sits within Torbay and South Devon NHS Foundation Trust, has been running services to Carers aged 16-25 since 2009. These two services work closely together, including focusing particularly on the transition phase (14-18), with the service overlap between 16 and 18 ensuring transition between services happens at the most suitable time for the young person.

In February 2021, the Directors of Torbay Children's Services, Torbay Adult's Services and The Youth Trust committed to the refreshed Memorandum of Understanding 'No Wrong Doors: working together to support Young Carers and their families', an important document which emphasises the benefits of a joined-up approach. But beyond this, our approach reaches into the heart of good partnership working across a variety of agencies and organisations to ensure that the voice of Young Carers under 25 can really be heard, and that the outcomes they identify, whether individually or more generally, can be the focus of the work.

There are good reasons for looking at Young Carers throughout childhood into young adulthood:

- The development needs of children and young people do not fit neatly with the boundaries between Children and Adult services. Evidence from the experience of Young Carers and Torbay Young Adult Carers service has highlighted that the needs of most Young Carers over 16 were closer to those of adults than young children (e.g. issues of employment, higher education, personal relationships)
- Many disabled and vulnerable parents are known to Adult services, which has a duty to support them in their parenting role. This support should have a significant impact on reducing inappropriate caring by Young Carers.
- Planning for the transition of young people into adulthood requires effective joint working and a shared commitment to seamless services.

## **Torbay's Vision for Young Carers under 25 – 2022-2025**

The priorities for Young Carers are no different from those we hold for all young people in Torbay, and the 4 priorities within the Children and Young Peoples' Plan (CYPP) 2018-23<sup>14</sup> are key aspirations we hold for Young Carers alongside our targets for them as a unique group. The priorities of the CYPP are:

Priority 1: Children get the best start in life

Priority 2: The impact on children and families from domestic abuse, alcohol/substance misuse and all forms of child exploitation is reduced

Priority 3: Education outcomes for all children and young people are improved

Priority 4: Young people are healthy, make positive choices and influence their own future.

In Torbay the needs of Young Carers under 25 are recognised in the over-arching Torbay Carers Strategy 2021-4.

### **Continuing our Work with Young Carers Under 25 Across Torbay**

Young Carers being supported in Torbay range from 5 years to 25 years, and provide varying levels of care. Torbay Young Carers Service and the Young Adult Carers Service are working with over 700 young people, providing a range of support according to the level of caring role and need.

A broad range of services for Young Carers under 25 is delivered in Torbay:

- A drop-in and appointment-based service within most secondary schools and South Devon College.
- Young Carers assessments offered to children and young people with an identified caring role in line with statutory requirements.
- Targeted young Carer assessment, advice and support in referring primary schools.
- South Devon College have a specific Learning Support Lead who works to identify and support Young Carers and Young Adult Carers at the College.
- Fortnightly drop-ins for 16-25 year olds (which can be quickly moved on-line during Covid whenever required).
- Supporting transition for those young people moving from primary to secondary school, from secondary school to college, into employment, and as they reach 25 or if their caring role comes to an end.

---

<sup>14</sup> [Children and Young People's Plan - Torbay Council](#)

- Individual support for those Young Carers under 25 with higher intensity of need or risk.
- Advocacy and involvement workers in child protection, Child in Need and Common Assessment Framework forums and plans.
- Events and activities for Young Adult Carers and Young Carers and their families

### **Strategic Priorities 2022 – 25 for Young Carers under 25**

The overall aims of this strategy are that young people with caring responsibilities will be identified as early as possible through sound understanding and awareness in all services that support children or their parents. This will enable them to achieve the best outcomes possible, thereby reaching their potential, while their special roles within their families are acknowledged, rewarded and supported. We will continue to work with a whole family approach to reducing inappropriate levels of care by young people and will ensure Young Carers' voices and those of their families shape our services, and provide regular review and audit of those services.

In addition to the consultation for the overarching Carers Strategy, we established a consultation process to develop the priorities specific to Young Carers under 25:

- Consultation with Young Carers / Young Adult Carers Operational Steering Group (Feb - April 21), including face to face and on-line meetings. This led to the Young Adult Carer Operational Steering Group developing a questionnaire to be completed by Young Carers under 25.<sup>15</sup>
- Linking with staff in partner agencies, to review the needs of Young Carers, and identify gaps in service (Feb – October 21).

**Our four priority areas for action are:**

- 1. Identification of Young Carers Under 25 at the First Opportunity**
- 2. Information, Advice and Support Services available to Young Carers Under 25**
- 3. Young Carers Under 25 Assessments Proportionate to Need, including Whole Family Approach**
- 4. Involvement of Young Carers Under 25 in service delivery, evaluation and commissioning.**

The Action Plan attached to this strategy sets out the steps within each priority area that we will take, what outcomes will be achieved, the timescales and the accountable agencies.

---

<sup>15</sup> Available on request



# Torbay Young Carers Under 25 (YC<25)

## Strategy Action Plan 2022 – 2025

### 1. Identification of Young Carers Under 25 at the First Opportunity

	Priority	Target/Service Standard	Timescale	Responsible
1.1	Young Carers Under 25 Awareness - programme of on-line and bespoke training with Young Carers under 25 helping to deliver, which improves early identification of Carers including Young Carers (YCs)	Develop and maintain rolling program to <ul style="list-style-type: none"> <li>- GP practices</li> <li>- Hospitals</li> <li>- Schools/College/Universities</li> <li>- Adult &amp; Children’s Social Care Teams</li> <li>- Drug and Alcohol Services</li> <li>- Devon Partnership Trust</li> <li>- CAMHS</li> <li>- Imagine This partners</li> <li>- Other agencies within the Bay</li> </ul>	3-year cycle	Torbay Carers Service & Youth Trust’s Young Carers Service (TYCS)
1.2	Young Carers Under 25 Carer Awareness to improve early identification of Carers including Young Carers	Develop suite of on-line training for different situations – <ul style="list-style-type: none"> <li>- First brief video – basic awareness</li> <li>- On-line quiz to enable self-identification</li> <li>- Young Carers under 25 stories onto video</li> <li>- ‘Seven-minute briefing’ training tool</li> </ul> Develop posters and other campaign materials for communal areas eg GP practices, youth clubs, sports halls Lessons/ Presentations at schools/colleges about being YC. Creative use of social media.	December 22	Torbay Carers Service & Youth Trust (Young Carers Services)  Torbay Carers Service/ Youth Trust / S Devon College

		Involvement of Young Carers, and use of video, art works and podcasts created by young people to raise awareness. Distribution of regular newsletter to professionals as well as families to keep Young Carers in mind.		Young Carers Service
1.3	Improve public identification of Young Carers Under 25	Regular campaigns to raise awareness of Young Carers Under 25 across Torbay (linking in with Torbay Carers Strategy 21-24 action Plan)	Carers Week Carers Rights Day Young Carers Day	Carers Services Carers Services Youth Trust
1.4	Improve identification of Young Carers Under 25	Link into national Carers events to promote identification of Young Carers Under 25 by Commitment to Carers (C2C) organisations (as per wider Carers Strategy)	Carers Week Carers Rights Day Young Carers Day	C2C organisations
1.5	Improve identification of Young Carers Under 25 in Educational Settings including Torbay Children educated in Devon	Update current contacts and establish link worker within every school / educational setting in Torbay (to include PRU, MTS, SEN provision). Develop links with schools outside the Torbay boundary attended by Torbay children. Sign off working agreement with DYC for Young Carers from Devon at school in Torbay / Torbay YCs at school in Devon Undertake annual schools survey to ID young Carers, and use findings to inform services	List by Mar 2022 Update termly  March 2022  Annual	TYCS / Schools and educational settings. TYCS Corridors Project / Devon Young Carers
1.6	South Devon College to continue to identify Young Carers Under 25	Through Learning Support Lead, Young Carers Service, and Young Adult Carer Service. Set and achieve target for each year.	2022 - 2023 - 2024 -	SDCollege/YAC Service/YC Service
1.7	GP Practices to continue to improve identification of Young Carers Under 25	To increase numbers of Young Carers under 25 and specifically under 18 identified and logged as carers on EMIS System within Practice (in line with Quality Markers and Torbay Carers Strategy 21-24 action Plan).	2022 - 2023 - 2024 -	YCS/YAC Service/GP Surgeries

		Set and achieve targets (119 Under 18s as of Nov 2021) Build relationships between Young Carers Service and GP surgeries to improve identification of Young Carers.		Young Carers Service
1.8	Improve identification of Young Carers under 25 from Ethnic Minority backgrounds	Involvement in 'Mind the Gap' Project. Increase links with community organisations Consideration of language – ensuring both written and verbal information is accessible to all.	Ongoing Ongoing April 25	YC Service/YAC Service and partners
1.9	Other Agencies to continue to improve identification of Young Carers Under 25 as per Devon-wide Commitment to Carers	Increase numbers of Young Carers under 25 identified and referred to YAC/YC Service. Set and achieve targets Devon Partnership Trust Child and Adolescent Mental Health Service (CAMHS) Community Mental Health Teams Adult Social Care Children's Services Enhance relationships and named links with teams working with children and families across Torbay (including 0 – 19 services, Children's Disability Team, Children's Learning Disability Team, CAMHS, Children's Social Care, Early Help Team, Imagine This partners) Build relationships with adult teams such eg. Adult social care; Adult Mental Health; Substance Misuse services; Carers Support Workers in GP Surgeries / hospital.	2022 - 2023 - 2024 -	YC Service, YAC Service and Partners

## 2. Information, Advice and Support Services available to Young Carers Under 25

	Priority	Target/Service Standard	Timescale	Responsible
2.1	Enable Young Carers under 25 to easily find information about	With Young Carers under 25, co-produce range of information in range of formats.	Distribute leaflet by	Young Carers Services/YAC Services

	relevant support, by maintaining a range of information, in a variety of formats, and available at a range of places.	Ensure information around support for Young Carers under 25 is clear and easy to find. Clear links to other information/support services available for young people under 25. Continue to provide advice and information via website and social media, including links and awareness of wider support agencies.	March 2022  March 22 and ongoing	
2.2	Maintain Young Adult Carers and Young Carers information, advice and support services.	Range of drop ins and booked appointments available to identified Young Carers under 25 across Torbay (schools, college, other). YC Service to continue to provide range of activities, groups and support open to all Young Carers regardless of caring level (as well as additional support appropriate to those with higher level needs). Include evaluating impact of these. Use range of communication methods (including online), depending on individual family preference / situation Link regularly with partners in schools and wider agencies who are working with Young Carers / their families. Ensure aware of YC activities so they can support YCs' attendance. (Professionals mailing list to be established as per 1.2) Creation of lanyards for Young Carers to include age appropriate information, advice, links and QR codes to access website (alongside young Leaders group) Development of welcome packs for YCs joining service Development of support tailored to specific groups of carers e.g Parental Mental Illness, Substance Misuse, MS; Siblings with ADD, ADHD, neurodiversity.	Ongoing  Ongoing  Ongoing  March 2024  March 2024 March 2024	YC and YAC Services  YC Services  YCS  YCS YCS
2.3	Ensure GP practices meet requirements of GP Quality Markers (as per Torbay Carers	Work with GP-based Carer Support Workers to ensure Practices are Young-Carer friendly.	March 2024  March 2024	Carers Services/ YCS/ GP CSWS

	Strategy 21-24)	Ensure Young Carers / YACS know what GP practices offer. Pilot within 2 Surgeries – work with surgery teams and Young Carers who are registered with these surgeries.		
2.4	Improve opportunities and support to Young Carers under 25 in employment or wishing to seek employment	Support Young Carers under 25 into employment including Set and achieve target for NEET Carers. Enhance links with partners who support Carers into work Brixham YES, Eat that Frog, JobCentre, CareersSouthWest	2022 2023 2024	Carers Services, Youth Trust, Careers South West and partners
2.5	South Devon College to maintain information, advice and support services for Young Carers under 25	Continue support from South Devon College Learning Support Lead (Young Adult Carers), Young Adult Carer Services and Youth Trust.	Ongoing	South Devon College, Young Carers and YAC Service
2.6	Support Young Carers Under 25 to engage in age-appropriate activities provided by wider community	Increase numbers of Young Carers joining opportunities provided by Torbay Youth Trust and partners. (Measure via feedback from YCs and data where available.) Work with partners re barriers to Young Carers Under 25 joining wider events e.g. transport needs and costs.	2022 2023 2024 Ongoing	YC Service, YAC Service and Partners
2.7	Skills based training to be available to Young Carers	Cookery, First Aid, budgeting, safe caring practices, stress-busting, mindfulness etc to be built into ongoing programmes, some specifically targeted at transition age.	2022 2023 2024	YC Service, YAC Service and Partners
2.8	Ensure support of Young Carers' Under 25 mental health needs	Target support re Young Carers emotional well-being (Mindful Mammals, My/Self Project, DNA-v model, self-expression through art, drama and music) Ongoing training for staff and volunteers to include Youth Mental Health First Aid (+ other relevant training to ensure good practice in supporting YCs' emotional needs). Maintain list of resources / support incl. referral processes	Dec 22  March 25  Ongoing	YC Service, YAC Service and Partners

### 3.Young Carers Under 25 Assessments Proportionate to Need, including Whole Family Approach

	Priority	Target/Service Standard	Timescale	Responsible
3.1	Ensure response to YCs under 25 is appropriate to level of need, person- centred, and outcome focused. Preventative approach with early access to support and information.	Referral process, assessment process, information and advice etc are clear and accessible to all. Seek feedback from Young Carers under 25 who use the YAC or YC service. Young Carers assessments offered to children and young people with an identified caring role in line with statutory requirements, to monitor and report against agreed assessment numbers offered and within agreed timescales	March 2022  Monitor quarterly	Young Carers Services/ Young Adult Carers Services  Young Carers Services/ Young Adult Carers Services /Childrens Services
3.2	Maintain offer of activities and events through YC / YAC Services and also signposting.	Regular activities and events across the year to support Young Carers under 25, including using charitable funds. Also signposting to other organisations.	Ongoing	Carers Services/ Youth Trust/ other organisations.
3.3	Ensure Whole Family Approach (WFA) is embedded, addressing the needs of Young Carers Under 25 (as per Torbay Carers Strategy 21-24)	Include WFA in induction and awareness training with <ul style="list-style-type: none"> <li>- Adult Social Care (ASC) teams - zone / specialist</li> <li>- Children's Services</li> <li>- Devon Partnership Trust</li> </ul> Meet targets of referrals to YC and YAC Services by <ul style="list-style-type: none"> <li>- Adult Social Care</li> <li>- Mental Health (MH)</li> <li>- Substance Misuse (SM) Services</li> </ul> Measure referrals from YC services into ASC.	2023  2022 2023 2024	Adult Services / Children's Services / DPT  Youth Trust Children's Services ASC / MH / SM Steering Group Youth Trust
3.4	Whole Family Approach - linking Young Carers Service with Adult Social Care	Develop robust communication pathways, including data sharing agreements, for YC Service to Adult Social Care so that a YC Needs Assessment triggers reassessment of need for adult being cared for.	July 2022	Young Carers Services / Adult Social Care

3.5	Whole-family Approach – Signposting	Measure number of families needing additional support referred to other organisations eg Early Help	Ongoing.	YC Service/YAC Service and others.
3.6	Whole-family Approach – Activities	Run six activities per year which support ongoing relationships with families and peer support for parents.	2022 2023 2024	YC Service/YAC Service and others.
3.7	Safeguarding Young Carers Under 25 - provide quality-assured services that effectively assess risk and direct support to the appropriate level and area of need	Ensure staff supported and trained around agency Safeguarding processes. Immediate safeguarding supervision/case discussion regarding any safeguarding concerns and support with referrals to Children’s Services. Inclusion in MASH/Strategy meeting enquiries and feedback for Torbay families/Young People via generic email. Regular safeguarding supervision with opportunity to discuss individual cases alongside wider emerging/ identified themes, updates from partner agencies / MACE. Clear links to Safeguarding Policies to be established on YAC Service information.	Ongoing  Ongoing  Quarterly  Ongoing  2022	YAC Service, YC Service YAC Service, YC Service Safeguarding Nurse Practitioner YAC / YC Service Safeguarding Nurse Practitioner, TSDFT Safeguarding Children Team YAC Service
3.8	Safeguarding - ensure that young people who use the Young Carers under 25 services are clear about involvement around safeguarding..	Service staff to ensure clear information around safeguarding processes available to young person at point of contact. Also to include parents/parent guardian as appropriate	Ongoing	YC / YAC Service Staff
3.9	Transitions - ensure Young Carers Under 25 are supported through transitions.	Review processes to ensure smooth transitions from: Primary School to Secondary School/ College; School/ College to further education/Employment; YC Service to YAC Service Young Adult Carers Services to Carers Support for over 25 Set and achieve targets for numbers of Young Carers of transition age (16 – 18) to be identified at S Devon College with YAC service	December ‘23   2022 2023	YC / YAC Service/ SDevon College/ Universities/ Careers South West  SDevon College, YAC service, YC service

		<p>with YC service</p> <p>Link with partners around support for Young Carers Under 25 transitioning through their services eg. CAMHS to DPT, Children's Social Services to Adult Social Care Services (including Transitions Team).</p> <p>Maintain transition events and staff link drop-ins between YC and YAC Services for year 11 cohort and year 13 cohort.</p> <p>Develop Transitional assessment tool for 14+ YCs.</p> <p>Measure numbers of statutory transition assessments for Young Carers aged 14+</p>	<p>2024</p> <p>Ongoing</p> <p>Ongoing</p> <p>March 22 2022 2023 2024</p>	<p>CAMHS/DPT /Adult Social Care Transitions Team</p> <p>Young Carers/Young Adult Carers Services</p> <p>YC / YAC Service</p> <p>YC / YAC Service</p>
3.10	Life and learning Transitions – to ensure Young Carers under 25 are supported around life learning skills	<p>Continue skills-based training/ support around key areas eg finances/ cooking on a budget/ car maintenance/ understanding medication/ understanding GP practices.</p> <p>Identify with Young Carers under 25 (individually and via Operation Groups) key life learning transition outcomes they wish to achieve, and work with them to ensure signposting, support and training is available</p>	<p>Ongoing</p> <p>Ongoing</p>	<p>YAC and YC Services with partner agencies.</p>



## 4. Involvement of Young Carers Under 25 in service delivery, evaluation and commissioning

	Priority	Target/Service Standard	Timescale	Responsible
4.1	Ensure local and national reports about Young Carers Under 25 are used to develop services that affect them.	Continue to use Carers UK, Carers Trust, Children's Society Include Project reports and other information as appropriate to develop support to Young Carers Under 25.	Ongoing	Young Carers Services and Young Adult Carers Services.
4.2	Ensure genuine Young Carer under 25 representation (involve on 'my terms') in Carers Services and Youth Trust meetings / developments, with associated support and training as required.	Young Carers under 25 Strategy meeting to have strong Carer Representation (co-chair if possible). Young Carers under 25 involved in Signposts newsletter, Website, Facebook, leaflets and comms; In all Carers projects. Maintain YAC Operational Group (led by YACs) Enhance involvement of Young Carers and their families in YC services. Continued Development of Flashlight Project and young leaders' group. Engage in regional / national opportunities YC / YAC involvement in all service recruitment. YC involvement in Youth Forum.	Ongoing	Young Carers Services and Young Adult Carers Services. Children's Society Include.
4.3	Peer Group for Carers 25 -35, to support transition from YAC Service	Continue Takota group providing peer support to Carers 25 - 35	Ongoing	Takota
4.4	Young Adult Carer Evaluators as part of pool of Carers trained to evaluate services for Carers Services	Ensure there are at least 3 YACs who are part of Carers Services 'pool' of Carer Evaluators. Undertake a minimum of one service evaluation every 2 years which looks specifically at support to Young Carers under 25. (To be chosen by Young Carers under 25 Strategy Board.)	Ongoing  T.B.C	Carers Services  YC<25 Strategy Board. Evaluation to be undertaken by Carers Services Evaluators



# Torbay Young Carers Under 25 Strategy and Action Plan 2022 - 2025

March 22nd, 2022



# Contents

---

<b>Version control</b> .....	<b>2</b>
<b>Torbay Young Carers Under 25 Strategy 2022 – 2025</b> .....	<b>3</b>
Introduction.....	4
Who is a Young Carer under 25? .....	4
The Legislative Context.....	5
The National Context.....	5
The Torbay Context.....	6
Torbay’s Vision for Young Carers under 25 – 2022-2025.....	8
Continuing our Work with Young Carers Under 25 Across Torbay.....	8
Strategic Priorities 2022 – 25 for Young Carers under 25 .....	9
Action Plan.....	10

## Version control

---

Date	Details	Updated by

## Torbay Young Carers Under 25 Strategy 2022 – 2025

---

“Thank you... you have transformed us as a family and helped us to realise what we can achieve by letting the right people in.”

(Parent of Young Carer following assessment and family intervention)

“I really never thought we would be where we are now 7 years ago when I was introduced to the Young Adult Carers team. They allowed me to have an education, a life outside caring, and now, my own family.” “I would not have stayed in education without the support I received”.

“Another thing that I found really helpful from the Young Adult Carers service was the ability to have my voice heard. I was a guest speaker at many places such as local social clubs, fundraiser evenings and even got to speak to the governing board at the hospital. It allowed me to tell my story to important people in the community and raise awareness of our role and how the community can support us.”

“A big part of that was speaking to the hospital board about how Young Carers are treated when bringing someone along to an appointment as I was often shunned and spoken down to, they just thought I was mum's child and didn't realise I actually had all of her medical information and handled her day to day medicine and care. After that meeting at the hospital, I found I was treated differently. People had been trained to look out for Young Carers.”

(A Torbay Young Adult Carer)

“It's really hard for me to get excited about anything in my life, but I get really excited about this project. It's kind of pure – everything in my life always seems to come with worries and anxieties, but this project comes with no worries at all AND its something that is just for me and makes me have times for myself. So much of what I do is about other people.”

(Young Carer participant in art project with a focus on transition to adulthood)

**The vision of this Strategy is to enable Torbay’s Young Carers and Young Adult Carers to be protected from inappropriate caring, and to be able to have access to any additional support they may need to ensure they are safe, healthy, aspiring and achieving. We will achieve this through effective partnership working and the delivery of timely and high-quality services.**

**This refreshed strategy will provide a flexible and effective mechanism that confirms our common intent to find the most effective ways of supporting Young Carers under 25 and their families. The Action Plan at the end of the document sets out the goals, expectations and responsibilities for the next three years.**

## Introduction

Torbay’s Strategy for Young Carers under 25 years old refreshes and builds on our previous Strategy for Young Carers Under 25 (2012-15). It represents the continued commitment by Torbay Council, Torbay and South Devon NHS Foundation Trust, and Torbay Youth Trust, together with their partner agencies (see Action Plan), to continue to deliver joined-up support services for this important group of young people and their families. It also sits firmly under - and links robustly into - the over-arching Torbay Carers Strategy 2021-24.

In producing this inter-agency strategy, there is a recognition that we need to continue to take a whole family approach to supporting Young Carers under 25 to achieve their outcomes, and that for the strategy to be effective we should design it around those outcomes and not around organisational boundaries.

## Who is a Young Carer under 25?

It is someone aged under 25 who cares for a friend or family member who, due to illness, disability, a mental health problem or an addiction, cannot cope without their support. Older Young Carers (16 – 25) are known as ‘Young Adult Carers’ and they may have different support needs to younger Carers.

Young Carers and Young Adult Carers tell us that they may be helping to care for a physically disabled parent or sibling, or a parent experiencing mental ill health, alcohol or drug misuse. While research has found that caring can be very rewarding; there is a strong body of evidence about the negative impact of caring on health outcomes, social connectivity, educational engagement and employment opportunities for Young Carers.<sup>1</sup> Often the caring role has a significant impact on their lives, resulting in difficulties at school, emotional difficulties or social isolation.

---

<sup>1</sup> The lives of young carers in England: Qualitative report to DfE 2018 [www.basw.co.uk](http://www.basw.co.uk)

Frequently young people in caring roles do not feel that they are able to access the same opportunities as their peers because they are concentrating on their caring roles.

## The Legislative Context

The Children and Families Act (2014) required local authorities to take reasonable steps to identify Young Carers in their area, provide assessments for Young Carers under the age of 18, and identify whether caring responsibilities are appropriate.

The Care Act (2014) introduced new obligations to Young Carers in transition to adulthood, including the requirement on adult services to provide transition planning for Young Carers who are likely to need support after becoming 18 years old.

## The National Context

The Children's Society estimates that there are around 800,000 Young Carers under 18 caring for an adult in the UK, and of those aged 11-15 27% miss or have difficulties at school due to their caring responsibilities.<sup>2</sup>

It is estimated that there are more than 314,000 Young Adult Carers aged 16-24 in England and Wales, with over one in ten Young Adult Carers providing 50 or more hours of unpaid care a week.<sup>3</sup>

With the added complications of COVID-19, Young Carers and Young Adult Carers have missed out on even more education, work and social opportunities than before and urgent support is needed if they are not to be left behind their peers.

Nationally there has been increasing recognition of Young Carers and the need to mitigate the impact of their caring role. For example, in 2019 the NHS Long-term plan noted Young Carers feel invisible and often in distress, with up to 40% reporting mental health problems arising from their experience of caring. Young Carers should not feel they are struggling to cope on their own. The NHS will be rolling out 'top tips' for general practice which have been developed by Young Carers, which include access to preventive health and social prescribing, and timely referral to local support services.

---

<sup>2</sup> [Supporting Young Carers | The Children's Society \(childrenssociety.org.uk\)](https://www.childrenssociety.org.uk)

<sup>3</sup> [Young Adult Carers - Learning and Work Institute](#) **Page 39**

The revised guide 'Working Together to Safeguard Children' (2018) has strengthened the emphasis on early identification, assessment and intervention, and has reinforced the need for agencies to work together effectively to support families with Young Carers, developing a whole-family approach.

In addition, 'Shaping our future, Improving Assessment and Support for Young Carers' Transition into Adulthood' (2018) DHSC reinforces the importance of strong partnership working to support the transition of young carers into adulthood within the national and local context.

## The Torbay Context

In 2019, the organisations belonging to the Integrated Care System signed up to a Commitment to Carers (C2C) with seven principles based on the NHSE's Commitment to Carers and the Triangle of Care.

- Identifying Carers and supporting them
- Effective Support for Carers
- Enabling Carers to make informed choices re their caring role
- Staff awareness
- Information-sharing
- Respecting Carers as expert partners in care
- Supporting Carers whose roles are changing or who are more vulnerable

Each of the principles includes more details about identifying, supporting and involving Carers including Young Carers. In Torbay, the following organisations have signed up to the Commitment to Carers:

- Torbay and South Devon NHS Foundation Trust
- Torbay Council
- Torbay Youth Trust
- Devon Partnership Trust
- Rowcroft Hospice
- Compass House Medical Centres

The Torbay Young Carers' Health Needs Assessment of 2016 estimated that there were around 1,170 Young Carers under 25 in Torbay in 2011. This equated to approximately 35 Young Carers per 1,000 young persons aged less than 25 years – 'significantly higher than the England average'.<sup>4</sup> There were more female (55%) than male Young Carers; with the majority (66%) aged between 16 and 24 years and of White British ethnicity. Compared to England, over half of the wards of Torbay had significantly more young unpaid Carers, who also provided more intensive

---

<sup>4</sup> Torbay Young Carers' Health Needs Assessment 2016



levels of support. Similar to national findings, the majority of Torbay's young unpaid Carers self-reported their health status as good or very good; however there was a higher proportion reporting fair, bad or very bad health status. Whilst we have not yet received the data from the 2021 Census, we know that there are more young people than ever in caring roles now, particularly as we navigate through the significant changes that have occurred over the past two years of the Covid pandemic.

Torbay has long-established and well-developed support in place for Carers under 25. Now part of Torbay Youth Trust, the Young Carers Service works with Carers up to age 18, and the Young Adult Carers Service, which sits within Torbay and South Devon NHS Foundation Trust, has been running services to Carers aged 16-25 since 2009. These two services work closely together, including focusing particularly on the transition phase (14-18), with the service overlap between 16 and 18 ensuring transition between services happens at the most suitable time for the young person.

In February 2021, the Directors of Torbay Children's Services, Torbay Adult's Services and The Youth Trust committed to the refreshed Memorandum of Understanding 'No Wrong Doors: working together to support Young Carers and their families', an important document which emphasises the benefits of a joined-up approach. But beyond this, our approach reaches into the heart of good partnership working across a variety of agencies and organisations to ensure that the voice of Young Carers under 25 can really be heard, and that the outcomes they identify, whether individually or more generally, can be the focus of the work.

There are good reasons for looking at Young Carers throughout childhood into young adulthood:

- The development needs of children and young people do not fit neatly with the boundaries between Children and Adult services. Evidence from the experience of Young Carers and Torbay Young Adult Carers service has highlighted that the needs of most Young Carers over 16 were closer to those of adults than young children (e.g. issues of employment, higher education, personal relationships)
- Many disabled and vulnerable parents are known to Adult services, which has a duty to support them in their parenting role. This support should have a significant impact on reducing inappropriate caring by Young Carers.
- Planning for the transition of young people into adulthood requires effective joint working and a shared commitment to seamless services.

## Torbay's Vision for Young Carers under 25 – 2022-2025

The priorities for Young Carers are no different from those we hold for all young people in Torbay, and the 4 priorities within the Children and Young Peoples' Plan (CYPP) 2018-23<sup>5</sup> are key aspirations we hold for Young Carers alongside our targets for them as a unique group. The priorities of the CYPP are:

Priority 1: Children get the best start in life

Priority 2: The impact on children and families from domestic abuse, alcohol/substance misuse and all forms of child exploitation is reduced

Priority 3: Education outcomes for all children and young people are improved

Priority 4: Young people are healthy, make positive choices and influence their own future.

In Torbay the needs of Young Carers under 25 are recognised in the over-arching Torbay Carers Strategy 2021-4.

### Continuing our Work with Young Carers Under 25 Across Torbay

Young Carers being supported in Torbay range from 5 years to 25 years, and provide varying levels of care. Torbay Young Carers Service and the Young Adult Carers Service are working with over 700 young people, providing a range of support according to the level of caring role and need.

A broad range of services for Young Carers under 25 is delivered in Torbay:

- A drop-in and appointment-based service within most secondary schools and South Devon College.
- Young Carers assessments offered to children and young people with an identified caring role in line with statutory requirements.
- Targeted young Carer assessment, advice and support in referring primary schools.
- South Devon College have a specific Learning Support Lead who works to identify and support Young Carers and Young Adult Carers at the College.
- Fortnightly drop-ins for 16-25 year olds (which can be quickly moved on-line during Covid whenever required).
- Supporting transition for those young people moving from primary to secondary school, from secondary school to college, into employment, and as they reach 25 or if their caring role comes to an end.

- Individual support for those Young Carers under 25 with higher intensity of need or risk.
- Advocacy and involvement workers in child protection, Child in Need and Common Assessment Framework forums and plans.
- Events and activities for Young Adult Carers and Young Carers and their families

## Strategic Priorities 2022 – 25 for Young Carers under 25

The overall aims of this strategy are that young people with caring responsibilities will be identified as early as possible through sound understanding and awareness in all services that support children or their parents. This will enable them to achieve the best outcomes possible, thereby reaching their potential, while their special roles within their families are acknowledged, rewarded and supported. We will continue to work with a whole family approach to reducing inappropriate levels of care by young people and will ensure Young Carers’ voices and those of their families shape our services, and provide regular review and audit of those services.

In addition to the consultation for the overarching Carers Strategy, we established a consultation process to develop the priorities specific to Young Carers under 25:

Consultation with Young Carers / Young Adult Carers Operational Steering Group (Feb - April 21), including face to face and on-line meetings. This led to the Young Adult Carer Operational Steering Group developing a questionnaire to be completed by Young Carers under 25.<sup>6</sup>

Linking with staff in partner agencies, to review the needs of Young Carers, and identify gaps in service (Feb – October 21).

### **Our four priority areas for action are:**

- 1. Identification of Young Carers Under 25 at the First Opportunity**
- 2. Information, Advice and Support Services available to Young Carers Under 25**
- 3. Young Carers Under 25 Assessments Proportionate to Need, including Whole Family Approach**
- 4. Involvement of Young Carers Under 25 in service delivery, evaluation and commissioning.**

The Action Plan attached to this strategy sets out the steps within each priority area that we will take, what outcomes will be achieved, the timescales and the accountable agencies.

---

<sup>6</sup> Available on request

# Torbay Young Carers Under 25 (YC<25) Strategy Action Plan 2022 – 2025

<b>1. Identification of Young Carers Under 25 at the First Opportunity</b>				
	<b>Priority</b>	<b>Target/Service Standard</b>	<b>Timescale</b>	<b>Responsible</b>
1.1	Young Carers Under 25 Awareness - programme of on-line and bespoke training with Young Carers under 25 helping to deliver, which improves early identification of Carers including Young Carers (YCs)	Develop and maintain rolling program to <ul style="list-style-type: none"> <li>- GP practices</li> <li>- Hospitals</li> <li>- Schools/College/Universities</li> <li>- Adult &amp; Children’s Social Care Teams</li> <li>- Drug and Alcohol Services</li> <li>- Devon Partnership Trust</li> <li>- CAMHS</li> <li>- Imagine This partners</li> <li>- Other agencies within the Bay</li> </ul>	3-year cycle	Torbay Carers Service & Youth Trust’s Young Carers Service (TYCS)
1.2	Young Carers Under 25 Carer Awareness to improve early identification of Carers including Young Carers	Develop suite of on-line training for different situations – <ul style="list-style-type: none"> <li>- First brief video – basic awareness</li> <li>- On-line quiz to enable self-identification</li> <li>- Young Carers under 25 stories onto video</li> <li>- ‘Seven-minute briefing’ training tool</li> </ul> Develop posters and other campaign materials for communal areas eg GP practices, youth clubs, sports halls Lessons/ Presentations at schools/colleges about being YC. Creative use of social media. Involvement of Young Carers, and use of video, art works and podcasts created by young people to raise awareness. Distribution of regular newsletter to professionals as well as families to keep Young Carers in mind.	December 22	Torbay Carers Service & Youth Trust (Young Carers Services)  Torbay Carers Service/ Youth Trust / S Devon College  Young Carers Service

Page 44

1.3	Improve public identification of Young Carers Under 25	Regular campaigns to raise awareness of Young Carers Under 25 across Torbay (linking in with Torbay Carers Strategy 21-24 action Plan)	Carers Week Carers Rights Day Young Carers Day	Carers Services Carers Services Youth Trust
1.4	Improve identification of Young Carers Under 25	Link into national Carers events to promote identification of Young Carers Under 25 by Commitment to Carers (C2C) organisations (as per wider Carers Strategy)	Carers Week Carers Rights Day Young Carers Day	C2C organisations
1.5	Improve identification of Young Carers Under 25 in Educational Settings including Torbay Children educated in Devon	Update current contacts and establish link worker within every school / educational setting in Torbay (to include PRU, MTS, SEN provision). Develop links with schools outside the Torbay boundary attended by Torbay children. Sign off working agreement with DYC for Young Carers from Devon at school in Torbay / Torbay YCs at school in Devon Undertake annual schools survey to ID young Carers, and use findings to inform services	List by Mar 2022 Update termly  March 2022  Annual	TYCS / Schools and educational settings. TYCS Corridors Project / Devon Young Carers
1.6	South Devon College to continue to identify Young Carers Under 25	Through Learning Support Lead, Young Carers Service, and Young Adult Carer Service. Set and achieve target for each year.	2022 - 2023 - 2024 -	SDCollege/YAC Service/YC Service
1.7	GP Practices to continue to improve identification of Young Carers Under 25	To increase numbers of Young Carers under 25 and specifically under 18 identified and logged as carers on EMIS System within Practice (in line with Quality Markers and Torbay Carers Strategy 21-24 action Plan). Set and achieve targets (119 Under 18s as of Nov 2021) Build relationships between Young Carers Service and GP surgeries to improve identification of Young Carers.	2022 - 2023 - 2024 -	YCS/YAC Service/GP Surgeries  Young Carers Service
1.8	Improve identification of Young Carers under 25 from Ethnic Minority backgrounds	Involvement in 'Mind the Gap' Project. Increase links with community organisations Consideration of language – ensuring both written and verbal information is accessible to all.	Ongoing Ongoing April 25	YC Service/YAC Service and partners

1.9	Other Agencies to continue to improve identification of Young Carers Under 25 as per Devon-wide Commitment to Carers	<p>Increase numbers of Young Carers under 25 identified and referred to YAC/YC Service. Set and achieve targets</p> <ul style="list-style-type: none"> <li>Devon Partnership Trust</li> <li>Child and Adolescent Mental Health Service (CAMHS)</li> <li>Community Mental Health Teams</li> <li>Adult Social Care</li> <li>Children’s Services</li> </ul> <p>Enhance relationships and named links with teams working with children and families across Torbay (including 0 – 19 services, Children’s Disability Team, Children’s Learning Disability Team, CAMHS, Children’s Social Care, Early Help Team, Imagine This partners)</p> <p>Build relationships with adult teams such eg. Adult social care; Adult Mental Health; Substance Misuse services; Carers Support Workers in GP Surgeries / hospital.</p>	2022 - 2023 - 2024 -	YC Service, YAC Service and Partners
-----	--	--	----------------------------	--------------------------------------

## 2. Information, Advice and Support Services available to Young Carers Under 25

	Priority	Target/Service Standard	Timescale	Responsible
2.1	Enable Young Carers under 25 to easily find information about relevant support, by maintaining a range of information, in a variety of formats, and available at a range of places.	<p>With Young Carers under 25, co-produce range of information in range of formats.</p> <p>Ensure information around support for Young Carers under 25 is clear and easy to find.</p> <p>Clear links to other information/support services available for young people under 25. Continue to provide advice and information via website and social media, including links and awareness of wider support agencies.</p>	<p>Distribute leaflet by March 2022</p> <p>March 22 and ongoing</p>	Young Carers Services/YAC Services
2.2	Maintain Young Adult Carers and Young Carers information, advice and support services.	<p>Range of drop ins and booked appointments available to identified Young Carers under 25 across Torbay (schools, college, other).</p> <p>YC Service to continue to provide range of activities, groups and support open to all Young Carers regardless of caring</p>	<p>Ongoing</p> <p>Ongoing</p>	<p>YC and YAC Services</p> <p>YC Services</p>

		<p>level (as well as additional support appropriate to those with higher level needs). Include evaluating impact of these. Use range of communication methods (including online), depending on individual family preference / situation</p> <p>Link regularly with partners in schools and wider agencies who are working with Young Carers / their families. Ensure aware of YC activities so they can support YCs' attendance. (Professionals mailing list to be established as per 1.2)</p> <p>Creation of lanyards for Young Carers to include age appropriate information, advice, links and QR codes to access website (alongside young Leaders group)</p> <p>Development of welcome packs for YCs joining service</p> <p>Development of support tailored to specific groups of carers e.g Parental Mental Illness, Substance Misuse, MS; Siblings with ADD, ADHD, neurodiversity.</p>	<p>Ongoing</p> <p>March 2024</p> <p>March 2024</p> <p>March 2024</p>	<p>YCS</p> <p>YCS</p> <p>YCS</p> <p>YCS</p>
2.3	Ensure GP practices meet requirements of GP Quality Markers (as per Torbay Carers Strategy 21-24)	<p>Work with GP-based Carer Support Workers to ensure Practices are Young-Carer friendly.</p> <p>Ensure Young Carers / YACS know what GP practices offer.</p> <p>Pilot within 2 Surgeries – work with surgery teams and Young Carers who are registered with these surgeries.</p>	<p>March 2024</p> <p>March 2024</p>	Carers Services/ YCS/ GP CSWS
2.4	Improve opportunities and support to Young Carers under 25 in employment or wishing to seek employment	<p>Support Young Carers under 25 into employment including Set and achieve target for NEET Carers.</p> <p>Enhance links with partners who support Carers into work Brixham YES, Eat that Frog, JobCentre, Careers SouthWest</p>	<p>2022</p> <p>2023</p> <p>2024</p>	Carers Services, Youth Trust, Careers South West and partners
2.5	South Devon College to maintain information, advice and support services for Young Carers under 25	Continue support from South Devon College Learning Support Lead (Young Adult Carers), Young Adult Carer Services and Youth Trust.	Ongoing	South Devon College, Young Carers and YAC Service
2.6	Support Young Carers Under 25 to engage in age-appropriate activities provided by wider community	<p>Increase numbers of Young Carers joining opportunities provided by Torbay Youth Trust and partners. (Measure via feedback from YCs and data where available.)</p> <p>Work with partners re barriers to Young Carers Under 25 joining wider events e.g. transport needs and costs.</p>	<p>2022</p> <p>2023</p> <p>2024</p> <p>Ongoing</p>	YC Service, YAC Service and Partners

2.7	Skills based training to be available to Young Carers	Cookery, First Aid, budgeting, safe caring practices, stress-busting, mindfulness etc to be built into ongoing programmes, some specifically targeted at transition age.	2022 2023 2024	YC Service, YAC Service and Partners
2.8	Ensure support of Young Carers' Under 25 mental health needs	Target support re Young Carers emotional well-being (Mindful Mammals, My/Self Project, DNA-v model, self-expression through art, drama and music) Ongoing training for staff and volunteers to include Youth Mental Health First Aid (+ other relevant training to ensure good practice in supporting YCs' emotional needs). Maintain list of resources / support incl. referral processes	Dec 22  March 25  Ongoing	YC Service, YAC Service and Partners

### 3. Young Carers Under 25 Assessments Proportionate to Need, including Whole Family Approach

	Priority	Target/Service Standard	Timescale	Responsible
3.1	Ensure response to YCs under 25 is appropriate to level of need, person- centred, and outcome focused. Preventative approach with early access to support and information.	Referral process, assessment process, information and advice etc are clear and accessible to all. Seek feedback from Young Carers under 25 who use the YAC or YC service. Young Carers assessments offered to children and young people with an identified caring role in line with statutory requirements, to monitor and report against agreed assessment numbers offered and within agreed timescales	March 2022  Monitor quarterly	Young Carers Services/ Young Adult Carers Services  Young Carers Services/ Young Adult Carers Services /Childrens Services
3.2	Maintain offer of activities and events through YC / YAC Services and also signposting.	Regular activities and events across the year to support Young Carers under 25, including using charitable funds. Also signposting to other organisations.	Ongoing	Carers Services/ Youth Trust/ other organisations.
3.3	Ensure Whole Family Approach (WFA) is embedded, addressing the needs of Young Carers Under 25 (as per Torbay Carers Strategy	Include WFA in induction and awareness training with - Adult Social Care (ASC) teams - zone / specialist - Children's Services - Devon Partnership Trust	2023	Adult Services / Children's Services / DPT



	21-24)	<p>Meet targets of referrals to YC and YAC Services by</p> <ul style="list-style-type: none"> <li>- Adult Social Care</li> <li>- Mental Health (MH)</li> <li>- Substance Misuse (SM) Services</li> </ul> <p>Measure referrals from YC services into ASC.</p>	2022 2023 2024	Youth Trust Children's Services ASC / MH / SM Steering Group Youth Trust
3.4	Whole Family Approach - linking Young Carers Service with Adult Social Care	Develop robust communication pathways, including data sharing agreements, for YC Service to Adult Social Care so that a YC Needs Assessment triggers reassessment of need for adult being cared for.	July 2022	Young Carers Services / Adult Social Care
3.5	Whole-family Approach – Signposting	Measure number of families needing additional support referred to other organisations eg Early Help	Ongoing.	YC Service/YAC Service and others.
3.6	Whole-family Approach – Activities	Run six activities per year which support ongoing relationships with families and peer support for parents.	2022 2023 2024	YC Service/YAC Service and others.
3.7	Safeguarding Young Carers Under 25 - provide quality-assured services that effectively assess risk and direct support to the appropriate level and area of need	<p>Ensure staff supported and trained around agency Safeguarding processes.</p> <p>Immediate safeguarding supervision/case discussion regarding any safeguarding concerns and support with referrals to Children's Services.</p> <p>Inclusion in MASH/Strategy meeting enquiries and feedback for Torbay families/Young People via generic email.</p> <p>Regular safeguarding supervision with opportunity to discuss individual cases alongside wider emerging/ identified themes, updates from partner agencies / MACE.</p> <p>Clear links to Safeguarding Policies to be established on YAC Service information.</p>	Ongoing Ongoing Quarterly Ongoing 2022	YAC Service, YC Service YAC Service, YC Service Safeguarding Nurse Practitioner YAC / YC Service Safeguarding Nurse Practitioner, TSDFT Safeguarding Children Team YAC Service
3.8	Safeguarding - ensure that young people who use the Young Carers under 25 services are clear about involvement around safeguarding..	<p>Service staff to ensure clear information around safeguarding processes available to young person at point of contact.</p> <p>Also to include parents/parent guardian as appropriate</p>	Ongoing	YC / YAC Service Staff
3.9	Transitions - ensure Young Carers Under 25 are supported through transitions.	Review processes to ensure smooth transitions from: Primary School to Secondary School/ College; School/ College to further education/Employment;	December '23	YC / YAC Service/ S Devon College/ Universities/ Careers

		<p>YC Service to YAC Service          Young Adult Carers Services to Carers Support for over 25          Set and achieve targets for numbers of Young Carers of transition age (16 – 18) to be identified at S Devon College with YAC service          with YC service          Link with partners around support for Young Carers Under 25 transitioning through their services eg. CAMHS to DPT, Children’s Social Services to Adult Social Care Services (including Transitions Team).          Maintain transition events and staff link drop-ins between YC and YAC Services for year 11 cohort and year 13 cohort.          Develop Transitional assessment tool for 14+ YCs.          Measure numbers of statutory transition assessments for Young Carers aged 14+</p>	<p>2022          2023          2024            Ongoing            Ongoing            March 22          2022          2023          2024</p>	<p>South West            SDevon College, YAC service, YC service            CAMHS/DPT /Adult Social Care Transitions Team            Young Carers/Young Adult Carers Services          YC / YAC Service          YC / YAC Service</p>
3.10	Life and learning Transitions – to ensure Young Carers under 25 are supported around life learning skills	<p>Continue skills-based training/ support around key areas eg finances/ cooking on a budget/ car maintenance/ understanding medication/ understanding GP practices.          Identify with Young Carers under 25 (individually and via Operation Groups) key life learning transition outcomes they wish to achieve, and work with them to ensure signposting, support and training is available</p>	<p>Ongoing            Ongoing</p>	<p>YAC and YC Services with partner agencies.</p>

#### 4. Involvement of Young Carers Under 25 in service delivery, evaluation and commissioning

	Priority	Target/Service Standard	Timescale	Responsible
4.1	Ensure local and national reports about Young Carers Under 25 are used to develop services that affect them.	Continue to use Carers UK, Carers Trust, Children’s Society Include Project reports and other information as appropriate to develop support to Young Carers Under 25.	Ongoing	Young Carers Services and Young Adult Carers Services.

4.2	Ensure genuine Young Carer under 25 representation (involve on 'my terms') in Carers Services and Youth Trust meetings / developments, with associated support and training as required.	Young Carers under 25 Strategy meeting to have strong Carer Representation (co-chair if possible). Young Carers under 25 involved in Signposts newsletter, Website, Facebook, leaflets and comms; In all Carers projects. Maintain YAC Operational Group (led by YACs) Enhance involvement of Young Carers and their families in YC services. Continued Development of Flashlight Project and young leaders' group. Engage in regional / national opportunities YC / YAC involvement in all service recruitment. YC involvement in Youth Forum.	Ongoing	Young Carers Services and Young Adult Carers Services. Children's Society Include.
4.3	Peer Group for Carers 25 -35, to support transition from YAC Service	Continue Takota group providing peer support to Carers 25 - 35	Ongoing	Takota
4.4	Young Adult Carer Evaluators as part of pool of Carers trained to evaluate services for Carers Services	Ensure there are at least 3 YACs who are part of Carers Services 'pool' of Carer Evaluators. Undertake a minimum of one service evaluation every 2 years which looks specifically at support to Young Carers under 25. (To be chosen by Young Carers under 25 Strategy Board.)	Ongoing  T.B.C	Carers Services  YC<25 Strategy Board. Evaluation to be undertaken by Carers Services Evaluators

---

This document can be made available in other languages and formats. For more information please contact Carers Services on 01803 208 455 or [signposts@nhs.net](mailto:signposts@nhs.net).

---

**Meeting:** Cabinet

**Date:** 22 March 2022

**Wards affected:** All

**Report Title:** Devon, Plymouth and Torbay County Deal – Current position and appointment of Advisory Board

**When does the decision need to be implemented?** Immediately – requirement for call-in period waived

**Cabinet Member Contact Details:** Cllr Steve Darling, Leader of the Council, [steve.darling@torbay.gov.uk](mailto:steve.darling@torbay.gov.uk)

**Director/Divisional Director Contact Details:** Alan Denby, Divisional Director – Economy, Environment and Infrastructure, [alan.denby@torbay.gov.uk](mailto:alan.denby@torbay.gov.uk)

---

## 1. Purpose of Report

---

- 1.1 This report provides the current position in relation to the development of a County Deal for Devon, Plymouth and Torbay and sets out how members of the Council will be involved as discussions and negotiations continue over the coming months.

## 2. Reason for Proposal and its benefits

---

- 2.1 The proposals in this report help us to deliver our ambition of a Thriving Torbay by ensuring that members across the Council are aware of the progress being made towards a County Deal for Devon, Plymouth and Torbay. Working with our upper tier neighbours as we develop a County Deal prospectus will provide Torbay with further opportunities to meet the ambitions set out in our Community and Corporate Plan.

- 2.2 The reasons for the decision are to ensure that all members are kept informed and have an opportunity to influence the Torbay Council position within the County Deal discussions and negotiations.

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

---

- 3.1 That a County Deal Advisory Board is established in accordance with the terms of reference as set out at Appendix 1.
- 3.2 That the Chief Executive and Divisional Director – Environment, Economy and Infrastructure provide regular updates as negotiations progress with the Government towards a County Deal with any final decision being subject to formal agreement by lead authorities later in 2022/2023

### Appendices

Appendix 1: Terms of Reference – County Deal Advisory Board

### Background Documents

None

# Supporting Information

## 1. Introduction

---

- 1.1 The Levelling Up White Paper was published on 2 February 2022, setting out the Government's preferred approach to pursuing devolution across England over the next decade.
- 2.2 The White Paper is the latest addition in an ongoing process of reform and reshaping of subnational devolution which began with the abolition of the regional tier in 2010. Through successive waves of policy, Government has sought to reinforce local controls and powers over issues such as economic development, transport or housing, through the introduction of devolved mechanisms and approaches such as City Deals, Local Growth Funding, and Mayoral Combined Authorities ('MCAs').
- 2.3 The effectiveness of these measures however has often been highly dependent on the geography, political make-up and status of the area.. In part, this was due to the Government's previous insistence that devolution be conditional on a shift towards 'improved' or 'strengthened' local governance, preferably through an area adopting a multi authority mayoral model or shifting towards a unitary local government.
- 2.4 In many areas of England however, such an approach has proven neither practical, desirable nor deliverable. Given the scale and political / social diversity of much of the Country, particularly County areas and their districts, a single mayoral model or other reforms of local government have been non-negotiable. Whilst various combinations of County, District and Unitary collaborations have explored the potential for additional devolution of powers over the past 5-7 years with Government, only those who have been willing to adopt a mayoral model have progressed, with mixed success in some areas as this reshaped governance approach has been adopted. This includes initial discussion with Torbay, Plymouth and Devon and its Districts around a joint devolution approach in 2017/18, which ultimately did not progress due to the Government's then insistence on a mayoral model.
- 2.5 The new Levelling Up White Paper however seeks to reset the Government's approach to devolution and sub-national development and thinking. Moving away from a focus on governance arrangements alone, the White Paper sets out a renewed focus on 12 overriding 'missions' to be pursued over the next two decades, which can be broadly aligned into four core themes:
- Boosting productivity and living standards by growing the private sector, especially in those places where they are lagging;
  - Spreading opportunities and improving public services, especially in those areas where they are weakest;

- Restoring a sense of community, local pride and belonging, especially in those places where they have been lost; and
- Empowering local leaders and communities, especially in those places lacking local agency.

2.6 To achieve this approach, the White Paper sets out a reinforced framework for devolution across England, seeking to provide a route forward for every area regardless of status. Whilst the Government retains its preference for rewarding Mayoral approaches where they are deliverable, the White Paper introduces two new options for devolution across the Country:

- **‘Enhanced Joint Committees’** which offer additional opportunities for pooling of strategic functions across local areas (such as taking forward joint nature and planning strategies), but with no immediate potential for devolution of additional powers or funding from Government
- **‘County Deals’** which offer a watered-down mixture of devolved powers and funding opportunities around socio-economic development in return for a cabinet style joint governance approach (with local governance arrangements and leadership to be agreed on a place-by-place basis). This would also include the establishment of a combined delivery body to take forward any additional activity devolved to the area by Government.

2.7 In bringing forward this renewed approach, the Government has shifted from an inflexible requirement for mayors or other governance towards a more graduated offer, which provides a menu of devolved powers and funding dependent on the level of joint working areas are willing to agree to. At the heart of this new governance approach are four fundamental principles that Government intends to judge local offers upon moving forward:

- Effective Local Leadership
- Appropriate Accountability for the Powers on Offer.
- Sensible Geography
- Flexibility

### 3. A County Deal for Devon, Plymouth and Torbay

---

3.1 The Levelling Up White Paper identifies the Devon, Plymouth and Torbay area as one of the Government’s 10 proposed ‘County Deal’ pilots, alongside Cornwall; Derbyshire and Derby; Durham; Hull and East Yorkshire; Leicestershire; Lancashire; Norfolk; Nottinghamshire and Nottingham; and Suffolk.

3.2 This announcement follows a period of two years of discussion with Government and the eleven Devon, Plymouth and Torbay authorities around devolution with a non-mayoral approach. The offer to become a pilot also follows directly on from the area’s formal Expression of Interest from Devon, Plymouth and Torbay to the Local Government Minister in August 2021, and through the joint meeting with the Minister in November 2021.

- 3.3 In the shared expression of interest, local authority partners across Devon, Plymouth and Torbay agreed to work together to explore devolved opportunities that might allow them to achieve greater shared prosperity, through:
- Securing new freedoms and flexibilities – Coming together to secure additional powers and funding that could assist the area to overcome its shared barriers;
  - Improved collaboration – Exploring ways in which authorities might better align and use existing funding to make the most of their services; and
  - Improved accountability through a strengthened governance approach – Providing a stronger partnership mechanism through which every authority might be able to work with Government, as well as Government work with us.
- 3.4 In bringing forward our Expression of Interest, partner authorities identified 7 specific areas that they wished to collectively advance through any ‘County Deal’ approach:
- Improving access to education and raising standards across the system
  - Working with business to improve skills and assist individual to access the labour market
  - Identifying the new homes and transport infrastructure we need and working with Government to secure investment to deliver it
  - Finding new ways to support residents to access good quality, affordable homes
  - Working with business, high education and other partners to create the right environment for innovation
  - Working together to ensure over villages, towns and cities are thriving and sustainable places to live, work and visit, and
  - Working together to deliver effective and efficient public services.

## 4. Current Status and Offer

---

- 4.1 As a pilot area, Devon, Plymouth and Torbay area have been offered the opportunity to negotiate a new style County Deal with Government over the next few months. The deal would focus upon agreeing devolution of a range of new powers and funding opportunities in return for the establishment of strengthen governance between the local authority partners involved.
- 4.2 As set out through the White Paper, this strengthened governance approach would focus on Devon, Plymouth and Torbay being amongst the first areas to take forward a new type of combined body / authority.
- 4.3 This new governance model would see authorities come together to form a new shared delivery body, led by a cabinet style group of leaders, that would provide oversight and accountability for any additional devolved functions passed down by Government. The ‘cabinet’ would agree a leader from within its own ranks who would act as the key point of contact with Government over devolved functions, but the combined body would in effect be



a partnership-based delivery organisation day to day. Its core mission would be to add value to existing authority activity and take forward areas of genuine additionality across the 11 partner authorities involved, rather than replace or seek to amalgamate existing functions and governance (unless there was unanimous agreement to do so).

4.4 In return for this strengthened governance approach, the Government would designate the Devon, Plymouth and Torbay area as a Level 2 devolved area, with the ability to draw down funding and powers as set out on pg140 of the Levelling Up White Paper. This would include (alongside existing annual budgets):

- **Enhanced alignment of the Shared Prosperity Funding and other place-based investment** (circa £10-15m per annum);
- **Devolution of skills and employment funding and powers to the local area** (circa £15m per annum);
- **Additional control over public transport commissioning and infrastructure funding** (circa £15-20m per annum);
- **Folding in of the LEPs existing functions, and its business voice** (circa £3-5m per annum);
- **Additional / dual control over housing powers and funding** (circa £5-10m per annum);

4.5 An initial review of the options put forward by Government suggest a relatively strong level of alignment with Devon, Plymouth and Torbay's previous 'asks', with housing, transport, economic development and skills and employment highlighted.

4.6 Initial discussions with the Department of Levelling Up, Housing and Communities (and as set out on pg141 of the White Paper) also suggest that Government is open to discuss wider areas for inclusion, including additional power and asks around the core themes outlined, and wider themes such as health, education, digital delivery and investment.

## 5. Next Steps / Timetable

---

5.1 Initial discussions with Government suggest it is now seeking to advance negotiations with the intention that the first round of County Deal pilots be in place by late 2022 / early 2023.

5.2 For its part, Government is keen to establish a joint work programme with pilot areas and move forward County Deal arrangement at pace. This includes bringing together local authority and Government colleagues around core themes, with a preference to have the first outline deals complete by early summer if possible. This process will begin with the provision of an outline template for completion by local partners in early March, which will ask each pilot area to set out the themes it now wishes to pursue through any Deal approach.

- 5.3 There is therefore now a pressing need to agree across the Devon, Torbay and Plymouth area our intention on the County Deal process. Whilst any decision to negotiate is non-binding, and any outcome subject to a later decision, it is highly likely that Government will seek to move on a first come first served basis.

## 6. Options under consideration

---

- 6.1 The discussions and negotiations could continue with the Leader of the Council continuing to hold discussions with the Leaders of Devon County and Plymouth City Councils. However, it is felt that the establishment of an Advisory Board provides a framework to ensure that all members of Torbay Council are able to provide advice and guidance throughout the negotiations. This formal framework will also be used to keep all members briefed.
- 6.2 Ultimately, Torbay Council could determine to not be involved in the negotiations around a Devon, Plymouth and Torbay County Deal but this would have significant risks to the organisation, not least the ability to secure additional powers, flexibilities and funding to assist in meeting our ambitions as well as the reputational damage.

## 7. Financial Opportunities and Implications

---

- 7.1 At the current time, there are no direct additional financial implications from the negotiation process, with resources to be secured from within existing joint working arrangements and in house provision across the partner authorities. Discussions are ongoing on how best to meet these.
- 7.2 Any wider financial or resourcing implications emerging from the County Deal, benefits or costs, will be subject to detailed work through the negotiation process, and would form part of any final decision on adopting a deal and related structures in late 2022/2023. This will include the fact that any combined authority will be a new legal entity and as such will require its own governance (including a budget).
- 7.3 It is worth noting however that, given Torbay will want to have a strong voice in the negotiations and be an active partner, there will be significant involvement from officers across Torbay Council (including leadership of the emerging “place” theme). Given the Government timescales, this is likely to lead to a re-prioritisation of work in specific parts of the Council.

## 8. Legal Implications

---

- 8.1 At the current time there are no direct legal implications from the negotiation process. Any wider legal implications emerging from the County Deal, including the establishment of any Combined Authority, will be subject to detailed work through the negotiation process, and

would from part of any final decision on adopting a deal and related structures in late 2022/2023.

## 9. Engagement and Consultation

---

- 9.1 The County Deal process covers a wide range of topics and will need to involve extensive engagement and consultation with partners across the area over the next few months. This will include working closely with the business community; university, further education and training provider sector; health and care partners; transport providers and strategic organisations; housing associations and sector representatives; and wider stakeholders across the public, private and third sector.
- 9.2 The Programme Office is currently developing our approach to how we will take forward this engagement process, with more information to come over the next few weeks.

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

---

- 10.1 Not applicable

## 11. Tackling Climate Change

---

- 11.1 One of the thematic areas within the emerging County Deal proposals is Climate Change and how we can work together and align national funding and activity to accelerate our progress towards net zero.

## 12. Associated Risks

---

- 12.1 The risks of the proposal within the recommendations not being implemented is that there is no cross-party political oversight of the progress towards achieving a County Deal.
- 12.2 The overall risks to Torbay Council associated with the County Deal are held in a Risk Register by the Divisional Director – Environment, Economy and Infrastructure. These will be reviewed on a regular basis and escalated to the Strategic Risk Register, if and when appropriate.

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

---

	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people			It is expected that there will be a neutral impact of this recommendation

			on people with this protected characteristic.
People with caring Responsibilities			It is expected that there will be a neutral impact of this recommendation on people with this protected characteristic.
People with a disability			It is expected that there will be a neutral impact of this recommendation on people with this protected characteristic.
Women or men			It is expected that there will be a neutral impact of this recommendation on people with this protected characteristic.
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)			It is expected that there will be a neutral impact of this recommendation on people with this protected characteristic.
Religion or belief (including lack of belief)			It is expected that there will be a neutral impact of this recommendation on people with this protected characteristic.
People who are lesbian, gay or bisexual			It is expected that there will be a neutral impact of this recommendation on people with this protected characteristic.
People who are transgendered			It is expected that there will be a neutral impact of this recommendation on people with this protected characteristic.
People who are in a marriage or civil partnership			It is expected that there will be a neutral impact of this recommendation on people with this protected characteristic.
Women who are pregnant / on maternity leave			It is expected that there will be a neutral impact of this recommendation

			on people with this protected characteristic.
Socio-economic impacts (Including impact on child poverty issues and deprivation)			It is expected that there will be a neutral impact of this recommendation on people with this protected characteristic.
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)			It is expected that there will be a neutral impact of this recommendation on people with this protected characteristic.

## 14. Cumulative Council Impact

---

14.1 The impact of this recommendation will have no cumulative council impact.

## 15. Cumulative Community Impacts

---

15.1 The impact of this recommendation will have no cumulative community impact.

## County Deal Advisory Board

---

### Background

Through the publication of the Levelling Up White Paper on the 2 February 2022, local authority partners within Devon, Plymouth and Torbay have been offered an opportunity to negotiate a new style of devolution deal ('County Deal') for the area.

Government has indicated through its initial discussions with partner authorities that it is seeking to take forward negotiations on County Deals over the next six months, with the intention to have the first group of pilot deals agreed by Winter 2022. This may include shadow arrangements around governance and delivery whilst new legislation travels through parliament.

Torbay Council will work with our upper tier neighbours to develop a County Deal prospectus that provides further opportunities to meet our ambition of a thriving Torbay.

An officer working group has been established to make proposals to the Council's political and officer leadership on the projects, finances and powers that are critical to our objectives within any future County Deal.

A member advisory board will provide political oversight as the County Deal prospectus is developed.

### Terms of Reference

1. To review the officer proposals on the projects, finances and powers that should be included within the County Deal prospectus (taking account of the Community and Corporate Plan, Policy Framework and Joint Strategic Needs Assessment).
2. To receive regular updates on the discussions being held across the upper tier authorities as the Devolution Deal prospectus is developed.
3. To receive regular updates on the progress of negotiations with government towards a County Deal.
4. To make any recommendations to the appropriate Torbay Council decision maker on points 1, 2 and 3 above.

### Principles

1. A Devolution Deal for Devon, Plymouth and Torbay will not affect the sovereignty of Torbay Council in terms of existing services and investment decisions and will not involve any form of Local Government Reorganisation for Devon and its districts.
2. There are no plans for a Directly Elected Mayor.
3. A Deal will focus on drawing down new powers, funding and flexibilities to the area.

4. The overall package of new powers, functions, and management of funding streams must deliver a net benefit for Torbay Council and for the Deal area as a whole.
5. There will be some elements of the Deal that do not necessarily have any direct benefit for Torbay, but which may be a priority for other parts of the Deal geography, and vice versa.
6. Where there is a clear case for doing so, Torbay Council will align with neighbouring councils in the Deal area, and with Cornwall if appropriate, to deliver new functions at an appropriate scale.
7. The decision to proceed with the Deal and to establish a new Combined Authority will be a Council decision.
8. The Leader of the Council will represent the Council on the new Combined Authority set up to manage the Deal.
9. No current functions of Torbay Council or decision-making that sits with the Council will be transferred to the new Combined Authority unless there has been a full cost benefit appraisal, followed by a clear Council mandate.
10. The Deal negotiation process will be open and transparent, with regular communications to Members and officers.

## Membership

Five members of the Council in accordance with the political balance requirements

Conservative (2):

Liberal Democrat (2):

Independent Group (1):

## Attendance by other members

The advisory board will be classed as a working party and therefore meetings of the board will be open for all members of the Council to attend.

This will be especially encouraged on those occasions when updates of the discussions with partner authorities and negotiations with Government are provided. This will reduce the need for separate all member briefings thereby making best use of resources.

**Meeting:** Cabinet **Date:** 22 March 2022

**Wards affected:** All

**Report Title:** Carbon Neutral Council Programme

**When does the decision need to be implemented?** Immediately

**Cabinet Member Contact Details:** Mike Morey, Cabinet Member for Infrastructure, Environment and Culture, mike.morey@torbay.gov.uk

**Director/Divisional Director Contact Details:** David Edmondson, Divisional Director Planning, Housing and Climate Emergency, david.edmondson@torbay.gov.uk

---

---

## 1. Purpose of Report

---

- 1.1 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 by 2030.
- 1.2 The Council understands that it has a key leadership role in talking climate change. On 23 March 2021 Cabinet approved the Carbon Neutral Torbay Approach (2021-2022) and Initial Action Plan. This included the Council developing plans to reduce carbon emissions across its operations, estate, fleet, and other services.
- 1.3 This paper seeks approval for two key elements of the approved Carbon Neutral (CN) Torbay Approach (2021-2022), Torbay Council's:
  1. Environment and Carbon Neutral Corporate Policy
  2. Carbon Neutral Council Action Plan



## 2. Reason for Proposal and its benefits

---

- 2.1 Climate change is having a major impact on our planet, and locally in Torbay. Our planet is warming, and we are seeing a range of impacts. It has been predicted that due to the climate change we will see the sea level rise in Torbay by over one metre in the next 100 years. In the next 100 years the frequency and impact of water coming over the top of the sea walls will increase, resulting in more infrastructure and properties being affected by flooding. On top of that, more intense rainfall will increase the risk of localised flooding and erosion.
- 2.2 Proposals in this report will help the Council lead by example and accelerate action to tackle climate change locally, focussing on things the Council can directly control or influence.
- 2.3 These proposals will also create a range of economic, health, social and wider environmental benefits locally and help Torbay thrive. See Para 1.17.

## 3. Recommendation(s) / Proposed Decision

---

1. That the Environment and Carbon Neutral Policy, attached as Appendix 1, be approved.
2. That the initial Carbon Neutral Council Action Plan, attached as Appendix 3, be approved and that authority be delegated to the Divisional Director Planning, Housing and Climate Emergency in consultation with the Cabinet Member for Infrastructure, Environment and Culture, to review, amend and refresh the Action Plan as required.

### **Appendices**

Appendix 1: Environment and Carbon Neutral Policy

Appendix 2: Summary of the Carbon Neutral Council Action Plan – Presentation

Appendix 3: Initial Carbon Neutral Council Action Plan

### **Background Documents**

[Carbon Neutral Torbay Approach 2021 – 22 and initial Action Plan.](#)

## 1. Introduction

---

- 1.1 There is scientific consensus<sup>1</sup> that currently observed global warming is overwhelmingly a result of human influence, being significantly over and above the warming caused by natural factors alone. Human and natural systems are already being impacted as our climate changes. We are seeing flooding, droughts, heatwaves, and crop yield reductions all being experienced more frequently.
- 1.2 Internationally most Governments continue to work towards keeping global temperature rises below 1.5C by the 2100 and avoiding the worst of the climate crisis's impacts.
- 1.3 In 2019 Torbay (area-wide) was responsible for emitting 424,000 tonnes of Carbon Dioxide (CO<sub>2</sub>)<sup>2</sup>. 42 percent of Torbay's emissions come from heating and powering our homes, 31 percent from travel, 20 percent from commerce and industry and 7 percent from other sources.
- 1.4 The challenge of creating a CN Torbay by 2030 is significant. For Torbay we will need to reduce, remove or store 424,000 tCO<sub>2</sub>.
- 1.5 To achieve this will require everyone in Torbay to play a part. This is why the Council developed a [Carbon Neutral Torbay Approach 2021 – 22 and initial Action Plan](#). It has also facilitated the development of a new Torbay Climate Partnership to lead the development of a new CN Torbay-wide action plan in 2022 and will hold a series of climate conversations to codesign and develop this Plan.
- 1.6 As part of the commitments made in the Torbay Approach, Torbay Council has developed its own coordinated approach to tackling climate change across its operations and services.
- 1.7 Torbay Council's operations and services are directly, and indirectly, responsible for a range of impacts on our natural environment. A carbon footprint is in development for the Council. This requires further refinement; however, it estimates that in 2019/20 the Council was responsible for over 5400 tonnes of CO<sub>2</sub>e<sup>3</sup>. Further refinement of this data is needed before it can be used as the Council's baseline against which the 2030 carbon neutral target will be assessed.
- 1.8 To accelerate and reduce the Council's carbon footprint the following has also been developed.

---

<sup>1</sup> IPCC (2014) Climate Change 2014: Synthesis Report. Contribution of Working Groups I, II and III to the Fifth Assessment Report of the Intergovernmental Panel on Climate Change.

<sup>2</sup> Source: [UK local authority and regional carbon dioxide emissions national statistics: 2005 to 2019](#)

<sup>3</sup> Tonnes of Carbon Dioxide Equivalents and including some SWISCo and Tarmac.

## **Environment and Carbon Neutral Policy**

- 1.9 The Council need to change how it works, developing future actions and ways of working to minimise the impact the Council has on the natural environment and to play a leading part in tackling the climate emergency locally.
- 1.10 To help staff understand their role in tackling the climate emergency the Council needs a new corporate policy.
- 1.11 Appendix 1 outlines the draft Environment and Carbon Neutral Policy.
- 1.12 The Policy includes a series of principles covering the following themes:
- Become a carbon neutral Council by 2030
  - Reduce energy and generate low carbon energy
  - Minimise waste and water consumption
  - Transition to a zero-emission fleet
  - Use sustainable resources
  - Protect and enhance the natural environment
  - Climate resilience
  - Measure and report our performance
- 1.13 The Policy applies to all Council employees. It also applies to the Council's wholly owned companies, the TDA and SWISCo, especially when delivering services commissioned by Torbay Council. It will be refreshed regularly.

## **Carbon Neutral Action Plan**

- 1.14 A Carbon Neutral Council Action Plan (Action Plan) has also been drafted. It outlines the actions the Council will take to reduce carbon emissions across its own operations and services. It also includes some of the Council services delivered by the Council's two wholly owned companies - SWISCo and TDA.
- 1.15 It commits the Council to a series of actions it will take from January 2022 up to 1st April 2024, including actions to start to decarbonise the estate and fleet. See Appendix 2 and Appendix 3 for summaries of the Action Plan. A detailed version also exists which contains lead officers, delivery timescales and a range of other information. This will also be used to monitor the progress of the Plan.
- 1.16 The primary focus of this Action Plan is on actions relating directly to Council operations. It also covers actions where the Council can use its influence to reduce carbon emissions across Torbay. However, a more detailed Carbon Neutral Torbay Action Plan will be developed in 2022 by the Torbay Climate Partnership covering how partners (including the Council), businesses and communities will take action and collectively play their part in tackling the climate emergency locally.
- 1.17 There are many benefits for the Council in adopting and delivering these proposals. Including:
- A working culture that is reducing environmental impacts, tackling the climate and ecological emergencies, and meeting its Community and Corporate Plan (2019-2023) vision including helping Torbay thrive.
  - More efficient and effective use of natural resources such as energy, fuel, water, and paper

- Ability to reduce the Council’s carbon footprint
- A more efficient use of Council resources<sup>4</sup>
- More teams coordinating action, sharing of best practice, cross-service working and effective management
- Improved employee physical and mental health through increased use of active travel
- Allows the council to start to adopt the UN Sustainable Development Goals (SDGs). These have been designed to be a "blueprint to achieve a better and more sustainable future for all".
- Figure 1 summarises a range of wider benefits for Torbay including reducing environmental impacts, tackling the climate and ecological emergencies, and meeting its Community and Corporate Plan (2019-2023) vision.



## 2. Options under consideration.

### 2.1 Members can consider to:

- (i) Not approve the proposed Policy and Action Plan 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
- (ii) Approve the Policy and Action Plan as per para 1.7 – 1.16 and ensure real action commences across the Council resulting in significant progress towards tackling the

---

<sup>4</sup> Initially, costs may be higher for what we are procuring, or delivering to meet this policy but that delivering this ambition is essential and the real/social cost of not doing so will be far greater for the council in the future.

Climate Emergency, 2030 CN Council target and meeting the Community and Corporate Plan's CN ambitions.

- 2.2 Option (i) above will result in actions developing on ad-hoc basis. Due to the uncoordinated nature of this option, there will be no overall plan with prioritised actions capable of making significant progress towards 2030 target and Community and Corporate Plan's CN ambitions. This option is therefore not recommended.
- 2.3 Option (ii) is the preferred, recommended option. It will provide the Council with the best chance of significant progress towards tackling the Climate Emergency, 2030 CN Council target and meeting the Community and Corporate Plan's CN ambitions.

### 3. Financial Opportunities and Implications

---

- 3.1 There will be financial consequences of adopting the Policy and Action Plan.
- 3.2 For the Policy there will be times when additional funding may be required to support this policy. Where staff cannot identify any internal or external funding officers will need to contact their managers, finance team and the Climate Emergency Officer for advice. Some environmentally friendly, carbon saving projects/products may have an initial up-front cost that is more expensive, however, please consider the full costs over the whole lifecycle of the project/product, including any operational savings such as using less energy, fuel, or reduced maintenance costs. When seeking approval for a project, where funding cannot be found to meet the Policy, officers must identify this in their Emerging Issues papers or Cabinet report, under the Climate Change section.
- 3.3 The Council already spends a significant amount of money on improving the environment. In 2021/22 the Council with partners committed over £10 million to deliver the [Initial Carbon Neutral Torbay Initial Action Plan \(2021-22\)](#). Some of the work outlined in the proposed new Action Plan proposed can be delivered through existing budgets. We recognise that fully transitioning to carbon neutral will require significant additional capital and revenue funding but that delivering this ambition is essential and the real/social cost of not doing so would be far greater.
- 3.4 In 2021/22 the Council had three dedicated climate change funding pots, with a combined value of just under £340,000. These will help to fund a range of projects within the Action Plan. Including:
- Earth Hour public event
  - Decarbonisation Plans for approximately seven of the worst performing council buildings
  - New energy efficiency measures and low carbon heating systems
  - Green Fleet Review and electric vehicle pilot
  - Initial installation of electric vehicle charging point(s) to aid fleet transition
  - Staff travel initiatives
  - Carbon Literacy Training for staff
  - Procurement and Commissioning Staff Training

- Community climate conversations in 2022 and full public consultation
- Rewilding projects
- Match funding for forthcoming Public Sector Decarbonisation Scheme funding bids  
(Please note these may change once the Decarbonisation Plans and Green Fleet review results and recommendations are known)

- 3.5 Additional staff are required to deliver some of the actions in the Action Plan, including the need for a new energy contract officer, energy officer, climate emergency support officer. Some of the resources needed are proposed in the Budget Proposal 2022/2023. An officer to coordinate staff travel is also required.
- 3.6 Changes, to better reflect the need for proactive energy and water management of estate and clear decarbonisation plans, in line with the 2030 carbon neutral target, need to be added to various the Service Level Agreements (SLAs).
- 3.7 It is also recommended in the Action Plan that capital funding will be required annually to transition the estate and fleet to carbon neutral by 2030, as too will funding be required to build new construction projects to higher low carbon standards pre- 2025. The Cabinet's budget recommendations for 2022/23 supports this need for capital funding with proposals to borrow £1m to support delivery of the Action Plan. The proposed £1m funding, if approved, would be spent on:
- Implementing the recommendations of the Decarbonisation Plans carried out on council-maintained schools and the worst energy performing council buildings (see para 3.4). This is likely to include funding measures to improve the building fabric and building management systems and installing solar panels and replacing gas boilers with low carbon alternatives such as heat pumps.
  - Implementing the recommendations of the Green Fleet Review including funding electric vehicle pilots and associated recharging infrastructure.
- There are also external funds that may support delivering this Action Plan. See Appendix 3.
- 3.8 The Council may need to identify further funding to support the Climate Emergency, to ensure that pressure isn't placed on existing departmental budgets to deliver the Action Plan and policy objectives. It may not be possible in all cases for those existing budgets to identify the required level of funding.
- 3.9 Some environmentally friendly, carbon saving projects/products may have an initially up-front cost that is more expensive, however, officers will be asked to consider the full costs over the whole lifecycle of the project/product, including any operational savings such as using less energy or fuel and reduced maintenance costs. This should be considered as part of the initial options appraisal for any scheme.

## 4. Legal Implications

---

- 4.1 There are no legal implications at this stage.

## 5. Engagement and Consultation

---

- 5.1 The Policy and Action Plan have been developed through the Council's CN Council Officers Group. This is made up of officers from across the Council, TDA and SWISCo.
- 5.2 In addition to this group the Policy went to ELT, JTCC, Overview and Scrutiny Board, SLT and TDA and SWISCo Boards for comment.

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

---

- 6.1 At this stage there are no procurement issues. However, appropriate procurement processes will be addressed through the delivery of individual schemes within the Action Plan.

## 7. Tackling Climate Change

---

- 7.1 This paper proposes two important strategic documents that will deliver actions to tackle the Climate Emergency and work towards becoming Carbon Neutral (CN) council and CN Torbay.

## 8. Associated Risks

---

- 8.1 If option ii is not approved there will be no overall plan with prioritised actions capable of making significant progress towards carbon neutrality by 2030. This would risk failure to meet the Community and Corporate Plan's priority to become a CN council and community. Having declared a climate emergency and publicly committed to achieving carbon neutrality this will put the Council at great reputational risk.
- 8.2 Option i may also risk the implementation of actions that will not deliver the best carbon and wider outcomes and could risk directing currently limited resources to less beneficial actions/actions that actively increase greenhouse gases.
- 8.3 Not implementing the approach will also delay low carbon investment and, potentially, prevent the Council from maximising additional funding opportunities in the future.

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

---

	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people	The Council Action Plan supports a range of actions that support creating energy efficient,		

	warmer, and healthier homes. It will also support reducing homes in fuel poverty. Tree planting, Sustainable, active transport projects are also included in the Council Action Plan and will help improve air quality and health of older and young people.		
People with caring Responsibilities			No direct impacts at the stage
People with a disability		Some active travel options within the Policy and Action Plan could exclude people with disability. For all projects will work with staff and the community to ensure new plans do not have any negative impacts on this specific group.	
Women or men			No direct impacts at the stage
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)			No direct impacts at the stage
Religion or belief (including lack of belief)			No direct impacts at the stage
People who are lesbian, gay or bisexual			No direct impacts at the stage
People who are transgendered			No direct impacts at the stage
People who are in a marriage or civil partnership			No direct impacts at the stage
Women who are pregnant / on maternity leave			No direct impacts at the stage
Socio-economic impacts (Including impact on	The Council Action Plan supports a range of actions that support		



child poverty issues and deprivation)	creating energy efficient, cheaper to run homes. It will also support reducing homes in fuel poverty. Active transport projects will improve accessibility across Torbay and Tree planting and rewilding projects will help enhance local areas.		
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	Council Action Plan supports a range of actions that support creating energy efficient, warmer, and healthier homes. It will also support reducing homes in fuel poverty. Tree planting, Sustainable, active transport projects are also included in the Council Action Plan and will help improve air quality and health of the population of Torbay.		

## 10. Cumulative Council Impact

---

10.1 It is possible that other services could adversely affect the ability of the Council to meet its CN 2030 target by continuing to do things that give rise to carbon emissions or developing projects/policies that increase the Council’s carbon emissions. This is why the proposed Policy and Action Plans are so important as a tool to help staff consider and make more sustainable, low carbon decisions. Carbon Literacy training and regular staff communication will also be important.

## 11. Cumulative Community Impact

---

11.1 It is likely that Torbay’s communities, businesses, and organisations all will adversely affect the ability of Torbay to meet its CN 2030 target if they continue to do things that give rise to carbon emissions and by developing new projects/practices that increase carbon emissions. This is why the newly established Torbay Climate Partnership is so important in helping all of Torbay make more sustainable, low carbon decisions. Their communication and engagement plans will be vital in helping change behaviour.

# Environment and Carbon Neutral Policy

March 2022

---

This document can be made available in other languages and formats.  
For more information, please contact [hrpolicy@torbay.gov.uk](mailto:hrpolicy@torbay.gov.uk)

---

## Contents

---

<b>Introduction</b> .....	<b>1</b>
<b>Scope</b> .....	<b>2</b>
<b>Benefits</b> .....	<b>3</b>
<b>Key Principles of this policy</b> .....	<b>4</b>
<b>Funding</b> .....	<b>5</b>
<b>Training and support</b> .....	<b>5</b>
<b>All staff and managers</b> .....	<b>5</b>
<b>Policy Feedback</b> .....	<b>6</b>
<b>History of Policy Changes</b> .....	<b>6</b>

## Introduction

---

Torbay Council's operations and services are directly, or indirectly, responsible for a range of impacts on our natural environment. Whilst we carry out a lot of actions to reduce our environmental impacts, more action is needed. Torbay Council declared a climate emergency <sup>1</sup>in 2019 and is

---

<sup>1</sup> The climate emergency reflects the need for urgent action to reduce or halt climate change and avoid potentially irreversible environmental damage resulting from it.

committed to tackling climate change locally and becoming a carbon neutral<sup>2</sup> Council and working with others to create a carbon neutral Torbay by 2030. Tackling climate change is also one of our four key visions as outlined in the Community and Corporate Plan (2019-2023). We are also committed to protecting and enhancing our high quality built and natural environment, safeguarding it for future generations.

The benefits of protecting our environment and tackling climate change (for instance for health, the economy, and our communities) means it must be part of the way we all work across the Council.

Therefore, we are changing how we work, developing future actions and ways of working that will help us all to minimise the impact the Council has on the natural environment and to play our part in tackling the climate and ecological emergency locally.

The overarching principles and aims of the Environment and Carbon Neutral Policy are:

- **Reduce carbon emissions**  
To become a carbon neutral Council by 2030 by reducing carbon emissions across the Council and to:
- **Reduce energy and generate clean energy**
- **Minimise waste and water consumption**
- **Transition to a zero-emission fleet by 2030**
- **Use sustainable resources**
- **Protect and enhance the natural environment**
- **Climate resilience**
- **Measure and report our performance**

## Scope

---

This policy applies to all Council employees. It also applies to the Council's wholly owned companies, the TDA and SWISCo, especially when delivering services commissioned by Torbay Council.

## Related Policies and guidance

---

Please refer to the:

- [Community and Corporate Plan 2019 – 2023](#)
- [Initial Carbon Neutral Torbay Action Plan 2021](#)
- [Ways of Working Policy](#)

---

<sup>2</sup> Carbon neutrality means having a balance between emitting carbon and absorbing carbon from the atmosphere in carbon sinks. Removing Carbon Dioxide from the atmosphere and then storing it is known as carbon sequestration. To achieve net zero emissions, emissions will have to be counterbalanced by carbon sequestration and through verified carbon offsetting schemes.

Please refer to the [Carbon Neutral Council](#) page for guidance on how to assess and reduce environmental impacts and help tackle the climate emergency.

## Benefits

---

By implementing different ways of working there are benefits to our employees, the organisation, and our customers:

### **Benefits for employees:**

- Add value by delivering environmental improvements as part of our existing and future work
- Can play a part in helping the Council tackle the climate and ecological emergency
- Physical and mental health benefits from increased support for business travel and service delivery through active travel

### **Benefits for the Council:**

- A working culture that is reducing environmental impacts, tackling the climate and ecological emergencies, and meeting its Community and Corporate Plan (2019-2023) vision including helping Torbay thrive.
- More efficient and effective use of natural resources such as energy, fuel, water, and paper
- Ability to reduce the Council's carbon footprint
- A more efficient use of Council resources<sup>3</sup>
- More teams coordinating action, sharing of best practice, cross-service working and effective management
- Improved employee physical and mental health through increased use of active travel

### **Benefits for our customers:**

- A more efficient use of Council resources meaning that more funds can be devoted to direct service delivery
- Torbay is also reducing environmental impacts, tackling the climate and ecological emergencies, and meeting its Community and Corporate Plan (2019-2023) vision
- Improved air quality and fewer cars & vans on the road

### **UN Sustainable Development Goals**

This policy will also help the Council to begin to work towards the Sustainable Development Goals (SDGs). These have been designed to be a "blueprint to achieve a better and more sustainable future for all". These were adopted by the United Nations and the UK Government as a universal call to action to end poverty, protect the planet, and ensure that by 2030 all people enjoy peace and prosperity. There are 17 goals. These goals also align with our Community and Corporate Plan (2019-2023) vision to make Torbay thrive. This policy will help to meet the following SDGs: 7

---

<sup>3</sup> Initially, costs may be higher for what we are procuring, or delivering to meet this policy but that delivering this ambition is essential and the real/social cost of not doing so will be far greater for the council in the future.

(Affordable Clean Energy), 12 (Responsible Consumption and Production) 13 (Climate Action), 14 and 15 (Life below water and Life on Land)



## Key Principles of this policy

---

- **Reduce carbon emissions**

To become a carbon neutral Council by 2030 by reducing carbon emissions across the range of Council operations<sup>4</sup>. Interim targets will be established<sup>5</sup>. The option of Carbon Offsetting any residual emission will be seen only as a last resort to achieving carbon neutrality for the Council. A separate policy will be developed on carbon offsetting emissions.
- **Reduce energy and generate clean energy**

To minimise energy use and reduce carbon dioxide emissions arising across Torbay Council's estate through the introduction of energy efficient measures, renewable/low carbon electricity generation, low carbon heating, use of renewable energy tariffs and staff behavioural initiatives.
- **Minimise waste and water consumption**

To minimise water consumption and waste created from Council operations and services through reduction, reuse, recycling, and staff behavioural change initiatives and remove consumer single use plastic from the Council's office estate.
- **Transition to a zero-emission fleet by 2030 and tackle air quality and improve health**

To reduce carbon emissions, cut harmful pollutants and improve local air quality by supporting staff to travel for work purposes by healthier and more sustainable modes of travel such as walking, cycling, e-bikes, e-cargo bikes, and public transport<sup>6</sup>. Where journeys need to be made in vehicles, the use of electric vehicles will be encouraged, and we will work towards transitioning our fleet to zero emission vehicles<sup>7</sup>.
- **Use sustainable resources**

To reduce environmental impacts of the things we build, buy and the services we commission, through making more sustainable, environmentally friendly, and low carbon choices.
- **Protect and enhance the natural environment**

---

<sup>4</sup> The target is an aggregated Torbay Council wide target and not bespoke minimum performance targets for individual departments, or wholly owned companies.

<sup>5</sup> Interim targets will be determined once further estate audits and fleet reviews have been carried out and a robust baseline is in place.

<sup>6</sup> Where it is safe to do so during the COVID pandemic

<sup>7</sup> Where there are no feasible or viable zero emission solutions, transition to ultra-low emission alternatives.

To protect, enhance and increase the biodiversity where appropriate of the Council's natural assets through a range of environmentally friendly conservation practices. We will also encourage improvements to our natural assets, including tree planting and rewilding initiatives, to achieve carbon storage and nature-based solutions for climate resilience. We will also protect and enhance where appropriate the marine environments Torbay Council are responsible for. A more detailed Marine Users Policy will be developed in partnership with Tor Bay Harbour Authority.

- **Climate resilience**

Understand the near-term and future risks of climate change for essential Council operations and services and plan for how we will build climate resilience across the Council.

- **Measure and report our performance**

Report progress towards becoming a carbon neutral Council through an annual Greenhouse Gas Report and annual report to the Council's Cabinet and the Overview and Scrutiny Board. We will report on how we are taking action to conserve and enhance biodiversity in accordance with our Natural Environment and Rural Communities (NERC) Act duty.

**Managers must ensure that staff have properly considered the above aims and principles when developing new projects, policies, programmes, new procurement contracts and/or commissions.**

Employees and managers must acknowledge this policy and support the principles set out in this policy in their work.

## Funding

---

There will be times when additional funding may be required to support this policy. Where staff cannot identify any internal or external funding please contact Jacqui Warren, Climate Emergency Officer for advice. Some environmentally friendly, carbon saving projects/products may have an initially up-front cost that is more expensive, however, please consider the full costs over the whole lifecycle of the project/product, including any operational savings such as using less energy or fuel and reduced maintenance costs. When seeking approval for new proposals, and where funding cannot be found, officers must identify this in their Emerging Issues papers or Cabinet reports under the Climate Change section.

## Training and support

---

### All staff and managers

All staff must support this policy wherever possible in their job roles.

Line managers are expected to challenge their teams and individuals to ensure this policy is adhered to.

Please refer to the [Carbon Neutral Council](#) page for guidance on how to assess and reduce environmental impacts and help tackle the climate emergency in projects, policies, programmes, new procurement contracts and/or commissions.

General guidance on what you can do in the office and at home is also available on the [Carbon Neutral Council](#) intranet page.

Carbon Literacy Training is also available, and the Council aims to have a mandatory module on i-learn from 2022. Please contact [hrtraining@torbay.gov.uk](mailto:hrtraining@torbay.gov.uk) for further information.

## Equality statement

---

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

## Policy Feedback

---

If you have any feedback on this policy, please email [Jacqui.Warren@Torbay.gov.uk](mailto:Jacqui.Warren@Torbay.gov.uk)

## History of Policy Changes

---

Date	Who	Page	Details of Change	Agreed by:
<b>Date</b>	Who	Page	Details of Change	<b>Agreed by:</b>
<b>August 2021</b>	Carbon Neutral Council Officers Group, Geopark, Director of Place	All	Added more on our NERC duties, aligned policy to the UN SDGs and added an interim carbon saving target.	
<b>November</b>	TJCC	All	N/a. Emailed TJCC. Comment received was supportive of the policy.	
<b>4/11/2021</b>	ELT	All	N/a. Supportive.	
<b>Dec/Jan 2022</b>	Carbon Neutral Council Officers Group and TDA (Director of Asset	Variou us	<ul style="list-style-type: none"> <li>Clarified 1) scope – footnote 6, 2) amended the principle to - Transition to zero emission fleet by 2030 and 3)</li> </ul>	

	Management, Investment and Housing)			
7/1/2022	Director of Place	All	<ul style="list-style-type: none"> <li>▪ Various and minor</li> </ul>	
18/1/2022	SLT	All	<ul style="list-style-type: none"> <li>▪ Removal of an interim target until a robust baseline and various studies have been undertaken. Establish boundaries for the Policy with TDA.</li> </ul>	
15/2/2022	SWISCo Board		<ul style="list-style-type: none"> <li>▪ No major issues</li> </ul>	
15/2/2022	TDA Board		<ul style="list-style-type: none"> <li>▪ No major issues</li> </ul>	

As it is a climate emergency this policy is to be reviewed every 2 years or when legislation or operational reasons require it sooner.

DRAFT



TORBAY COUNCIL

Let's make Torbay

**CARBON**

**NEUTRAL**

by 2030

A Carbon Neutral Action Plan  
for Torbay Council

Page 81



Agenda Item 8  
Appendix 2

# Why have we created a Carbon Neutral Action Plan for the council?

Page 82 We are committed becoming a carbon neutral Council by 2030

Let's make Torbay  
**CARBON  
NEUTRAL**  
by 2030

# Why have we created a Carbon Neutral Action Plan for the council?

Page 83 The Council is responsible for a range of direct and indirect impacts on our natural environment, from heating our offices to powering our vehicles we use for council business.

# Why have we created a Carbon Neutral Action Plan for the council?

Page 84 The sea level in Torbay is predicted to rise by over a metre in the next 100 years, due to climate change.

Higher rainfall will increase the risk of localised flooding and erosion

**We need to take  
rapid action now.**

Page 85  
We need to change how we  
work and help minimise the  
impact the Council has on the  
natural environment.

# What are our objectives?

We become a carbon neutral council by reducing emissions across our own estate, operations and services.

This includes services delivered by SWISCo and TDA.

# What are our objectives?

We become a carbon neutral council by reducing emissions across our own estate, operations and services.

This includes services delivered by SWISCo and TDA.



# Setting a starting point

We are gathering data on our  
current emissions that arise from  
activities such as:



# Setting a starting point – insight work

- Operation of council buildings
- Street lighting
- Council fleet
- School travel
- Staff travel

# Taking action

We will focus on the areas  
where the greatest amounts  
of carbon emissions arise.

# Council estate, energy and street lighting



Actions include:

- Understanding our consumption and determining our annual carbon footprint

# Council estate, energy and street lighting



Actions include:

- Commissioning a minimum of 13 decarbonisation plans for key buildings in 2022

# Council estate, energy and street lighting



Actions include:

- Saving over 300 tonnes of CO<sub>2</sub> per year by installing energy efficient and renewable energy measures at Torbay Leisure Centre

# Travel

Actions include:

- **Completing the Green Travel Plan, which promotes sustainable work-related travel**



# Travel



Actions include:

Page 95

- Completing the Green Fleet Review, to understand how to transition the fleet to carbon neutral by 2030 and the associated costs

# Travel



Actions include:

- Transitioning the fleet, where appropriate, to electric vehicles, installing charging points at suitable sites



# Corporate services and processes

Actions include:

- Integrating climate asks into key procurement and commissioning processes



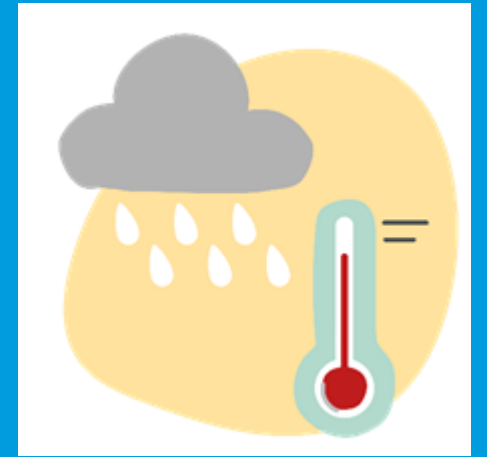
# Corporate services and processes

Actions include:

- Hold specific training on carbon literacy for all procurement and commissioning staff by April 2022



# Climate Adaptation and Resilience



Over the next two years we will use the results of the forthcoming regional Adaptation Plan to:

Page 99

- Make sure we understand current and future vulnerability to a changing climate

# What other actions are we taking?

We will also use our influence with partners, businesses and communities to reduce carbon emissions across Torbay.

# Housing



Actions include:

- Support properties in Torbay to improve the energy efficiency of their homes

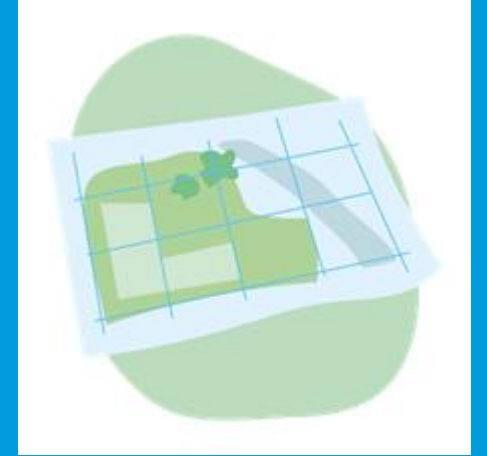
# Housing



Actions include:

- Continue to work with Exeter Community Energy to provide local energy saving practical support and advice

# Planning



Actions include:

- Refresh the Healthy Torbay Supplementary Planning Document (SPD) and include climate change policy guidance

# Transport



Actions include:

- Deliver electric charging points at 10 - 12 public car parks across Torbay



# Transport

Actions include:

- Deliver 5 active travel projects as outlined in the Local Cycling and Walking Infrastructure Plan (LCWIP) and Local Transport Action Plan



# Transport

Actions include:

- Finalise an electric charging infrastructure strategy for Torbay and scale up delivery of public charging points across Torbay



# Renewable energy



- Based on the work of the Devon Carbon Plan, we will update assessments of Renewable Energy resource available in Torbay

# Economic Development

Actions include

- Embed carbon neutral principles and clean growth into the refresh of Torbay's Economic Strategy



# Economic Development

Actions include

- Explore the development of a Small to Medium sized Enterprise (SME) 1:1 Resource Efficiency/Carbon Neutral Business Support Programme



# Economic Development

Actions include

- Hold two business events to promote resource efficiency and working towards carbon neutral businesses



# Land use and nature-based solutions



Actions include:

- Continue to deliver effective tree planting schemes as part of the three-year funded i-tree 2 initiative, including planting over 350 trees by 2023.

# Land use and nature-based solutions



Actions include:

- Develop a new Tree Planting Strategy for Torbay
- Refresh the Tree and Woodland Framework Strategy



# Waste minimisation

- Help residents to reduce waste and recycle more of their waste (starting with food waste) through our Recycling Support Co-ordinators.



# Education

- Support teachers to deliver climate change education through a model science curriculum and explore a 1-year climate change schools engagement programme

Page 114



# Carbon Neutral Torbay and Devon

Actions include:

Page 115

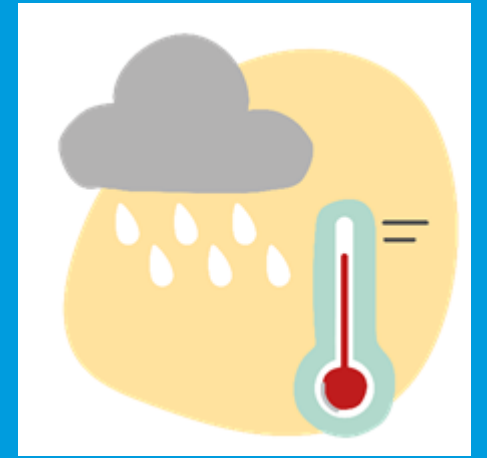
- With the Torbay Climate Partnership and our businesses and communities, review our Energy and Climate Change Strategy and co-design a new Carbon Neutral Torbay Action Plan (CNTAP) in 2022

# Carbon Neutral Torbay and Devon

Actions include:

- hold a series of climate conversations and a public consultation with our businesses and communities in 2022

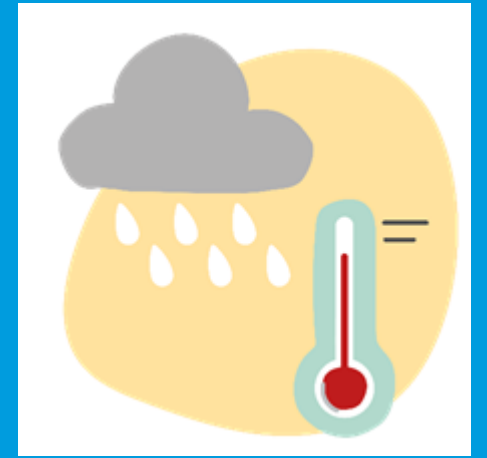
# Climate Adaptation and Resilience



Actions include:

- continue to consult and co-design with our communities a flood defence/alleviation solution for Paignton and Preston Sea fronts

# Climate Adaptation and Resilience



Actions include:

- Take part in the EU ARSINOE Project, which will develop actions that will increase Torbay's resilience to a changing climate (including impacts on health and critical infrastructure)

# How will we fund the transition?

- Existing climate change funding pots
- Additional staff
- Capital funding (including £1m (*subject to Cabinet Approval*))
- External funds

# Monitoring progress

- Quarterly reviews by the Council's Carbon Neutral Officers' Group
- Half-yearly reports to SLT, Cabinet and Overview and Scrutiny Board.



# Carbon Neutral Council Action Plan

2022 - 2024



# Contents

---

<b>Introduction</b> .....	<b>3</b>
Background .....	3
Scope.....	4
Carbon emissions and achieving carbon neutral by 2030 .....	4
Highlights.....	5
<b>Carbon Neutral Council Action Plan 2022 - 2024</b> .....	<b>6</b>
<b>Other Actions</b> .....	<b>9</b>
<b>Funding the transition</b> .....	<b>12</b>
<b>Monitoring progress</b> .....	<b>14</b>
<b>Appendix 1</b> .....	<b>15</b>

DRAFT

# Introduction

---

## Background

We want to create a thriving Torbay and one that is tackling climate change locally. Torbay Council have committed to becoming a carbon neutral council and to working with others to create a carbon neutral Torbay by 2030.

Our operations and services are directly, and indirectly, responsible for a range of impacts on our natural environment. From the power we use in our offices, to the fuel powering our refuse vehicles, they all have a negative impact on the environment and are responsible for emitting carbon dioxide and other greenhouse gases into the atmosphere. Greenhouse gases absorb heat and release it gradually over time. Without this natural greenhouse effect the Earth's average annual temperature would be below freezing. However, through human activity such as burning fossil fuels to heat and power our homes, we have put more greenhouse gases into the atmosphere than natural processes can remove. This means that greenhouse gases such as carbon dioxide are forming a 'blanket' around the planet. This blanket traps the heat from the sun and causes the earth to heat up. Our climate is changing, and the world is now about 1.2 degree Celsius warmer than it was in the 19th Century. We are seeing the catastrophic consequences of this warming across the world, and these include floods, heat waves, fires, drought and crop failure. We are also seeing impacts locally, such as more severe storms and flooding, which are occurring more frequently.

It has been predicted that due to the climate change we will see over the next 100 years the sea level rise in Torbay by over one metre. Over the next 100 years the frequency and impact of water coming over the top of the sea walls will increase, resulting in more infrastructure and properties being affected by flooding. On top of that, more intense rainfall will increase the risk of localised flooding and erosion.

To avoid the catastrophic impacts of climate change, globally, Governments are now trying to keep warming to 1.5 degree Celsius above pre-industrial times by the end of the century. Delaying action and not dramatically decreasing carbon emissions and other greenhouse gases will lead to more catastrophic consequences. At the recent COP26<sup>1</sup> Conference in Glasgow research released during the conference showed that the plans countries have laid out so far for reducing emissions still add up to 2.4 degree Celsius temperature rise by end of the century.

So, we all need to take rapid action now, and this includes Torbay Council.

---

<sup>1</sup> Conference of Parties

In 2019 Torbay Council declared a climate emergency<sup>2</sup> and adopted tackling climate change as one of its four key visions as outlined in the Community and Corporate Plan (2019-2023).

Therefore, as a council we need to change how we work, develop new actions and ways of working that will help to minimise the impact the Council has on the natural environment and play our part in tackling the climate emergency locally.

## Scope

This Carbon Neutral Council Action Plan outlines the actions the Council will take to reduce direct<sup>3</sup> and indirect<sup>4</sup> carbon emissions across its own estate, operations and services. It also includes some Council services delivered by the Council's two wholly owned companies - SWISCo and TDA.

It commits the Council to a series of actions it will take from January 2022 up to April 2024.

The primary focus of this Action Plan is on actions relating directly to Council operations. It also covers actions where the Council can use its influence to reduce carbon emissions across Torbay. However, a more detailed Carbon Neutral Torbay Action Plan will be developed in 2022 by the Torbay Climate Partnership covering how partners (including the Council), businesses and communities will take action and collectively play their part in tackling the climate emergency locally.

## Carbon emissions and achieving carbon neutral by 2030

The Council is responsible for emissions that arise from the operations and services within their direct control or where they have financial responsibility. In 2021 the Council started to calculate its direct and indirect carbon emissions, also known as a carbon footprint. It is made up of emissions that arise from a range of assets and activities across the Council, including:

- All council buildings (including offices, maintained schools, other)
- Street lighting
- Council fleet
- School travel
- Staff travel (including staff using their personal cars for Council business (grey fleet)), rail, taxi and other forms of travel i.e., hire cars)
- Others (including outsourced services delivered for the Council by wholly owned companies - TDA and SWISCo)

The data required from these activities includes gas, electricity, water and waste consumption data as well as mileage data broken down into vehicle type. Currently this data is not readily available

---

<sup>2</sup> The climate emergency reflects the need for urgent action to reduce or halt climate change and avoid potentially irreversible environmental damage resulting from it.

<sup>3</sup> Direct emissions: Emissions from activities owned or controlled by an organisation that release emissions into the atmosphere i.e., emissions from combustion in owned or controlled boilers, furnaces, vehicles.

<sup>4</sup> Indirect: Emissions released into the atmosphere associated with consumption of purchased electricity, heat, steam and cooling and emissions that are a consequence of your actions, which occur at sources which you do not own or control.

in a consistent and standardised format nor is it available in one place. Over 20+ officers so far have been involved in trying to collate this data including SWISCo and TDA colleagues delivering services for the Council.

In 2019-2020 the Council was responsible for an estimated 5400 tCO<sub>2</sub>e. The largest sources of emissions arose from the electricity we used to power our buildings, fuel used to power our fleet and gas used to heat our buildings. These made up over 85% of the Council's footprint.

Given the current difficulties collating the carbon footprint, some direct emissions and indirect emissions that relate to council operations or the things we buy, or commission are not currently included. This data does not currently exist or will take time to collate it. We will explore how to include these emissions in 2022. Additional resources are being created to support the development of a robust carbon footprint. As it stands the above figure is just an initial estimate only.

We commit to become a carbon neutral Council by 2030 and we will establish a robust carbon baseline to measure progress against.

We will also set some interim targets once the baseline is established.

To become a carbon neutral Council by 2030 we will need to rapidly, over the next 8 years, reduce carbon emissions by as much as we possibly can. By 2030 we will need to offset any remaining emissions through credible local/national or international carbon offset initiatives. The aim is to achieve net zero carbon emissions by 2030.

For this first action plan we have focussed on the areas where we estimate the greatest amounts of carbon emissions arise and the council can directly control. These include the operation of our estate, fleet and business travel. We have also focussed on corporate processes such as decision making and procurement.

The Council is therefore responsible for just over 1% of Torbay's total carbon emissions. Whilst primarily focussing on the Council's operations and services, this Carbon Neutral Council Action Plan also includes actions to be carried out by the TDA and SWISCo and where the Council can use its influence to help reduce carbon emissions across the wider Torbay. These influencing actions will be covered later in this action plan.

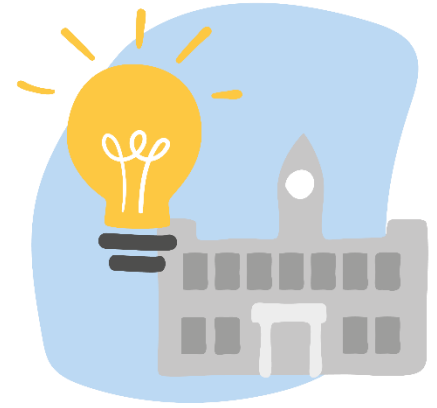
SWISCo and the TDA are also developing their own plans to reduce environmental impacts and reduce carbon emissions across their own operations.

## Highlights

This action plan is the first of its kind for Torbay Council. However, work to reduce the Council's impact on the environment and to reduce carbon emissions have been ongoing for a number of years. Recent actions include:

- Commenced the development of two solar farms in Torbay

- Installation of solar PV panels, electric forklift trucks and LED lighting across the Council estate
- Delivered a range of energy efficiency and low carbon heating installations across the estate and local schools
- Installed efficient energy saving LED streetlights
- Upgraded some of the fleet to be more fuel efficient and less polluting
- Embedded carbon neutral considerations in all major decision-making reports and service planning processes
- Developed a Carbon Neutral Impact Assessment Tool to help staff consider reducing carbon emissions and wider negative environmental impacts in all major decision-making reports
- Integrated climate change considerations into the new Social Value Policy to ensure all procurements and commissions reduce their climate and wider environmental impacts. Where negative carbon impacts are likely it will be mandatory requirement to address these
- To support Torbay to reduce carbon emissions the Council, with partners, have started to deliver a Carbon Neutral Torbay - Initial Action Plan (2021-2022). This plan, adopted in March 2021, will deliver immediate action to tackle the climate emergency across Torbay. The Initial Action Plan is [here](#). This is an example of how the Council is using its influence across Torbay to support and accelerate action to tackle climate change locally
- Established a new Torbay Climate Partnership to strategically coordinate and accelerate climate action across Torbay
- Held the third Torbay Community Conference. The theme was tackling climate change. It was held during the international COP26 Conference in November 2021. Full details are available [here](#). A series of climate conversations to help shape future actions were also held during the conference



## Carbon Neutral Council Action Plan 2022 - 2024

---

In 2021 the Council established an internal officers' group to oversee the development of this first Carbon Neutral Council Action Plan.

The Action Plan focusses on the areas of the Council where the most carbon emissions arise from. These include the operation of our estate, fleet and business travel. As wholly owned companies of the Council who deliver a range of services for the Council, actions that relate to council services delivered by the TDA and SWISCo are also included in this action plan.

### **Council estate, energy and streetlighting**

In some cases, the energy (gas and electricity) use in council buildings can make up 70% of a council's direct carbon emissions. Over the next 8 years we will work towards decarbonising the estate, starting with understanding and improving the worst performing buildings.

Over the next two years we will:

- Provide additional resources to understand better the estate's energy, water, waste consumption and determine an annual robust carbon footprint for the Council
- Commission a minimum of 13 decarbonisation plans for key buildings in 2022, including 6 decarbonisation plans by March 2022. These plans will inform a pipeline of decarbonisation

projects and allow the Council to start to understand how much carbon can be saved across the estate (this data is currently unavailable)

- Working with Parkwood Leisure, decarbonise Torbay Leisure Centre and save over 300 tonnes of carbon dioxide (tCO<sub>2</sub>) per annum through installing energy efficiency measures, low carbon heat pumps and solar panels.
- Spend at least £225,000 on energy efficiency projects through the existing Salix Recycling Fund.
- Subject to public consultation and Cabinet approval, spend £1m on projects to decarbonise our estate and fleet.
- Bid for national decarbonisation funds such as Public Sector Decarbonisation Scheme and Low Carbon Skills Fund
- Upgrade Torre Abbey's Arid House boilers to low carbon heat pumps
- Install solar panels on Tor Hill House
- Complete the development of 2 solar farms in Torbay
- Review the corporate energy contract in 2023 and procure greener energy from 2024
- Explore the development of a sustainable design and construction policy for all new buildings/infrastructure projects built by/on the behalf of the Council
- Upgrade remaining streetlighting (~30-35%) to new LED lighting and investigate ways to further reduce consumption and improve efficiency across traffic signals and other highways assets

## Travel

Staff travel and journeys made by our fleet are responsible for the production of carbon emissions and other harmful pollutants (including staff using their personal cars for Council business, travel by bus, rail, taxi and other forms of travel i.e., hire cars). Over the next 8 years we will work towards decarbonising the fleet and staff travel through reducing the demand for travel, prioritising active, sustainable modes of transport and where journeys need to be made, make them in ultra low/electric vehicles/car clubs where possible.



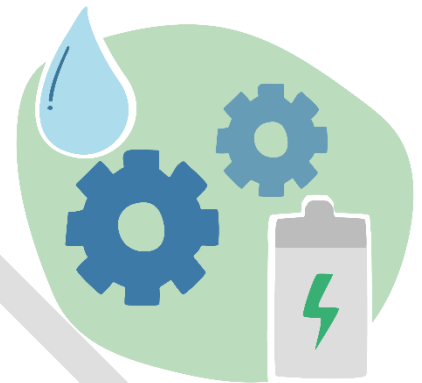
Over the next two years we will:

- Complete the Council's Green Travel Plan which will recommend ways to promote active, sustainable ways to travel to work and for work purposes
- Complete a council-wide Green Fleet Review to understand how to transition the fleet (including the SWISCo/TDA fleet) to carbon neutral by 2030
- Subject to resources and based on the Green Fleet Review, pilot an electric vehicles (EV) trial within the fleet
- To commence the transition of the fleet, where appropriate, to electric vehicles, install electric charging points at the Aspen Way Depot and/or other suitable sites
- Based on the Green Fleet Review, identify an annual capital budget to start to replace the fleet with EV/ultra low emission vehicles
- Explore resources to lead on and coordinate corporate staff travel related work

- Subject to additional resources, refresh the Corporate Travel Policy (and associated policies) and carry out a full audit of all related staff travel policies, incentives and facilities to better support sustainable staff travel
- Carry out the Hire Car Review and explore Ultra Low Emission Vehicle alternatives/EV/car club alternatives
- Based on the Green Travel Plan, Green Fleet Review and Hire Car Review, develop a pipeline of investment ready low/zero carbon business travel projects
- Seek internal and external funding annually to deliver actions

### Corporate services and processes

The way the Council makes decisions about what we do can help reduce environmental impacts and carbon and other greenhouse gas emissions. We can reduce the environmental impacts of the things we build and buy, along with the services we commission, through understanding the likely negative impacts and making more sustainable, environmentally friendly, low/zero carbon choices.



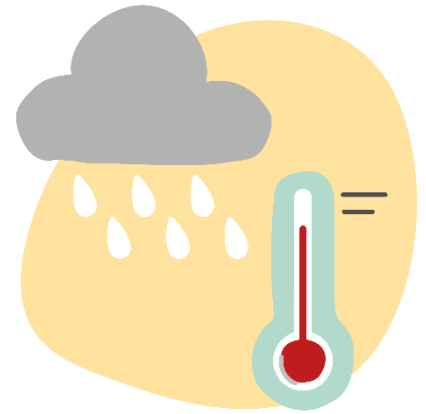
Over the next two years we will:

- Continue to integrate climate asks into all procurement and commissioning processes
- Review current utilities contracts (energy and water) and explore and begin to transition to green low carbon energy from 2024
- Hold specific training on carbon literacy for all procurement and commissioning staff by April 2022
- Develop and adopt by March 2022 a new corporate Environmental and Carbon Neutral Policy. This policy will be for all staff to use and outlines a series of aims and principles to follow for all Council related work.
- Create a mandatory climate change I-learn module for all staff and councillors
- Building on the senior leadership Carbon Literacy training carried out in 2021, begin to roll out carbon literacy training to all staff
- Roll out an internal communication campaign on the new Carbon Neutral Impact Assessment Tool designed to help officers consider carbon neutral issues in new projects/programmes/policies
- Public Health Team to pilot carrying out a carbon neutral review of all their services. If successful, this will be rolled out to all services over the next 2 years
- Develop a comprehensive carbon neutral staff behavioural change campaign



## Climate Adaptation and Resilience

In addition to reducing our emissions, the Council will also need to ensure that all its operations and services are resilient to a changing climate. We will need to understand where we are currently vulnerable to weather events and where we will be vulnerable in the future as our climate continues to change and warm.



Over the next two years we will:

- Use the results of the forthcoming Adaptation Plan for Devon, Cornwall and the Isles of Sicily to ensure Torbay Council understands current and future vulnerability to a changing climate and takes actions to reduce any current risks and strengthen service's resilience.

Appendix 1 contains the estimated delivery dates for the actions above.

## Other Actions

---

In addition to delivering the actions outlined above, this Action Plan also includes actions where the Council can use its influence with partners, businesses, and communities to reduce carbon emissions across the wider Torbay area.

We will work with others to create a carbon neutral Torbay by 2030

In 2019 over 442,000 tCO<sub>2</sub> arose from Torbay's businesses, buildings, transport, land use and agricultural sectors. In 2020 the University of Exeter were commissioned to create a Net Zero Torbay report. This report provided a series of recommendations on the key actions needed to create a net zero Torbay by 2030 (and 2050). It identified the essential role of existing and future government policies in achieving these targets. It also included a range of priority actions to accelerate. The full report is available [here](#). A summary is available [here](#).

Based on some of the priority actions identified in the report, over the next two years the Council will use its influence to work with partners, businesses, and communities to reduce Torbay-wide carbon emission. We will prioritise the decarbonisation of actions within the building (domestic and commercial) and transport and business sectors. We also want to maximise the economic, social and health benefits that tackling climate change can bring, including new skilled jobs, training and new business opportunities.

Working with partners and our communities, over the next two years we will:

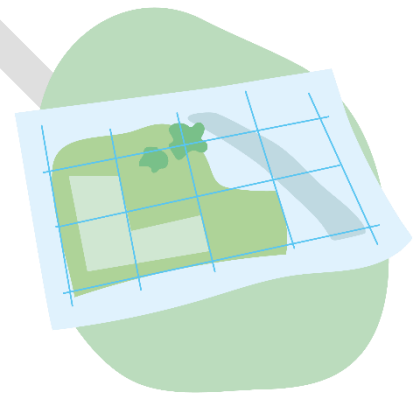
Housing



- As part of Heat Devon, support up to 230 properties to improve the energy efficiency of their homes
- As part of the Devon-wide Sustainable Warmth programme support homes in Torbay to improve the energy efficiency of their homes
- Secure additional resources to deliver more decarbonisation plans across homes in Torbay
- Continue to work with Exeter Community Energy to provide local energy saving practical support and advice
- Continue to work with Registered Providers of housing to share best practice and opportunities to work together
- Revise the Housing Strategy for Torbay and Action Plan and develop actions to help work towards delivering Torbay's carbon neutral target by 2030 and in line with the Net Zero Torbay report.
- Work with TorVista a subsidiary company of the TDA, who are a wholly owned company of the Council, to explore high standards of low carbon, sustainable design and construction for future homes and apartments built.

Planning

- Issue a guidance document setting out how the Local Plan for Torbay's current climate change related policies should be met
- Refresh the Healthy Torbay Supplementary Planning Document (SPD) and include climate change policy guidance



Transport

- Deliver electric charging points at 10 - 12 public car parks across Torbay
- Deliver 5 active travel projects as outlined in the Local Cycling and Walking Infrastructure Plan (LCWIP) and Local Transport Action Plan
- Finalise an electric charging infrastructure strategy for Torbay and scale up delivery of public charging points across Torbay
- Subject to funding, implement the Bus Service Improvement Plan which includes a fleet of electric buses and associated

infrastructure

- Subject to a successful public consultation, phase out petrol and diesel taxis by 2026
- Deliver Edginswell Station, a new railway station in the Torquay Gateway
- Review the current transport strategy in line with the carbon neutral 2030 target and develop actions to work towards this target

Renewable energy

- Based on the work of the Devon Carbon Plan (see below), update assessments of Renewable Energy resource available in Torbay



### Economic Development

- Embed carbon neutral principles and clean growth into the refresh of Torbay's Economic Strategy
- Explore the development of a Small to Medium sized Enterprise (SME) 1:1 Resource Efficiency/Carbon Neutral Business Support Programme
- Hold two business events to promote resource efficiency and working towards carbon neutral businesses
- Develop a sustainable events charter to make sure large council run events work towards meeting Torbay's carbon neutral 2030 target.



### Land-use and nature-based solutions

Nature based solutions such as tree planting and rewilding areas of land can store carbon emissions. Nature based solutions can also help alleviate flood risk and help reduce summertime temperatures/localised heat island effects. We will:

- Continue to deliver effective tree planting schemes as part of the three-year funded i-tree 2 initiative, including planting over 350 trees by 2023.
- Develop a new Tree Planting Strategy for Torbay
- Refresh the Tree and Woodland Framework Strategy which aims to ensure the safety of Council-owned trees; increase levels of planting as part of a wider strategy to combat climate change; maintain and encourage biodiversity; maintain and improve landscape quality
- Explore supporting partners to help protect and where appropriate enhance Torbay's sea grass habitats
  - Through the Devon Flood, Coastal Risk Innovation Programme create 2 micro forest to reduce flood risk in Torbay



### Waste Minimisation

- Recycling Support Co-ordinators to help residents to reduce waste and recycle more of their waste, focussing initially on their food waste. A range of other actions to reduce waste are outlined in Torbay's Resource and Waste Management Strategy.



## Education

- Through the Government's Sustainability and Climate Change Strategy, teachers will be supported to deliver climate change education through a model science curriculum and explore a 1-year climate change schools engagement programme

## **Carbon Neutral Torbay and Devon**

Tackling climate change is not the role of a few organisations or people. It requires everyone to take action. We will:

- With the Torbay Climate Partnership and our businesses and communities, review our Energy and Climate Change Strategy 2014 - 2019 and co-design a new Carbon Neutral Torbay Action Plan (CNTAP) in 2022
- To inform the development of the new CNTAP hold a series of climate conversations and a public consultation with our businesses and communities in 2022
- Work with the Devon Climate Emergency Partnership and play our part in helping Devon tackling the Climate Emergency locally. This will include supporting the development of the draft Devon Interim Carbon Plan
- Once adopted, embed relevant actions from the Devon Carbon Plan into this Council Action Plan and the CNTAP

## **Climate Adaptation and Resilience**

We will also prepare and adapt for a changing climate. We will:

- We will continue to consult and co-design with our communities a flood defence/alleviation solution for Paignton and Preston Sea fronts
- Take part in the EU ARSINOE Project. This project will work with the University of Exeter to model flood risk and predicted future changes in climate to develop actions that will increase Torbay's resilience to a changing climate (including impacts on health and critical infrastructure)
- Use the results of the forthcoming Adaptation Plan for Devon, Cornwall and the Isles of Sicily to ensure Torbay understands current and future vulnerability to a changing climate and takes actions to strengthen its resilience.

## **Funding the transition**

The Council already spends a significant amount of money on improving the environment i.e., LED streetlighting projects. Some of the work outlined in this action plan can be delivered through existing budgets. We recognise that transitioning to carbon neutral will require significant additional capital and revenue funding but that delivering this ambition is essential and the real/social cost of not doing so would be far greater.

In 2021/22 the Council had 3 dedicated climate change funding pots, with a combined value of just under £340,000. These will help to fund a range of projects within this action plan:

- Rooftop solar feasibility study – Tor Hill House



- New low carbon heating system for the Arid House, Torre Abbey
- Green Fleet Review and development of a pilot EV project
- Decarbonisation Plans for the worst performing buildings
- Carbon Literacy Training
- Procurement and Commissioning Training
- Green Fleet Review
- 1 x Community Conference – Climate Conversations
- 6 x Community climate conversations in 2022 + public consultation
- Staff travel initiatives
- Initial installation of electric vehicle charging point(s) to aid fleet transition
- 3 x Rewilding projects
- Match funding for forthcoming Public Sector Decarbonisation Scheme funding bids

Additional staff are required to deliver some of the actions in this plan, including the need for a new energy contract officer, energy officer (including decarbonisation of the estate), climate emergency support officer. Changes, to better reflect the need for proactive energy and water management of estate and clear decarbonisation plans, in line with the 2030 carbon neutral target, need to be added to the Service Level Agreements (SLAs) between the Council and TDA/SWISCo.

It is also recommended that capital funding will be required annually to transition the estate and fleet to carbon neutral by 2030, as too will funding be required to build new construction projects to higher low carbon standards. The Cabinet's budget recommendations for 2022/23 supports this need for capital funding with proposals to borrow £1m to support delivery of the Action Plan. The proposed £1m funding, if approved, would be spent on:

- Implementing the recommendations of the Decarbonisation Plans carried out on council-maintained schools and the worst energy performing council buildings (see para 3.4). This is likely to include funding measures to improve the building fabric and building management systems and installing solar panels and replacing gas boilers with low carbon alternatives such as heat pumps.
- Implementing the recommendations of the Green Fleet Review including funding electric vehicle pilots and associated recharging infrastructure.

We will update this Action Plan with further details on this funding and how it will be spent.

There are external funds that may also support delivering this Action Plan. Although capacity to develop such bids, particularly for public buildings and domestic properties is currently an issue.

External funds include but are not limited to the following:

Low Carbon Skills Fund

Public Sector Decarbonisation Scheme

Social Housing Decarbonisation Fund

Homes Upgrade Grant/Sustainable Warmth Fund/Local Authority Delivery Scheme

Clean Heat Grant

Workplace Charging Scheme

Chargepoint authorisation

On-street Residential Charge point Scheme

Ultra Low Emission Taxi Infrastructure Scheme

Bus Improvement Plan

*(Please note this is not an exhaustive list)*

## Monitoring progress

---

Appendix 1 outlines the estimated delivery dates for the actions within this plan.

The implementation of this action plan will be overseen by the Council's Carbon Neutral Council Officers' Group on a quarterly basis.

Half yearly progress reports will be compiled by the Officers' Group and presented to the Council's Senior Leadership Team and the Council's Cabinet and Overview and Scrutiny Board.

Please note that this action plan does not currently include estimated carbon savings to made. Without an accurate and complete carbon footprint to act as a baseline for this plan, and without the results of key reports such as the 13 decarbonisation plans for the estate and the Green Fleet Review, any estimated savings would be widely inaccurate. Once these outstanding pieces of work are in place, we will work with the University of Exeter (or similar body) to understand the carbon saving potential of this plan. We will also work with them in preparation of the next action plan for 2024 onwards. This action plan will include a carbon reduction progress report for 2022 – 2024 as well as recommendations for 2024 – 2026 Council actions in line with the 2030 carbon neutral council target.

## Appendix 1

### Estimated timescales for delivery of actions

Action	Timescale		
	2022	2023	Apr-24
<b>Council estate, energy and streetlighting</b>			
Provide additional resources to understand better the estate's energy, water, waste consumption and determine an annual robust carbon footprint for the Council	*		
Commission a minimum of 13 decarbonisation plans for key buildings in 2022, including 6 decarbonisation plans by March 2022. These plans will inform a pipeline of decarbonisation projects and allow the Council to start to understand how much carbon can be saved across the estate (this data is currently unavailable)	*		
Working with Parkwood Leisure, decarbonise Torbay Leisure Centre and save over 300 tonnes of carbon dioxide (tCO <sub>2</sub> ) per annum through installing energy efficiency measures, low carbon heat pumps and solar panels.	*		
Spend at least £225,000 on energy efficiency projects through the existing Salix Recycling Fund.	*	*	*
Spend £1m on projects to decarbonise our estate and fleet/other.	*	*	*
Bid for national decarbonisation funds such as Public Sector Decarbonisation Scheme and Low Carbon Skills Fund	*	*	*
Upgrade Torre Abbey's Arid House boilers to low carbon heat pumps	*		
Install solar panels on Tor Hill House	*	*	
Complete the development of 2 solar farms in Torbay	*	*	
Review the corporate energy contract in 2023 and procure greener energy from 2024		*	*
Explore the development of a sustainable design and construction policy for all new buildings/infrastructure projects built by/on the behalf of the Council		*	

Upgrade remaining streetlighting (~30-35%) to new LED lighting and investigate ways to further reduce consumption and improve efficiency across traffic signals and other highways assets	*	*	*
<b>Travel</b>			
Complete the Council's Green Travel Plan which will recommend ways to promote active, sustainable ways to travel to work and for work purposes	*		
Complete a council-wide Green Fleet Review to understand how to transition the fleet (including the SWISCo/TDA fleet) to carbon neutral by 2030	*		
Subject to resources and based on the Green Fleet Review, pilot an electric vehicles (EV) trial within the fleet	*		
To commence the transition of the fleet, where appropriate, to electric vehicles, install electric charging points	*	*	*
Based on the Green Fleet Review, identify an annual capital budget to start to replace the fleet with EV/ultra low emission vehicles	*	*	*
Explore resources to lead on and coordinate corporate staff travel related work	*		
Subject to additional resources, refresh the Corporate Travel Policy (and associated policies) and carry out a full audit of all related staff travel policies, incentives and facilities to better support sustainable staff travel	*	*	
Carry out the Hire Car Review and explore Ultra Low Emission Vehicle alternatives/EV/car club alternatives	*		
Based on the Green Travel Plan, Green Fleet Review and Hire Car Review, develop a pipeline of investment ready low/zero carbon business travel projects	*	*	
Seek internal and external funding annually to deliver actions	*	*	*
<b>Corporate services and processes</b>			
Continue to integrate climate asks into all procurement and commissioning processes	*		
Review current utilities contracts (energy and water) and explore and begin to transition to green low carbon energy from 2024		*	*



Hold specific training on carbon literacy for all procurement and commissioning staff by April 2022	*	*	*
Develop and adopt by March 2022 a new corporate Environmental and Carbon Neutral Policy. This policy will be for all staff to use and outlines a series of aims and principles to follow for all Council related work.	*		
Create a mandatory climate change I-learn module for all staff and councillors		*	
Building on the senior leadership Carbon Literacy training carried out in 2021, begin to roll out carbon literacy training to all staff	*	*	*
Roll out an internal communication campaign on the new Carbon Neutral Impact Assessment Tool designed to help officers consider carbon neutral issues in new projects/programmes/policies	*		
Public Health Team to pilot carrying out a carbon neutral review of all their services. If successful, this will be rolled out to all services over the next 2 years	*		
Develop a comprehensive carbon neutral staff behavioural change campaign	*	*	*
<b>Climate adaptation and resilience</b>			
Use the results of the forthcoming Adaptation Plan for Devon, Cornwall and the Isles of Sicily to ensure Torbay Council understands current and future vulnerability to a changing climate and takes actions to reduce any current risks and strengthen service's resilience.	*	*	
<b>Influence</b>			
<b>Housing</b>			
As part of Heat Devon, support up to 230 properties to improve the energy efficiency of their homes	*		
As part of the Devon-wide Sustainable Warmth programme support homes in Torbay to improve the energy efficiency of their homes	*		
Secure additional resources to deliver more decarbonisation plans across homes in Torbay	*	*	*
Continue to work with Exeter Community Energy to provide local energy saving practical support and advice	*	*	*

Continue to work with Registered Providers of housing to share best practice and opportunities to work together	*	*	*
Revise the Housing Strategy for Torbay and Action Plan and develop actions to help work towards delivering Torbay's carbon neutral target by 2030 and in line with the Net Zero Torbay report.	*	*	
<b>Transport</b>			
Deliver electric charging points at 10 - 12 public car parks across Torbay	*		
Deliver 5 active travel projects as outlined in the Local Cycling and Walking Infrastructure Plan (LCWIP) and Local Transport Action Plan	*		
Finalise an electric charging infrastructure strategy for Torbay and scale up delivery of public charging points across Torbay	*		
Subject to funding, implement the Bus Service Improvement Plan which includes a fleet of electric buses and associated infrastructure		*	*
Subject to a successful public consultation, phase out petrol and diesel taxis by 2026			2026
Deliver Edginswell Station, a new railway station in the Torquay Gateway			2024
Review the current transport strategy in line with the carbon neutral 2030 target and develop actions to work towards this target		*	
<b>Renewable Energy</b>			
Based on the work of the Devon Carbon Plan (see below), update assessments of Renewable Energy resource available in Torbay		*	
<b>Economic Development</b>			
Embed carbon neutral principles and clean growth into the refresh of Torbay's Economic Strategy	*		
Explore the development of a Small to Medium sized Enterprise (SME) 1:1 Resource Efficiency/Carbon Neutral Business Support Programme	*	*	
Hold two business events to promote resource efficiency and working towards carbon neutral businesses	*		
Develop a sustainable events charter to make sure large council run events work towards meeting Torbay's carbon neutral 2030 target.	*	*	

<b>Land-use and nature-based solutions</b>			
Continue to deliver effective tree planting schemes as part of the three-year funded i-tree 2 initiative, including planting over 350 trees by 2023.	*	*	
Develop a new Tree Planting Strategy for Torbay	*	*	
Refresh the Tree and Woodland Framework Strategy which aims to ensure the safety of Council-owned trees; increase levels of planting as part of a wider strategy to combat climate change; maintain and encourage biodiversity; maintain and improve landscape quality	*	*	
Work with the Nature Recovery Network of joined-up places, on land and at sea, created from maps that identify opportunities for the protection, restoration, and creation of habitats that increase Carbon Sequestration and storage alongside bringing benefits for nature and people	*	*	*
Through the Devon Flood, Coastal Risk Innovation Programme create 2 micro forest to reduce flood risk in Torbay	*	*	up to 2027
<b>Waste minimisation</b>			
Recycling Support Co-ordinators to help residents to reduce waste and recycle more of their waste, focussing initially on their food waste. A range of other actions to reduce waste are outlined in Torbay's Resource and Waste Management Strategy.	*	*	*
<b>Carbon Neutral Torbay and Devon</b>			
With the Torbay Climate Partnership and our businesses and communities, review our Energy and Climate Change Strategy 2014 - 2019 and co-design a new Carbon Neutral Torbay Action Plan (CNTAP) in 2022	*	*	
To inform the development of the new CNTAP hold a series of climate conversations and a public consultation with our businesses and communities in 2022	*		
Work with the Devon Climate Emergency Partnership and play our part in helping Devon tackling the Climate Emergency locally. This will include supporting the development of the draft Devon Interim Carbon Plan	*	*	*

Once adopted, embed relevant actions from the Devon Carbon Plan into this Council Action Plan and the CNTAP	*	*	
<b>Climate Adaptation and Resilience</b>			
We will continue to consult and co-design with our communities a flood defence/alleviation solution for Paignton and Preston Sea fronts	*		
Take part in the EU ARSINOE Project. This project will work with the University of Exeter to model flood risk and predicted future changes in climate to develop actions that will increase Torbay's resilience to a changing climate (including impacts on health and critical infrastructure)	*	*	up to 2025
Use the results of the forthcoming Adaptation Plan for Devon, Cornwall and the Isles of Sicily to ensure Torbay understands current and future vulnerability to a changing climate and takes actions to strengthen its resilience.	*	*	

DRAFT

---

This document can be made available in other languages and formats.  
For more information, please contact [future.planning@torbay.gov.uk](mailto:future.planning@torbay.gov.uk)

---

**Meeting:** Cabinet

**Date:** 22 March 2022

**Wards affected:** All

**Report Title:** Draft Torbay Joint Health and Wellbeing Strategy 2022-26

**When does the decision need to be implemented?** 23 March 2022

**Cabinet Member Contact Details:** Jackie Stockman [Jackie.stockman@torbay.gov.uk](mailto:Jackie.stockman@torbay.gov.uk)

**Director/Divisional Director Contact Details:** Lincoln Sargeant, Director of Public Health [Lincoln.Sargeant@torbay.gov.uk](mailto:Lincoln.Sargeant@torbay.gov.uk); Julia Chisnell, Consultation in Public Health [Julia.Chisnell@torbay.gov.uk](mailto:Julia.Chisnell@torbay.gov.uk)

## 1. Purpose of Report

---

- 1.1 Local Authorities have a duty to produce, through the Health and Wellbeing Board, a Joint Health and Wellbeing Strategy setting out priorities to address the needs of the population.
- 1.2 This draft Strategy has been prepared in collaboration with Health and Wellbeing Board partners over the last eight months. The areas of focus and cross-cutting areas represent priorities for agencies working across Torbay to improve the health and wellbeing of residents. The onward timetable for consultation and approval is as follows:
  - 2 Health and Wellbeing Board 17 March 2022
  - Cabinet 22 March 2022
  - Launch of six-week public consultation 23 March 2022
  - Health and Wellbeing Board 9 June 2022
  - Senior Leadership Team 21 June 2022
  - Informal Cabinet 28 June 2022
  - Council 21 July 2022
- 1.2 Cabinet is asked to endorse the Strategy for consultation.

## 2. Reason for Proposal and its benefits

---

- 2.1 The vision of the Joint Health and Wellbeing Strategy is to create a healthy, happy Torbay where individuals and communities can thrive.
- 2.2 The Strategy identifies five priority areas:

- Mental health and wellbeing
- Good start to life
- Complex needs
- Healthy ageing
- Digital inclusion.

For each of these areas, goals and actions have been developed in partnership with those multi-agency groups leading and working on the relevant programme. They include aspirations for improvements in health status and life chances, alongside clear objectives for action.

2.3 There are six additional cross-cutting areas which inform all work programmes. These have each identified an ‘ask’ of other service areas, for example including environmental sustainability in all policies. The cross-cutting areas are:

- Environmental sustainability
- Physical activity
- Good housing
- Reducing inequalities
- Supporting carers
- Supporting those experiencing domestic and sexual violence or abuse.

2.4 An annual delivery plan will set out the activities to be delivered year on year within the life of the Strategy. Delivery will be led by the relevant programme groups, with quarterly oversight from the Health and Wellbeing Board. Monitoring will be against an outcome framework detailing the long-term outcomes and short-term progress measures which will demonstrate success in each area.

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

---

1. That the draft Joint Health and Wellbeing Strategy 2022 – 2026, be approved for public consultation.

## Appendices

Appendix 1:

Draft Torbay Joint Health and Wellbeing Strategy

## Supporting Information

---

### 1. Introduction

- 1.1 Torbay’s Joint Strategic Needs Assessment sets out the health needs of the population of Torbay, together with an analysis of the drivers of health and wellbeing: [Joint Strategic](#)

Needs Assessment for Torbay 2020-2021. The JSNA is currently being updated and a new document will be published before the end of March 2022.

- 1.2 Everyone in our community should have the right to good health and wellbeing. To increase the health and wellbeing of the people in Torbay we need to work across all sectors and organisations to address the factors that influence these. This Joint Health and Wellbeing Strategy sets out our focus areas and key actions to improve lives in Torbay over the next four years.

## 2. Options under consideration

---

- 2.1 The Joint Health and Wellbeing Strategy is a partnership document setting out priorities for strategic activity and no alternative options are therefore considered.

## 3. Financial Opportunities and Implications

---

- 3.1 There are no direct financial implications associated with the Strategy. Where activities require investment these will be identified and funded through the relevant workstream.

## 4. Legal Implications

---

- 4.1 The production of a Joint Health and Wellbeing Strategy is required under the Health and Social Care Act 2012.

## 5. Engagement and Consultation

---

- 5.1 The Strategy has been developed in collaboration with members of the Torbay Health and Wellbeing Board and stakeholders involved in the different programme areas.
- 5.2 Formal public consultation will be undertaken March – April 2022.

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

---

- 6.1 The Strategy does not involve the purchasing or hiring of goods or services.

## 7. Tackling Climate Change

---

- 7.1 One of the cross-cutting areas of the Strategy is environmental sustainability. This is a priority for all Health and Wellbeing Board members.
- 7.2 The strategy requires all partner organisations to:
  - Include environmental sustainability as a key element in all policies
  - Make environmental sustainability a factor in decision making in all new policies and procurement contracts. Potential contracts should highlight the actions they will take



to cut carbon emissions in their service delivery and work towards providing sustainable services.

## 8. Associated Risks

- 8.1 There are no specific risks associated with implementation. However, failure to deliver against the major objectives of the Strategy would have a reputational impact for all constituent organisations, and represent a failure to grasp the opportunities to make drive improvements in the health and wellbeing of our population.
- 8.2 A risk register will be held by the Health and Wellbeing Board and slippage against implementation identified early so that remedial action can be put in place.

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

	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people	The Strategy includes one priority area around 'Healthy Ageing' and one around 'Good start to Life'. Therefore both population groups should benefit through implementation.		
People with caring Responsibilities	Support for carers is a cross-cutting area in the Strategy. All partners are asked to sign up to the Devonwide Commitment to Carers, proactively to identify and support carers (including young carers), and to become 'carer friendly' employers.	➤	
People with a disability	The goals of the Strategy are to reduce ill-health and poor wellbeing. There are specific objectives around reducing discrimination and stigma associated with disabilities associated		

	with older age, and around the availability and suitability of housing.		
Women or men		Equal impact anticipated.	
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)	There is a cross-cutting priority area around reducing inequalities which includes a requirement for equality impact assessments, and workplace training in the needs of minority and ethnic groups.		
Religion or belief (including lack of belief)	There is a cross-cutting priority area around reducing inequalities which includes a requirement for equality impact assessments, and workplace training in the needs of minority and ethnic groups.		
People who are lesbian, gay or bisexual	There is a cross-cutting priority area around reducing inequalities which includes a requirement for equality impact assessments, and workplace training in the needs of minority and ethnic groups.		
People who are transgendered	There is a cross-cutting priority area around reducing inequalities which includes a requirement for equality impact assessments, and workplace training in the needs of minority and ethnic groups.		
People who are in a marriage or civil partnership		Equal impact anticipated	
Women who are pregnant / on maternity leave	The employer requirement around equality impact		

	assessment and training is anticipated to have a positive impact.		
Socio-economic impacts (Including impact on child poverty issues and deprivation)	The aim of the Strategy is to drive improvements in health and wellbeing, responding to the needs highlighted in the JSNA and tackling inequalities in health and opportunity in the Bay.		
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	The purpose of the Strategy is to achieve a positive impact on the health and wellbeing of the population of Torbay.		

## 10. Cumulative Council Impact

---

10.1 None.

## 11. Cumulative Community Impacts

---

11.1 None.

## Foreword

Foreword from Health and Wellbeing Board Chair will be added post Health and Wellbeing Board 17 March for launch of public consultation.

## Introduction

Healthy people are at the core of healthy societies. Yet health is more than just the absence of disease. The World Health Organisation defines health as “a state of complete physical, mental and social well-being”. When it comes to health, accessible and high quality health care is important, but as little as 10% of a population’s health and wellbeing is linked to access to health care. Many other factors, such as the home and the community we live in, our environment, work, education and money, influence whether we are healthy and happy. It is therefore crucial to address these and create an environment that enables people to be as healthy as they can.



Figure 1 What makes us healthy. Adapted from The Health Foundation

The circumstances in which we live, our daily activities and our social lives affect our physical and mental health and wellbeing. At the same time, having a physical illness or mental health problem can have a significant impact on our social and working lives and our wellbeing.

Everyone in our community should have the opportunity for good health and wellbeing. To increase the health and wellbeing of the people in Torbay we need to work across all sectors and organisations to address the factors that influence these. This Joint Health and Wellbeing Strategy sets out our focus areas and key actions to improve lives in Torbay over the next four years.

## Health inequalities

Health inequalities are avoidable, unfair and systematic differences in health between different groups of people that arise because of the conditions in which we grow up and live, the environment or area we live in, the group we belong to or the opportunities we have to lead healthy lives<sup>1</sup>.

<sup>1</sup> Health inequalities in a nutshell | The King's Fund ([kingsfund.org.uk](https://www.kingsfund.org.uk))

The Marmot Review first described these differences in health outcomes between different sections of society in 2010 and found people living in the poorest neighbourhoods in England will die several years earlier than people living in the richest neighbourhoods. Poorer people will also spend more of their life living with disease or disability<sup>2</sup>. An update of the Marmot review in 2021 showed:

- Improvements in life expectancy stalled in the decade before the pandemic
- There are wide inequalities in health within and between different areas in the UK
- The health gap between wealthy and deprived populations has widened
- People are spending more of their lives living in poor health.<sup>3</sup>

To tackle inequalities, we need to ensure that we not only provide high quality and accessible health care, but that we take note of the factors contributing to good or poor health. This includes supporting people when they need help, making sure children have a good start in life and working towards a thriving society where people can live healthy and happy lives in an environment that supports health and is sustainable for future generations.

The Government's Levelling Up White Paper, published in February 2022, emphasises the need to tackle the drivers of disparity and identifies a series of 'levelling up missions' centring around jobs, housing, skills, education, health, crime, community and wellbeing.<sup>4</sup> These are reflected in the priority and underpinning areas of our Strategy.

## Torbay

Torbay offers a great quality of life for individuals and families, with a great natural environment on the English Riviera, a wide range of outdoor activities, excellent schools and a growing arts and cultural sector. But in common with other coastal communities, Torbay faces major challenges. Some of these are listed below. For more detail consult Torbay Council's Joint Strategic Needs Assessment<sup>5</sup>.

- 1. Our climate is changing.** Torbay is projected to get warmer, wetter winters and hotter, drier summers with more intense storms and rising sea levels. This will affect every area of our lives, from increased mould growth within homes during winter, to more deaths due to severe weather such as storms and heatwaves. We need to reduce our carbon footprint, our impact on the environment and plan for the effects of climate change and environmental breakdown that we cannot prevent.
- 2. Our population is ageing.** As a popular retirement location, our population is older than the national average, with 26% of people over 65 years of age. This means we face increased challenges of ill-health, loneliness and frailty, with a high impact on health and social care. We also need to support our many carers, those family members and friends, who themselves support and ensure independence for our older population, many of whom are themselves older.

---

<sup>2</sup> Fair society, healthy lives : the Marmot Review : strategic review of health inequalities in England post-2010. - GOV.UK ([www.gov.uk](http://www.gov.uk))

<sup>3</sup> Health Equity in England: The Marmot Review 10 Years On - IHE ([instituteofhealthequity.org](http://instituteofhealthequity.org))

<sup>4</sup> Levelling up in the United Kingdom White Paper (HM Government) February 2022 [Levelling Up the United Kingdom](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/106471/levelling-up-white-paper.pdf) ([publishing.service.gov.uk](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/106471/levelling-up-white-paper.pdf))

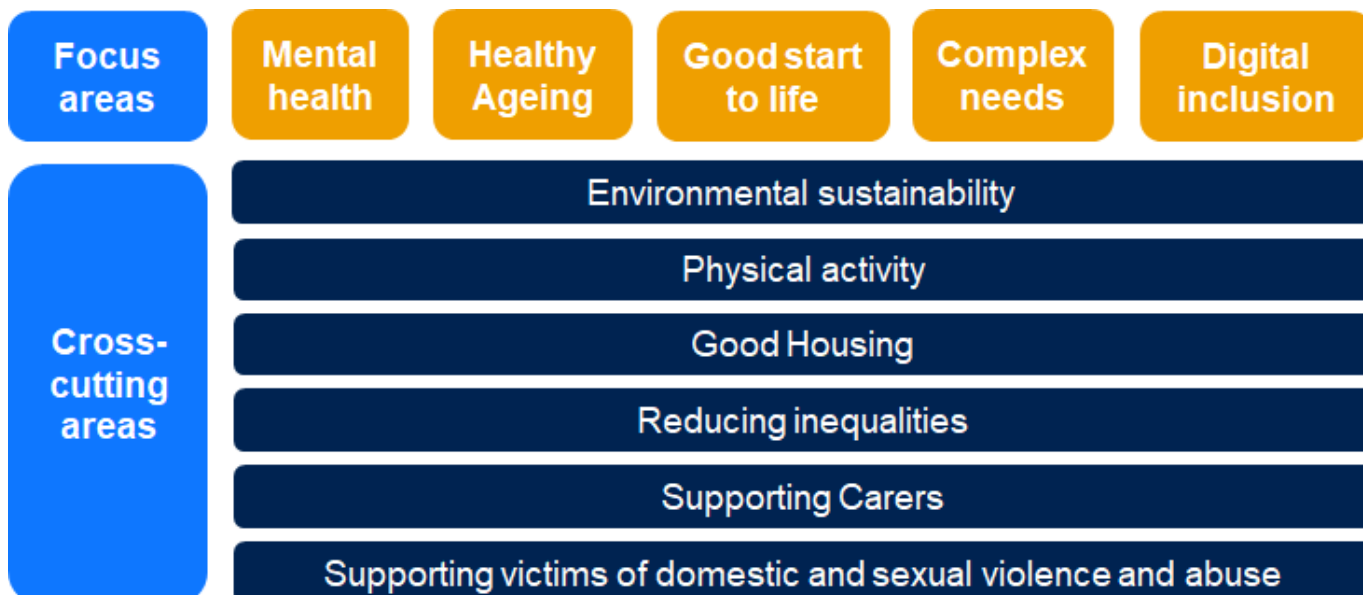
<sup>5</sup> Joint Strategic Needs Assessment for Torbay 2020-2021

- 3. Inequalities are widening.** There are communities with high levels of deprivation and poor housing in Torbay, with around 1 in 6 children growing up in relative poverty, and few opportunities for young people. Many people in Torbay's tourism industry and care sector are employed on low wages. Many of these businesses have suffered during the COVID-19 pandemic, and this has had a knock-on effect, worsening existing inequalities as the most deprived were hit hardest by the health and economic impacts of the pandemic.
- 4. Residents are struggling with mental health problems.** 1 in 8 adults in Torbay have depression, and we have a high rate of people who require long-term support for mental health problems. We have high rates of suicide, and self-harm, particularly among young adults. People with caring responsibilities are also at higher risk of mental health issues.
- 5. Children and young people.** The rate of cared for children in Torbay is amongst the highest in England and many children and families require extra support. Around 1 in 6 children live in low-income households, above the England average. We also face challenges around children and young peoples' physical and mental health, including high rates of overweight and obesity, high rates of tooth decay and high rates of self-harm in children and young people.
- 6. Poor housing and homelessness.** Living in poor housing has a negative effect on both physical and mental health. 1 in 3 people in Torbay live in housing which is in poor condition, without central heating or overcrowded. Many people in Torbay struggle to pay their energy bills and may rent poor quality housing that is colder and more prone to damp. This has an impact on people's health and wellbeing. Houses in the South West of England are expensive, and housing in Torbay is on average less affordable than in the rest of England. There is also an increasing number of rough sleepers in Torbay, and many homeless households living in emergency accommodation or staying with friends and family.

## Health and Wellbeing Strategy

The Joint Health and Wellbeing Strategy lays out the plan to improve the health and wellbeing of the population in Torbay between 2022 – 2026. Five focus areas and six cross cutting areas identify priorities for collective system action over the next four years.

The Health and Wellbeing Board has selected priority areas that relate to all aspects of health and wellbeing, without duplicating existing work or losing focus by spreading efforts too widely.



The Joint Health and Wellbeing Strategy provides a framework for the Health and Wellbeing Board to promote and monitor progress in the areas identified to be most important. It also provides a direction for the commissioning of services in other areas, and identifies medium and long-term goals. The goals outlined in the following sections of the strategy will provide a basis for the Health and Wellbeing Board to monitor progress on each priority area.

## Our Objectives and Priorities

**Our vision:**  
**To create a healthy, happy Torbay where individuals and communities can thrive**

### Priority 1 Good mental health

#### Why is this a priority?

Before the pandemic, Torbay residents generally reported positive wellbeing however almost one in four said they had high anxiety levels and one in five reported having a common mental disorder. Self-harm and suicide rates were significantly higher than the national average.

Since the start of the pandemic the situation has worsened. People now experience higher levels of anxiety and depression and people with an existing mental health diagnosis feel that their condition is worse. The pandemic led to people losing their jobs, debt, and them not being able to see friends and family, which has had an impact on people’s mental health and ability to cope. Levels of domestic abuse also increased, particularly during lockdowns.

Mental health problems also affect our children and young people. We have many children needing social, emotional, and mental health support and levels of self-harm among children and young people are high. Torbay has the second highest number of referrals to social care services in the region and the highest rates of cared for children. We also have a high number of young carers affected by an adult’s mental health, or whose own mental health is affected by their caring role.

While there are many examples of excellent community partnerships supporting mental health, pausing or cancellation of services during the pandemic has contributed to some people not getting the help they need in a timely manner, which also impacted on their family and carers.

For all partners across Torbay, supporting the mental health of our staff, clients, patients, students, and communities is critically important. It is a time of real need, but also a time of real opportunity. COVID-19 has sharpened our understanding of our mental wellbeing. It has never been more evident that 'mental health is everyone's business'. Without good mental health, communities suffer. With good mental health, we all thrive.

### **What are our goals?**

Torbay Mental Health and Suicide Prevention Alliance has agreed a number of goals that we will work towards in collaboration with partners across the system.

Every individual, child and family will:

- Receive person-centred support
- Receive the right level of support at the right time for them
- Be resilient and feel able to look after their mental health
- Feel safe and protected
- Have mental health issues identified and addressed early

We will all live in communities that:

- Empower us to talk about our mental health and wellbeing
- Nurture our mental health and wellbeing
- Connect us to friends, family and services
- Enable us to have a stable home, fulfilling employment and financial stability

### **To make this happen we will:**

- Ensure mental health and wellbeing and suicide prevention remain a priority for strategic partners across Torbay and achievement of outcomes via the Health and Wellbeing Board
- Undertake a collaborative needs assessment into mental health and wellbeing, suicide and self-harm
- Drive continuous improvement in Children and Young People's mental health outcomes through partnership working with families and communities.
- Implement the Torbay suicide and self-harm prevention plan with the aim of stabilising and reducing rates of suicide and self-harm across the Bay
- Incorporate mental health and wellbeing into the Multiple Complex Needs alliance from 2022
- Support the creation of mental health promoting communities through community development, training, safe spaces and peer support
- Promote and support workplace wellbeing in Torbay
- Promote approaches which tackle physical and mental wellbeing together especially the use of physical activity and green spaces to improve wider health and wellbeing
- Work with partners in the Community and Voluntary Sector and Health to ensure that community assets are in place and people are accessing them via a codesigned 'front door' to Adult Social Care.



## Priority 2 A good start to life

### Why is this a priority

Getting a good start in life and throughout childhood, building resilience and getting maximum benefit from education are important markers for good health and wellbeing throughout life. The importance of supporting children in their early years and through adolescence has been widely recognised by the World Health Organisation's Global Strategy for Women's, Children's and Adolescents' Health, the UNICEF Baby Friendly Initiative, and is part of the NHS Long Term Plan. The Levelling Up White Paper highlights the impact of education and skills, health and wellbeing, on the economic life and opportunity of the whole community. Offering support to all children, adolescents and their families, as well as focussing on those who need help the most, reduces inequalities and improves health outcomes<sup>6</sup>.

### What are our goals?

- Ensuring families have access to the services they need
  - Seamless support for families: a joined up Start for Life offer available to all families.
  - A welcoming hub for families: Family Hubs as a place for families to access Start for Life services.
  - The information families need when they need it: designing online, in-person and telephone offers around the needs of the family.
- Ensuring the Start for Life system works together to give families the support they need
  - An empowered Start for Life workforce: developing a skilled workforce to meet the changing needs of families.
  - Continually improving the Start for Life offer: improving data, evaluation, outcomes and proportionate inspection.
  - Leadership for change: ensuring local and national accountability and building the economic case<sup>7</sup>

### To make this happen we will:

We will work across four main areas to improve outcomes for children and families.

- Shift resources to sustain preventative early help services and expand our offer so that it covers the time from before birth up to the age of 25.
- Commission services jointly with the Clinical Commissioning Group and the Integrated Care System to ensure emotional health and wellbeing is prioritised by all partners.
- Improve our data collection and presentation, mapping inequalities and moving to monthly data flows. Outcomes will be regularly reported to the Health and Wellbeing Board.
- Implement the recommendations from the joint area inspection of Special educational needs and disabilities (SEND).

## Priority 3 Supporting people with complex needs

### Why is this a priority

People with multiple and complex needs often experience two or more problems such as homelessness, substance misuse, domestic abuse and mental ill-health at the same time and

---

<sup>6</sup> PHE (2018), *Best start in life and beyond: Improving public health outcomes for children, young people and families. Commissioning Guide 1: Background information on commissioning and service model*

<sup>7</sup> Department of Health and Social Care (2021) *The best start for life: a vision for the 1,001 critical days*

sometimes have contact with the criminal justice system. People whose lives are complex have historically either fallen through the gaps between services, so have been disconnected from the help and support that would make a difference to them or have found that when they have engaged with specific services, who have not been able to respond to their holistic needs. This problem has been made worse by a lack of available services or services not working well together. This results in many people with multiple, complex needs circulating through different services and systems without improvement in their lives but at a cost to them, their families, and the community.

### **What are our goals?**

- We will improve the experiences and outcomes of people with complex problems in Torbay using a different approach to the way in which support is structured, delivered, and commissioned. Support offers will be not only aware of, but also responsive to, people's needs, wishes and aspirations in their lives.

### **To make this happen we will:**

- Commission a Multiple Complex Needs Alliance in 2022, with this becoming operational in 2023. This Alliance will deliver an integrated support offer for people who experience homelessness, substance misuse problems and domestic violence
- Develop a mental health offer as part of the Alliance delivery model.
- Introduce and develop trauma informed approaches across the system.
- Review our housing and support requirements to allow access to suitable accommodation.
- Work with the Innovation Unit to develop a Torbay-wide, shared understanding and definition of complexity; agree shared priority areas; and agree how to work together
- Establishing a Health and Wellbeing sub-group group to oversee and support the implementation of the partnership work that comes from the Torbay Innovation Unit workshops.

## **Priority 4 Healthy Ageing**

### **Why is this a priority**

Torbay's population includes an increasing number of people aged 50 and over with lived experience of health and wellbeing challenges. The need for health and care services is estimated to increase substantially in the future. Torbay needs health and support services that maintain the health and independence of people in the community and take older citizens' health and care needs and preferences into account.

Physical and mental wellbeing are closely connected and any programme to support healthy ageing needs to promote both together.

There is also a need to understand and to tackle older people's experiences of social isolation, discrimination and exclusion.

We need to work together with people of all ages to overcome these complex challenges and see this as an opportunity for engagement and learning about health and wellbeing for us all, right across the life course.

### **What are our goals?**

Every individual:

- Understands the ageing process and is aware of ways for preventing and living with disease
- Is better informed about dying well as well as living well

- Has the opportunity to optimise brain ability and reduce the risk of dementia
- Is able to improve physical fitness and reduce their risk of injury from falling or from frailty
- Is respected for their life experiences; their abilities, choices and ambitions are acknowledged and supported
- Is treated with dignity in all healthcare services
- Is able to choose the level of support that will enable them to live independent and socially connected lives

### **To make this happen we will**

- Challenge how people think about ageing, so that we all see ageing as a positive part of life and each stage as an opportunity for new, positive experiences
- Adopt a whole family approach in all our work and require the same of our partners
- Ensure health and care services are shaped by people with lived experience and from diverse backgrounds
- Enable trusted relationships that fully support peoples' wellbeing and that of their carers
- Promote services that are accessible, inclusive, and based on good evidence
- Ensure support is targeted at prevention and is determined by need, not age
- Actively challenge discrimination
- Ensure that when care is needed it is accessible, compassionate and of high quality
- Enable the development of communities that support safe, healthy, active, independent, and socially connected intergenerational living
- Develop housing provision that is suitable and adaptable for people as they age, promoting independent living.

## **Priority 5 Digital inclusion and access**

### **Why is this a priority?**

Digital technology and communication have transformed almost every aspect of people's lives and has become central to how society works. Being connected became more important during the Covid-19 pandemic when digital became people's default way of keeping socially connected, accessing services, and maintaining cultural connections. At the same time, this shift highlighted how a lack of digital skills and access can negatively impact on a person's life. A person may struggle to access key services and may lose their voice and visibility in society.

Those who are digitally excluded often experience other disadvantages such as low-quality housing, lower educational achievement, social isolation, low income, and unemployment. Unsurprisingly, there is a link between digital exclusion, poor health outcomes and lower life expectancy. Given that many of those who are digitally excluded are high users for health and social care provisions, we need to ensure that people are either supported to engage with services digitally, or that people are offered in-person or telephone services.

The Levelling Up White Paper highlights how the pandemic demonstrated the importance of digital connections right across society, from ensuring business continuity to reducing social isolation, and sets out action required at national and local level to promote digital access and skills.

Any digital service offer must be designed to be as accessible and intuitive as possible to both access and use. User experience must be optimal so that the opportunities of digital health and social care can be fully realised.

## What are our goals?

- Enable people to become digitally included by facilitating access to internet-enabled devices that meet people's needs.
- Support people to improve their digital literacy.
- Increase the use of digital health and social care opportunities to realise the benefits for the individual as well as Torbay's health and care system.
- Increase the opportunities for the utilisation of digital health and care and optimising accessibility.

## To make this happen we will:

- Support the growth of a cross-sectoral Digital Inclusion Group to enable digital inclusion within Torbay.
- Support people to get online and use digital health and care resources.
- Incorporate digital inclusion and accessibility in the organisational strategic planning of the NHS and Torbay Council.

# Cross-cutting areas

As well as our focus areas, we have identified six areas that cut across and should inform all of our work.

## Environmental sustainability

### Why is this a cross cutting area?

Climate change is a public health emergency. As the global climate warms at an increasing rate, we see the effects of climate change being experienced by Torbay's health and social care system. In the future, we will see more extreme weather events like heat waves and flooding, and warmer, wetter winters leading to mould in homes. Without radically reducing our carbon emissions and adapting to the changes we cannot prevent, these impacts are forecast to significantly worsen. While these changes will impact on everyone in Torbay, they will hit the most vulnerable and disadvantaged in society hardest.

Torbay is well placed to become a leader and influencer of action against climate change. Torbay Council has a target to become carbon neutral by 2030 and the NHS, generally, has a target to reach net zero carbon emissions by 2040. Key actions in Torbay are counting our carbon emissions, reducing direct emissions from our estates, our fleet of vehicles, sustainable decision-making in procurement of services and changing the way our workforces commute and operate.

The actions required to cut carbon emissions and adapt to climate change have significant co-benefits for health, such as increasing active travel, insulating homes, and ensuring our health and care services are resilient to extreme weather events.

Torbay is developing a climate partnership to help all stakeholders work together better. Engagement from health sector partners is crucial to further mobilise action, assist each other in doing more and deliver a carbon neutral future for Torbay whilst becoming more resilient to a changing climate.

### Asks from other service areas:

- Include environmental sustainability as a key element in all policies

- Make environmental sustainability a factor in decision making in all new policies and procurement contracts. Potential contractors should highlight the actions they will take to cut carbon emissions in their service delivery and work towards providing sustainable services.

## Physical activity

### **Why is this a cross-cutting area?**

Physical activity has a significant role to play both in physical health and in maintaining and improving mental health and wellbeing.

Physical activity is also a key driver in helping to address the national and local obesity crisis. In Torbay many people are overweight or obese - 60% of the adults and 35% of school-aged children.

Physical inactivity remains an issue of concern in Torbay - one in five adults and one in four young people are not doing the recommended 30 minutes of physical activity per day. People from lower-income families are most affected, with lower rates of physical activity and higher rates of obesity and overweight.

Increasing physical activity in Torbay will not only increase wellbeing, but also reduce demand for local health and care services, and there is still more work to be done.

### **Ask from other service areas**

- Explore how physical activity can be included into your area of work/service
- Work with us to produce our Torbay on the Move Strategy to ensure that our vision for physical activity is a collective vision across the Council and our Community
- Share insight and intelligence so our Strategy is well-informed

## Good Housing

### **Why is this a cross-cutting area?**

Where we live has a big impact on our health. A house is more than a roof over our heads – it is what we call home, it is where we grow up and socialise. One in five homes in the UK do not meet decent housing standards. In Torbay, that figure is even higher with one in three people living in poor housing conditions. Fuel poverty, damp, overcrowding and homelessness are major challenges we face. While exact numbers for Torbay are not available, the COVID-19 pandemic is likely to have exacerbated the situation, with South West housing prices rising sharply during the pandemic and the most deprived parts of the population having been hit the hardest by the economic impacts of the pandemic. Wetter winters due to climate change will exacerbate this problem even further, with increased mould growth adding to the problem in the coming decade.

The Levelling Up White Paper highlights poor quality housing, overcrowding, and an over-reliance on temporary accommodation for vulnerable families as a key contributor to poor health and quality of life, and a key priority for action at national and local level.

Partnership working across the system will be required to tackle this problem. We can gain a lot through offering safe, healthy housing. Good housing contributes to health and wellbeing and helps keep people healthy. Every £1 invested delivers nearly £2 of benefit through costs avoided to public services including care, health and crime costs.

### **Ask from other service areas**

- Consider the housing implications and opportunities when developing new policies

- Work with the Council to develop a system wide housing strategy

## Reducing inequalities

### Why is this a cross-cutting area?

Health inequalities describe differences in the opportunities that people have to lead healthy lives. Health inequalities do not only exist in life expectancy, but also in access to and availability of care, behaviours that impact health and social determinants of health such as housing. Due to the impact of inequalities on health outcomes, reducing inequalities is an important goal in the NHS Long Term Plan, and should be a key aim of any public health policy in Torbay.

In Torbay, we have very affluent areas, but also quite deprived areas that struggle with poor housing, poverty, insecure jobs, low wages. Inequalities have also worsened during the pandemic, meaning that this is now more important than ever.

### Ask from other service areas

- Every time a service changes a quality and equality impact assessment should be completed
- All employees should be trained to recognise the needs of minority and ethnic groups
- Introduce a Rural Proofing for Health Toolkit into the service delivery of local health and care systems
- Ensure that digital care pathways are developed in ways which increase inclusion

## Supporting carers

### Why is this a cross-cutting area?

One in eight people in Torbay cares for a friend or family member who cannot manage without them, due to a health or age-related condition, disability, drug/alcohol or mental health concern has caring responsibilities. Caring can have a significant impact on people's mental and physical health - three quarters of carers report that caring impacts their mental health and more than half report caring is impacting their physical health. Loneliness and social isolation are also key concerns for carers. Many working-age Carers either reduce their hours, give up work due to caring or find it difficult returning to the job market after caring, thus impacting on the local economy as well as their family's financial situation.

There is a wide range of support available for carers of all ages, however a major challenge is identifying people with caring responsibilities as many people do not self-identify as carers and therefore do not access help and support. Young Carers are often bullied, impacting their mental health and wellbeing as well as their academic attendance and attainment<sup>8</sup>.

Caring, with its impact on someone's, health, wellbeing and finances, is a key factor determining how healthy we are<sup>9</sup>.

### Asks from other service areas

- All of Torbay's health and social care organisations formally sign up to the Devon-wide Commitment to Carers

---

<sup>8</sup> Carers update Appendix 3.pdf (torbay.gov.uk)

<sup>9</sup> <https://www.gov.uk/government/publications/caring-as-a-social-determinant-of-health-review-of-evidence>

- Proactively identify Carers, including Young Carers and Carers in the workforce, through incorporating questions about caring responsibilities on existing proformas and processes in services across the system so that Carers can be linked in with existing support programs
- Report the number of Carers from above on a quarterly basis to the Carers Strategy Steering Group.
- Set targets for identifying carers for health and care services.
- For all other Torbay organisations to become 'Carer-friendly' by working with Carers Services to become 'Carer-friendly Employers' or offering support / discounts etc as part of 'Carer Friendly Torbay'

## Increasing awareness and identification of domestic abuse and sexual violence and abuse

### Why is this a cross-cutting area?

Domestic abuse and sexual violence refers to any controlling, coercive, threatening or degrading and violent behaviour. Domestic abuse and sexual violence are very common problems which have worsened during the pandemic, when people spent more time at home. People have often felt unsafe isolating in a house with an abusive person, and isolated from their support networks.

### Asks from other services

- Provide training on domestic abuse and sexual violence for all health and care services in Torbay and use a trauma-informed approach in all services<sup>10</sup>
- Increase the offer and confidence within communities to respond to domestic abuse and sexual violence that builds community capacity and encourages a thriving, high quality voluntary sector.
- Continue to work across the partnership and communities so that the longer-term impact of abuse is understood and strive to provide longer term capacity where there may still be difficulties (such as financial hardship, issues over child contact, insecure immigration status).
- Support those who have experienced domestic abuse and sexual violence to become actively involved in the agenda at a time that is right for them.

## How the strategy was developed

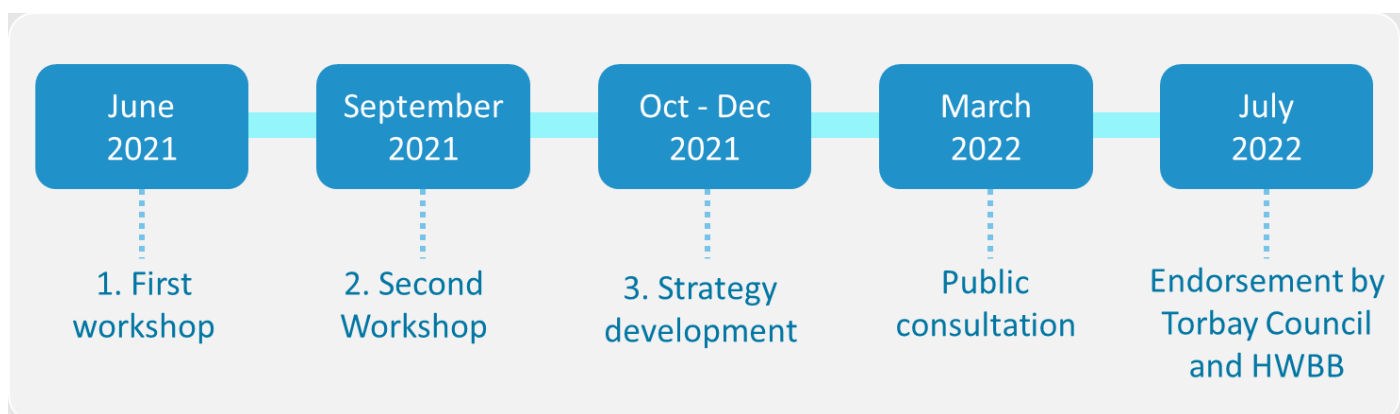
Torbay's Joint Health and Wellbeing strategy is led by the Torbay Health and Wellbeing Board; the strategy development was coordinated by the Public Health team. Work priorities were decided by the Council and partners in two workshops, and outcomes to improve health and wellbeing and reduce inequalities in Torbay were agreed. The strategy builds on the Torbay Local Plan<sup>11</sup> and the Joint Strategic Needs Assessment<sup>12</sup>, as well as workplans and strategic documents of the different working groups within the Council. The strategy will be refined through online consultation with the public March – April 2022. Key stakeholders have been engaged throughout the process.

---

<sup>10</sup> [Covid-19: Safety and support resources - Womens Aid](#)

<sup>11</sup> [Local Plan 2012-2030 - Torbay Council](#)

<sup>12</sup> [https://www.torbay.gov.uk/DemocraticServices/documents/s99114/JSNA\\_Landscape\\_Final.pdf#:~:text=JSNA 2020 Background A Joint Strategic Needs Assessment,community. The JSNA helps local leaders to work](https://www.torbay.gov.uk/DemocraticServices/documents/s99114/JSNA_Landscape_Final.pdf#:~:text=JSNA 2020 Background A Joint Strategic Needs Assessment,community. The JSNA helps local leaders to work)



## How we will ensure delivery

The goals and actions laid out in Torbay’s Health and Wellbeing strategy will be delivered by Torbay Council, constituent members of the Joint Health and Wellbeing Board and partners, in accordance with the table below.

The Health and Wellbeing Board has agreed ‘areas of focus’, ‘areas to sponsor’ and ‘areas to watch’. Areas of focus match the focus areas of the Strategy. These are where the Board will take a more active direction and oversight of delivery. Areas to sponsor and watch are the underpinning areas where the Board is not the lead for delivery but requires assurance from partners that progress is on track.

For each area of focus there is a lead strategic group who will oversee delivery. There will also be an annual delivery plan sitting beneath the Strategy, defining actions year on year.

Focus area	Delivery led by
Mental Health	Torbay Mental Health and Suicide Prevention alliance
Healthy ageing	Torbay Living Longer Better Programme working with the Frailty and Healthy Ageing Partnership, Ageing Well, and the Torbay Assembly
Good start to life	Torbay Children’s Improvement Board, Torbay Safeguarding Board
Complex needs	Multiple Complex Needs Strategic Development Programme
Digital inclusion	Torbay Digital Inclusion Programme Board



<b>Underpinning area</b>	<b>Delivery led by</b>
Environmental sustainability	Torbay Climate Partnership Devon Climate Emergency Response Group
Physical activity	Torbay on the Move, Torbay Council Physical Activity strategy
Good housing	Torbay Strategic Housing Board, linking to Devon housing partnership
Reducing inequalities	Devon Integrated Care System health inequalities workstream
Supporting Carers	Torbay Carers' Partnership
Supporting victims of domestic and sexual violence and abuse	Domestic and sexual violence and abuse workstream, Safeguarding Boards, Early Help

## How we will measure success

To ensure we achieve our aims in the agreed priority areas, an outcomes framework will set out the indicators and measures against which progress will be measured. Progress reports will be presented at the quarterly Health and Wellbeing Board meetings. In addition to this, the Health and Wellbeing Board will hold a spotlight session on each work area to examine progress in more detail through the year.

### **Review of Torbay's Housing Crisis – Report of the Overview and Scrutiny Board**

#### **Report to Cabinet on 22 March 2022**

#### **1. Background**

1.1 The Panel met on 27 September, 21 October, 23 November, 12 December 2021 and 17 January 2022 to consider the issues impacting on Torbay's housing crisis and explore what action was being taken to address the following key areas:

- shortage of temporary accommodation;
- implications of short term leases;
- social and affordable housing and the work of TorVista Homes;
- empty properties;
- general housing supply; and
- the work of the Strategic Housing Board.

This linked to the following Thriving People Priority Actions:

- Deliver and update our Housing Strategy Action Plan, including working with developers to encourage sites to be brought forward, to ensure a five-year housing land supply, thereby protecting our green spaces.
- Continue to work to enable work to start on stalled development sites across Torbay.
- Develop a sufficiency strategy approach to reduce the need for temporary accommodation.
- Working with Registered Providers across Torbay, facilitate the availability of social and affordable accommodation to enable people to move on from temporary accommodation including 'next steps' accommodation.

1.2 The Review Panel comprised Councillors Barnby, Brown, Mandy Darling, Douglas-Dunbar, Foster, Johns, Kennedy and O'Dwyer and was Chaired by Councillor Foster (Councillors Dart and Dudley also took part in the review as substitutes for Councillors Johns and Mandy Darling). The following external advisors also attended the meetings and contributed towards the review:

- Alistair Allender, Independent Chairman of the Strategic Housing Board;
- Steve Barriball and Tom Godwin, Citizens Advice; and

- Stuart Bakewell, Shekinah.

Karen Jemmett a member of the public also attended the meetings and contributed to the discussions.

1.3 The background papers to the Review can be found at <https://www.torbay.gov.uk/DemocraticServices/ieListMeetings.aspx?CommitteeId=1880>.

1.4 Key documents considered by the Panel included:

- Torbay's Housing Crisis Review Scope and Timeline;
- Housing Strategy 2020-2025;
- Housing Delivery Plan 2020 Original;
- Torbay Housing Strategy Delivery Plan Update September 2021 V2;
- Strategic Housing Board Service Area Housing Need in Torbay – Housing and Economic Needs Assessment (HENA);
- Torbay Temporary Accommodation Needs Analysis 2021;
- Overview of the homelessness legislation;
- Summary of Devon Home Choice Data;
- Housing Status at time of joining the waiting list;
- Key Lines of Enquiry and Responses;
- Data on empty properties and second homes;
- Housing and care experienced young people;
- Housing Need Presentation;
- Updated Empty Homes Data;
- Breakdown of age profile of people in temporary accommodation and options for mobile solutions for food and laundry facilities to help people in temporary accommodation;
- Revised Torbay's Housing Crisis Review Scope and Timeline Updated 211021;
- Representation from member of the public, Karen Jemmett;
- Presentation on work of TorVista Homes; and
- Update on Key Lines of Enquiry – Rightsizing Project.

## 2. Key Findings

2.1 **The work of the Strategic Housing Board.** Alistair Allender, Independent Chairman of the Strategic Housing Board provided the background to the establishment of the Strategic Housing Board which had an overview of four priorities linked to the Housing Strategy, namely supply and delivery of new housing; availability; homelessness; and quality and environmental sustainability. The Board helped to provide leadership and challenge around housing and who owns what, what officers were doing and holding them to account to deliver the emerging action plans and helping to translate strategy into operational plans.

2.2 The Panel recognised the key role of the Strategic Housing Board in helping to address the housing crisis and work with key partners to drive forward more housing, particularly affordable and social housing in Torbay.

- 2.3 **Housing Market and Temporary Accommodation.** Torbay's Housing market comprised of 68% owner/occupier, 24% private rented sector and 8% social rented sector. There was a heavy reliance on the private rented sector for lower income households with nearly 60% of them in receipt of housing benefit. Torbay also had a higher number of empty properties compared to our statistical neighbours (as of October 2021 892 dwellings in Torbay were empty for longer than 6 months). Members discussed the need to explore ways to bring more empty properties back into use but acknowledged that it was very resource intensive and may only result in a small number of properties being brought back into use. An Empty Homes Policy and Action Plan is currently being developed and officers were requested to consider the views expressed by this Panel as part of this work. High rents and a limited supply of good quality affordable housing made finding suitable housing difficult for many individuals and households and there was a need to take action to help address this issue.
- 2.4 Members had regard to the Councils duties, powers and obligations in respect of people who were homeless or threatened to be homeless and the work and policies which supported this. The main reason for people losing settled accommodation was due to loss of rented accommodation or being asked to leave by friends and family accounting for up to 50% of cases for the last three years. The next highest reason was due to domestic abuse and then a lower number who had breakdowns in their relationships. Prior to the Covid-19 pandemic there had been a 20% increase in the number of families requiring temporary housing, in 2021 this raised to 33%.
- 2.5 The Panel heard from a resident who had been through the temporary accommodation process with her 8 year old daughter and partner, as a result of increased rent not enabling them to secure a home through the private rented sector and having to use the Devon Home Choice to find suitable accommodation. Members noted how the Devon Home Choice banding system worked and suggested that options should be explored to enable more flexibility and priority within the banding system for care leavers and to enable housing swaps so that people no longer needing larger homes could swap with someone who needed a larger home but lived in a smaller home without having to go back on the waiting list. The Council uses Devon Home Choice for its social housing with approximately 1,450 households on the waiting list with around 200 households allocated each year, leaving a large shortfall in supply.
- 2.6 The Panel noted the increase in level of un-affordability of housing due to increases in rents and more people opting to use their properties for Airbnb or holiday lets, reducing the supply available for local people to rent all year round. The Local Housing Allowance rates which people with low income were able to claim for housing in Torbay left a shortfall of between £36-£136 per calendar month for a 1 bedroom property, to between £72-£672 per calendar month for a 4 bedroom property. The rates were set by the Government and Local Valuation Office but do not consider the high rents in Torbay
- 2.7 The Panel welcomed the new contract procurement timetable for temporary accommodation and were satisfied that this would help bring down costs and alleviate pressure to rely on bed and breakfast and hotels to provide the

emergency temporary accommodation required by some of our residents. This would need to be kept under review and consideration may need to be given in the future to the Council buying and owning their own temporary accommodation units. However, more permanent accommodation was required to enable people to move on quicker from temporary accommodation into suitable permanent accommodation.

- 2.8 Members also discussed in detail the housing needs and current provision for care leavers, young people, older people and those who required additional support through the Care Act and the lack of appropriate accommodation available to support them, where possible to live independently. They felt that this could be addressed by building or procuring more varied types of accommodation, extra care, supported living, sheltered accommodation, etc. with a mix of tenure to help develop a sense of community and support each other, as well as appropriate on-site support where necessary. Care would also need to be taken to ensure that vulnerable adults and young people were protected and safeguarded from any potential harm. A joined up and partnership approach was required to make it easier for people to access the right level of support to help them secure the accommodation that best meets their needs and to help them to remain in that accommodation.
- 2.9 The Council had a statutory duty as Corporate Parents to support care leavers and the Panel and the Children and Young People's Overview and Scrutiny Board were concerned about the lack of suitable available accommodation for care leavers. They welcomed exploring opportunities such as the guarantor scheme for care leavers, support around deposits for care leavers, working with their foster families for special guardianship which offered greater permanence for the young people, giving care leavers higher priority for accessing rented accommodation and developments brought forward by TorVista Homes.
- 2.10 **Housing Supply and Future Need.** Members received a presentation which provided an overview of the issues in Torbay in respect of housing and land supply. There were different methods used to calculate the requirements and targets expected by the Government. On 18 February 2021 the Cabinet recognised that the standard methodology was the Government's expected approach to calculating housing need, although they also noted concerns about this method. This meant that Torbay needed around 560-600 new homes a year, this included affordable homes. The Council's Policy required 30% affordable housing on larger developments to be affordable homes or a Section 106 contribution towards the provision of affordable housing to be built off-site. This was in the context of house prices increasing by a significant amount over the last 10 years and many households being on low wages and therefore the need for many more affordable homes.
- 2.11 The Local Plan and its sub-policies identified areas for housing development across Torbay. The Council consulted on the following five different options for areas for housing growth to inform an update of the Local Plan between 10 January and 28 February 2022 (the Panel noted that the initial feedback from this consultation would be considered at the Overview and Scrutiny Board on 13 April 2022):

**Option 1: No further greenfield allocation beyond already allocated or approved sites.** This was estimated to provide between 190-250 dwellings a year.

**Option 2: Limited further greenfield development.** As per option 1 plus a limited number of greenfield sites deemed as having relatively minor constraints. This was estimated to provide between 250/300 dwellings a year.

**Option 3: One or two further urban extensions.** As per option 2 plus one or two further urban extensions. Several possible “sub-options” for the location of the potential urban extension exist. However, further expansion at the west of Paignton appears to be the most likely area. This option was estimated to provide between 320/380 dwellings a year.

**Option 4: All sites that have not been ruled out in principle.** This includes sites which have significant environmental constraints. This option could provide between 470/500 dwellings a year.

**Option 5: Meeting full needs (as required by Government).** To achieve a growth rate of around 600 dwellings per year, all sites including many rejected by the HELAA as unsuitable for development would need to be allocated.

- 2.12 Members acknowledged the need for large numbers of new housing, particularly affordable housing and suggested the merit of enabling more development on brown field sites and maximising density on brown field sites and greenfield sites to reduce the need to develop on other greenfield sites to ensure their protection and help the environment. Members also supported the development of good quality sustainable development to reduce carbon emissions but acknowledged the additional costs involved.
- 2.13 The Panel was concerned about the standards of some of the private rented accommodation and that some people were using their properties for holiday accommodation rather than residential use and these properties were not always registered as commercial premises, whereby different rates and waste collection rules applied. The Council had designated tourism areas with many of the premises no longer being commercially viable, options could be explored to review the Principal Holiday Accommodation Areas to see if it would be appropriate to allow some bed and breakfast or hotel accommodation to be converted back to residential use to increase the supply. Members noted that the Government intended in future to require homeowners of holiday accommodation to prove that they were available to rent for at least 70 days per year. Whilst the change to Business Rates and Council Tax would not come into force until April 2023, it does require properties to have been available for let for short periods totalling at least 140 days and actually let for at least 70 days during the previous 12 months. Members noted the lack of resource available to investigate such issues across the Council and felt that this should be explored further.
- 2.14 Members had regard to the new South Devon Highway and how this had provided more opportunity for people to live in Torbay and work outside and vice-versa, which meant that the Council should also be looking at areas along the South Devon Highway as potential areas to help meet our housing

need. The Council had a statutory duty to work with Neighbouring Authorities and Members encouraged more work to be done in this regard.

2.15 The Panel also encouraged more exploration of innovative housing solutions such as the housing pods that had been used to provide quick affordable units of accommodation and how the Council could potentially utilise some of its own land for this type of initiative.

2.16 **TorVista Homes and Social Housing Providers.** TorVista Homes was set up by the Council as a Registered Provider to help meet the strategic housing needs facing Torbay. It received Register Provider and Investment Partner status in March 2021 and proposed to deliver 300 homes over the next 4 to 5 years. Projects delivered so far included the delivery of 14 units of accommodation through the Next Steps Accommodation Programme (NSAP) to deliver homes for rough sleepers and investment in an additional 9 for general needs. The following projects were also being progressed:

- 90 units of predominately 1 bed extra care accommodation on the site of the Crossways shopping centre for social rent;
- 2 bed units for affordable rent at the junction of Tweenaway Cross;
- 23 units (mostly 1 bed) for affordable rent in Brixham with priority going to households downsizing from larger affordable stock in Brixham;
- 75 - 1 and 2 bed units of extra care housing for social rent at Torre Marine;
- 7 units for affordable rent on the site of 51-53 Totnes Road;
- Preston Down Road development; and
- Affordable housing allocated as part of the Collaton St Mary development proposals.

2.17 Members welcomed the work and ambitions of TorVista Homes but noted that most of the developments would not be delivered in the next 6 to 12 months which still left a need for other options to be pursued at pace to bring forward more new affordable homes such as the Rightsizing Project currently being explored as one way to help people to downsize to smaller properties when they no longer required a larger property, working with developers to build properties with planning permission and trying to bring more empty homes back into use.

### 3. Conclusion

3.1 The Panel reflected and debated the information provided to them, both in writing and orally and concluded that whilst a lot of work was being done to bring forward new housing across the Council, through TorVista Homes, with registered providers and addressing the shortage of temporary accommodation through the new contract being procured in early 2022, more partnership working, resource and pace was needed to help our residents in the short to medium term as well as longer term planning to ensure that we meet Torbay's future housing needs, especially in light of the high costs of accommodation and increase in household costs as a result of large increases in energy and other costs. Greater communication was also required to let residents know what was happening both in their areas and

across the whole of Torbay and what support there was to help them with their housing needs.

3.2 The Panel thanked the external advisors and member of the public for their valued contribution towards the review.

3.3 The Panel formed the following recommendations to the Cabinet, which was approved by the Overview and Scrutiny Board on 9 March 2022. On being put to the vote, the motion was declared carried unanimously.

#### 4. Recommendations:

That the Cabinet be recommended:

1. to request officers to lobby the Government and Valuation Office in-year providing the evidence base to demonstrate the huge increase in cost of rent in order to request that the Local Housing Allowance is increased in-year and going forward (consideration to be given if other areas having a similar position to us and joining up with them);
2. to consider paying private landlords more than the standard one month deposit (normally the equivalent to one month's rent) to encourage them to rent properties to care experienced young people to give them more confidence they will not be left out of pocket once the young person has moved on;
3. to request that officers progress the Rightsizing Project as a priority to explore appropriate incentives and support to make it easier and encourage people living in accommodation that is too large for their need to downsize to free up the accommodation for larger families, working across all Registered Housing Providers and Devon Home Choice to maximise the use of suitable housing stock within Torbay;
4. to request that provision of new accommodation for care experienced young people should be a priority for TorVista Homes and other registered housing providers;
5. to explore options to enable more care experienced young people to remain longer term with their foster carers;
6. to explore options for Banding in Devon Home Choice to see if care experienced young people can be given a higher priority and what processes are in place;
7. that a dedicated resource should be appointed to carry out appropriate enforcement on poor standards of accommodation and to bring empty properties back into use and an additional resource should be appointed to chase developers to progress sites which are not coming forward but have received planning permission; this is all linked to the establishment of the housing enabling role in-house (**Note: this recommendation has been included as one of the recommendations from the Priorities & Resources Panel review of the Revenue and Capital Budget 2022/2023.**);



8. to explore how the Council will resource the investigative work required from April 2022 to confirm the availability and actual short-term letting of residential properties (holiday lets/Airbnb) linked to the changes in Council Tax and Business Rates coming into force from April 2023 which requires proof over the previous 12 months to ensure that the appropriate taxes are collected from the owners of these properties;
9. to request that officers provide more regular communication to raise awareness of what the Council is doing to address the housing crisis and to highlight the options and support available to local residents and improve engagement and support to community housing groups;
10. to request that officers look at good practice from other local authorities when refreshing the Affordable Housing Supplementary Planning Document (SPD) to see how we can encourage the development of more larger family homes, single units, units for care experienced young people or units to assist adults with a disability to live independently;
11. to request that officers be encouraged to be more creative to make best use of sites to ensure that they are maximised, including considering greater density and higher developments and to review relevant Policies, where necessary, to enable this to be acceptable within our Policies; and to undertake a structured review of policies which have an impact on housing delivery to ensure that there are (a) no irrelevant/old policies, (b) no elements of policy which conflict with each other e.g. not several top priorities, (c) no policies which are too detailed and indirectly make development stagnate, and (d) whether policies encourage development;
12. to request officers to be more robust in challenging developers to ensure that they are maximising the development potential of the site and providing sufficient affordable housing either within the development or via Section 106 contributions and to use experienced professionals to challenge developers assumptions and to follow up on outcomes with clawback mechanisms; and
13. to identify a named person to take forward the actions arising from the recommendations of the Board.

That the Overview and Scrutiny Board be recommended:

1. That the Torbay's Housing Crisis Review Panel reconvenes six months after the Cabinet has considered this report and reviews the implementation of the Cabinet's response to the recommendations of the review.

## Cabinet Response to the recommendations of the Overview and Scrutiny Board – Torbay’s Housing Crisis Review

No.	Recommendation:	Cabinet Response:
1.	To request officers to lobby the Government and Valuation Office in-year providing the evidence base to demonstrate the huge increase in cost of rent in order to request that the Local Housing Allowance is increased in-year and going forward (consideration to be given if other areas having a similar position to us and joining up with them).	Initial contact has been made with the valuation office and an assessment done of local LHA rates compared to neighbours and the average rent by accommodation type. Cornwall’s approach is also being explored in that a wider strategic assessment of the market and increased property prices has been undertaken. Further strategic work will be conducted to assess and link in with relevant statistical partners either to benchmark and or in a joint approach central government. <b>Lead Officer:</b> Tara Harris
2.	To consider paying private landlords more than the standard one month deposit (normally the equivalent to one month’s rent) to encourage them to rent properties to care experienced young people to give them more confidence they will not be left out of pocket once the young person has moved on.	For those who are care experienced a leaving care grant is awarded. Discretionary Housing Payments are also used. The current assistance will be reviewed appreciating that a case by case basis maybe required due to circumstances and property availability.  <b>Lead Officer:</b> Becky Thompson/Tara Harris

No.	Recommendation:	Cabinet Response:
3.	To request that officers progress the Rightsizing Project as a priority to explore appropriate incentives and support to make it easier and encourage people living in accommodation that is too large for their need to downsize to free up the accommodation for larger families, working across all Registered Housing Providers and Devon Home Choice to maximise the use of suitable housing stock within Torbay.	<p>This project has been instigated with engagement from all the significant RP's in Torbay accounting for the majority of the housing stock. A partnership action plan is currently being developed looking at the reasons why, incentives required and scale/impact of the project.</p> <p>It is essential that this project also links in with strategic housing development opportunities, to enable appropriate move on homes to be accesses, that are suitable in the right locations for families to stay connected and supported.</p> <p><b>Lead Officer:</b> Tara Harris</p>
4.	To request that provision of new accommodation for care experienced young people should be a priority for TorVista Homes and other registered housing providers.	<p>TorVista Homes are keen to work with Children's services to better understand their accommodation needs and work together to develop a suite of solutions to help increase the supply and deliver positive outcomes. This was also supported by other Registered Providers as outlined in feedback from the Strategic Housing Board. We will ensure that we are following up with specialist providers.</p> <p><b>Lead Officer:</b> Liam Montgomery</p>
5.	To explore options to enable more care experienced young people to remain longer term with their foster carers.	<p>We currently as of December 2021 have 30% of our eighteen-year-old care experienced young people in a Staying Put arrangement which reflects a significant year on year increase: 2019/20 YTD 6%, 2020/21 15% and YTD figure is 30%. We will be reviewing the Staying Put Policy and Offer by April 2022.</p>

No.	Recommendation:	Cabinet Response:
		<p>Of our 64 cared for young people, 29 are identified as strong likelihood of converting into Staying Put arrangements with their former foster carers post-eighteen (45%).</p> <p>We are planning to review our Staying Put Offer, and in order to do this meaningfully, this needs to be done with our fostering families. Therefore, we are planning to seek feedback from our fostering families by email and focus group before meeting to review the Offer and consider any amendments of changes necessary.</p> <p><b>Lead Officer:</b> Nancy Meehan</p>
6.	To explore options for Banding in Devon Home Choice to see if care experienced young people can be given a higher priority and what processes are in place.	<p>The Personal Advisor in Children Services currently refers the care experienced young person to Move-On Panel if they are in housing need a Band B is awarded, if need is assessed. This is standard policy across Devon Home Choice partnership. The extracts from the policy are:</p> <ul style="list-style-type: none"> <li>• Ready for Move on from Supported Accommodation within Devon (including care leavers) (Band B)</li> <li>• The Devon Home Choice Policy states that applicants living in supported accommodation in Devon who are assessed as being ready to move on will be placed in the High housing need band (Band B).</li> </ul> <p>As such B Bands are awarded.</p> <p>A process and policy review will be undertaken including opportunities to streamline the process and hence reduce delays.</p>

No.	Recommendation:	Cabinet Response:
		<b>Lead Officer:</b> Tara Harris
7.	<p>That a dedicated resource should be appointed to carry out appropriate enforcement on poor standards of accommodation. That resource and to bring empty properties back into use and an additional resource should be appointed to chase developers to progress sites which are not coming forward but have received planning permission; this is all linked to the establishment of the housing enabling role in-house.</p> <p><b>(Note: this recommendation has been included as one of the recommendations from the Priorities &amp; Resources Panel review of the Revenue and Capital Budget 2022/2023.)</b></p>	<p>In response to the budget consultation, posts have been identified and have been included as part of the budget proposals.</p> <p><b>Lead Officer:</b> Tara Harris (Housing Standards and Empty Homes) David Edmondson (Housing Enablement)</p>
8.	<p>To explore how the Council will resource the investigative work required from April 2022 to confirm the availability and actual short-term letting of residential properties (holiday lets/Airbnb) linked to the changes in Council Tax and Business Rates coming into force from April 2023 which requires proof over the previous 12 months to ensure that the appropriate taxes are collected from the owners of these properties.</p>	<p>A full review of resource is currently being concluded to enable this work to be undertaken, whilst also progressing other government initiatives that have been implemented and recently announced. The same resource is therefore currently being drawn upon to deliver the additional work related to Business Grant Scheme, Covid Additional Relief Fund (CARF) and the significant impact of Council Tax rebate related to fuel. It is also anticipated that additional schemes will also be announced.</p> <p><b>Lead Officer:</b> Tara Harris</p>
9.	<p>To request that officers provide more regular communication to raise awareness of what the Council is doing to address the housing crisis and to highlight the options and support available to local residents and improve engagement and support to community housing groups.</p>	<p>A landlord campaign was launched at the beginning of March to access more affordable private rented accommodation and improve engagement. A detailed communications action plan will be developed and implemented raising awareness and actions being undertaken by the Council whilst working with</p>

No.	Recommendation:	Cabinet Response:
		<p>partners to address homelessness.</p> <p><b>Lead Officer:</b> Tara Harris (Homelessness agenda) David Edmondson/Local Housing Community Groups (Housing development and supply)</p>
10.	To request that officers look at good practice from other local authorities when refreshing the Affordable Housing Supplementary Planning Document (SPD) to see how we can encourage the development of more larger family homes, single units, units for care experienced young people or units to assist adults with a disability to live independently.	<p>This matter will be picked up by the existing Housing Delivery Group as part of their role to oversee, review and implement the Torbay Housing Strategy Delivery Plan. Internal consultation to start on revised SPD in mid-March.</p> <p><b>Lead Officer:</b> David Edmondson</p>
11.	To request that officers be encouraged to be more creative to make best use of sites to ensure that they are maximised, including considering greater density and higher developments and to review relevant Policies, where necessary, to enable this to be acceptable within our Policies; and to undertake a structured review of policies which have an impact on housing delivery to ensure that there are (a) no irrelevant/old policies, (b) no elements of policy which conflict with each other e.g. not several top priorities, (c) no policies which are too detailed and indirectly make development stagnate, and (d) whether policies encourage development.	<p>This matter will be picked up by the existing Housing Delivery Group as part of their role to oversee, review and implement the Torbay Housing Strategy Delivery Plan. However, it will also be addressed through the review of other Policy documents including the Torbay Building Heights Strategy and in consultation with relevant key stakeholders and Neighbourhood Forums. Higher density development will need to be located in the right places and respect the character of the existing area.</p> <p><b>Lead Officer:</b> David Edmondson</p>
12.	To request officers to be more robust in challenging developers to ensure that they are maximising the development potential of the site and providing sufficient affordable housing either within the	<p>This matter will be picked up by the existing Housing Delivery Group as part of their role to oversee, review and implement the Torbay Housing Strategy Delivery Plan.</p>

No.	Recommendation:	Cabinet Response:
	development or via Section 106 contributions and to use experienced professionals to challenge developers assumptions and to follow up on outcomes with clawback mechanisms.	<b>Lead Officer:</b> David Edmondson
13.	To identify a named person to take forward the actions arising from the recommendations of the Board.	As identified above.

**Meeting:** Cabinet **Date:** 22 March 2022

**Wards affected:** All wards

**Report Title:** Empty Homes Policy

**When does the decision need to be implemented?** 22 March 2022

**Cabinet Member Contact Details:** Swithin Long, Cabinet Member for Economic Regeneration, Tourism and Housing

**Director/Divisional Director Contact Details:** Tara Harris, Divisional Director Community and Customer Services

## 1. Purpose of Report

---

- 1.1 Request the Cabinet consider the draft Empty homes Policy and associated draft Action Plan (Appendices 1 and 2) that have been proposed. Note, that the action plan is indicative and will be developed further by the appointed Empty Homes Officer.
- 1.2 To advise the Cabinet of the work currently being carried out by the Council on empty homes and suggest further work that could be implemented, when an Empty Homes Officer is recruited into post.
- 1.3 Reduce the number of empty homes in the Bay to maximise much needed housing stock.
- 1.4 To follow up an action in the Housing Strategy 2020-2025 and subsequent Housing Delivery Group action plan to address empty homes in the Bay.

## 2. Reason for proposal and its benefits

---

- 2.1 The purpose of this Policy is to reduce empty homes through a range of measures, including support and enforcement. It complements our Housing Strategy 2020-2025 by supporting objectives, such as meeting housing need, improving housing conditions and preventing homelessness.
- 2.2 The Policy also supports other corporate projects, such as the Community and Corporate Plan 2019-2023 to 'improve the delivery, affordability and quality of housing', 'regenerate and re-invent our town centres' and to 'encourage a sustainably developed built environment.



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

---

1. Cabinet adopts the Empty Homes Policy as set out at Appendix 1.

#### **Appendices**

Appendix 1 Empty Homes Policy

Appendix 2 Action plan. This is an indicative action plan that will be developed further by the Empty Homes Officer.

#### **Background Documents**

Not applicable

## Supporting Information

---

The draft Empty Homes Policy deals with homes that have been empty and details the aims and objectives to reduce long term empty homes and a draft action plan of how these objectives could be met.

Please note it is a draft action plan based on the level of investment. Further business cases would be developed for additional loan schemes etc.

### 1. Introduction

---

- 1.1 Currently, work on reducing empty homes is limited, due to no dedicated officer being in post.
- 1.2 Whilst it is recognised that some empty homes can be brought back into use through direction from the Council, it is acknowledged that there are many longer-term empty homes that require a more proactive intervention from the authority via the Council's recruitment of a dedicated Empty Homes Officer and adoption of the Empty Homes Policy.
- 1.3 Once recruited, an Empty Homes Officer will enable secure reoccupation via the Empty Homes Policy actions, (Appendix 2)

### 2. Options under consideration

---

- 2.1 The implementation of the Empty Homes Policy, delivered through the new appointment of an Empty Homes Officer.

### 3. Financial Opportunities and Implications

---

- 3.1 Financial resources have been identified for the recruitment of an Empty Homes Officer post.
- 3.2 Full business case will be developed for additional intervention or proposals. The draft action plan is provided as an example of the work that could be undertaken, if appropriate investment was provided.
- 3.3 It is also recognised that, where necessary, options, such as compulsory purchase, empty dwelling management orders etc. may have a financial implication for the authority on bringing properties back into use. A member decision will be required prior to initiating any compulsory purchase procedure. If proposed, a report would first be brought to members dealing specifically with the property concerned, explaining what steps had been taken to

bring the vacant property back into use, outlining the proposed course of action and the costs implications of this.

## 4. Legal Implications

---

- 4.1 There are no legal implications with the recruitment of an Empty Homes Officer, or the adoption of the Empty Homes Policy and draft Action Plan.
- 4.2 Where necessary, options, such as compulsory purchase, empty dwelling management orders etc. may have a legal implication for the authority on bringing properties back into use. However, several the intervention listed in the policy are standard practice and within existing procedures and enforcement policies.
- 4.3 A Member decision may be required, as per paragraph 3.3 with reference to compulsory purchase.

## 5. Engagement and Consultation

---

- 5.1 Within 'Priority 1 of the Housing Strategy 2020-2025, 'to increase the overall supply and range of housing in Torbay and make the best use of existing housing', there is an action to better understand 'how we can bring empty homes back into use', which was widely consulted on in 2019.

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

---

- 6.1 To provide some financial assistance, in the form of loans, to help owners to bring empty homes back into use, a third party, non for profit, community interest company would be employed (see Section 4.4 of the policy). This however is subject to a full business case being developed.
- 6.2 As there would be movement of funding from the Council to third party, a compliant procurement process would need to be undertaken to establish whether there are any other suppliers that could deliver the same service to ensure the Council achieves best value for money. The level of spend would dictate the procurement process to follow, as stated by the Council's Contract Procedures

## 7. Tackling Climate Change

---

- 7.1 The Policy is to reduce empty homes and increase existing housing stock, thus reducing carbon emissions on new build homes.
- 7.2 By offering advice and assistance to reduce empty homes we would potentially reduce carbon emissions arising from enforcement measures, for example, increased maintenance requirements, increased travel to site etc.

## 8. Associated Risks

---

- 8.1 Empty homes are a wasted valuable resource; not addressing the issue of under used dwellings could cause a reputation risk, particularly when homes are in short supply and green field development is undertaken.
- 8.2 To tackle empty homes without a dedicated officer would put further strain on existing departments, including Council Tax, Environmental Health, Planning, Building Control all of whom play a role in bringing empty homes back into use.
- 8.3 Empty homes can be a source of serious nuisance to the communities who live near them.
- 8.4 With no empty homes policy in place, the number of empty homes would increase, as would complaints to the Council.

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

---

- 9.1 Generally, the Policy would only affect the owners of empty dwellings, with some positive impact upon the communities in which the properties reside

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

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

## 10. Cumulative Council Impact

---

- 10.1 Attempting to tackle empty homes without a dedicated officer would put further strain on existing departments, including Council Tax, Environmental Health, Planning, Building Control all of whom play a role in bringing empty homes back into use.
- 10.2 An increasing number of empty homes may generate more complaints to the Customer Service Team and Members.
- 10.3 Not addressing empty homes, whilst developing green field sites, could attract negative interest from the community.

## 11. Cumulative Community Impacts

---

- 11.1 Taking action to improve existing housing and increase housing stock will promote confidence in the community that the Council is delivering on its promises by addressing the shortage of local housing, removing nuisance properties, and doing its best to develop brownfield sites.

## Empty Homes Policy

---

Torbay Council

2022

# Contents

---

Empty Homes Policy .....	1
Contents .....	2
1 Purpose of the policy .....	3
2 Overview.....	3
3 Aims and objectives of the policy .....	4
4 Meeting our aims and objectives.....	5
5 Dwellings exempt from Council Tax payment .....	8
6 New homes bonus .....	10
Appendix 1 - Properties exempt from paying Council Tax.....	11
Appendix 2 – Empty property priority assessment form .....	13
Appendix 3 - Incentives for owners of empty homes .....	15
Appendix 4 - Empty homes procedure .....	16
Contact details .....	18

# 1 Purpose of the policy

---

The purpose of this policy is to reduce empty homes through a range of measures, including support and enforcement. It complements our Housing Strategy by supporting objectives such as meeting housing need, improving housing conditions and preventing homelessness.

The policy also supports other corporate projects such as the Community and Corporate Plan 2019-2023 to 'improve the delivery, affordability and quality of housing', 'regenerate and re-invent our town centres' and to 'encourage a sustainably developed built environment.

## 2 Overview

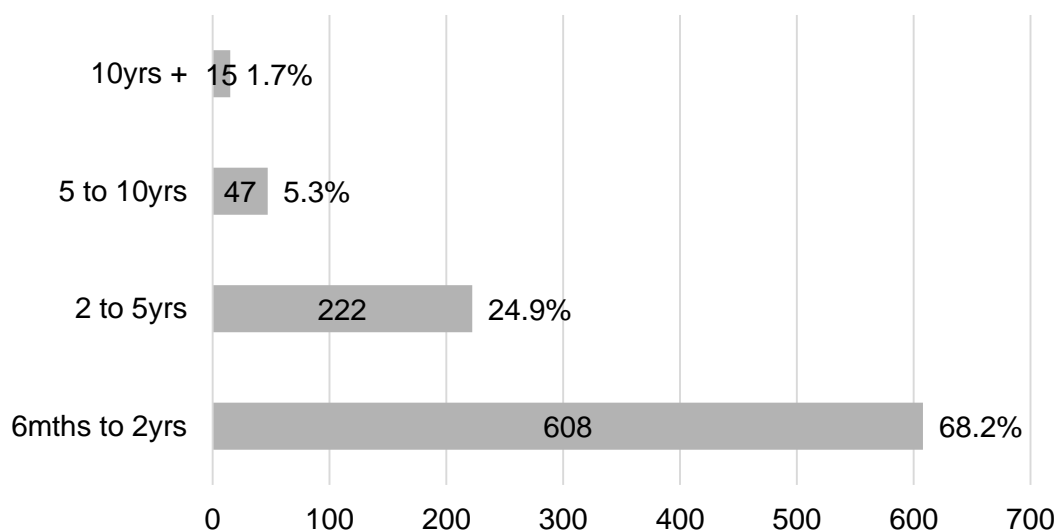
---

Homes may become empty for several reasons; in most cases they are empty for a temporary, short-term situation, for example awaiting sale, letting, or being renovated prior to occupation.

Homes empty for under 6 months will often come back into use without any Council intervention, yet some may take longer, depending on the financial and personal circumstances of the owner. These circumstances must be taken into consideration by the Council as they have a direct influence on whether the property is brought back into use in a timely fashion.

As of October 2021, 892 dwellings in Torbay were empty for longer than 6 months. This represents 1.4% of Torbay's total housing stock.

### Torbay empty homes by time vacant, 2021



Source: C Tax Accounts - Open Revenues System, 2021

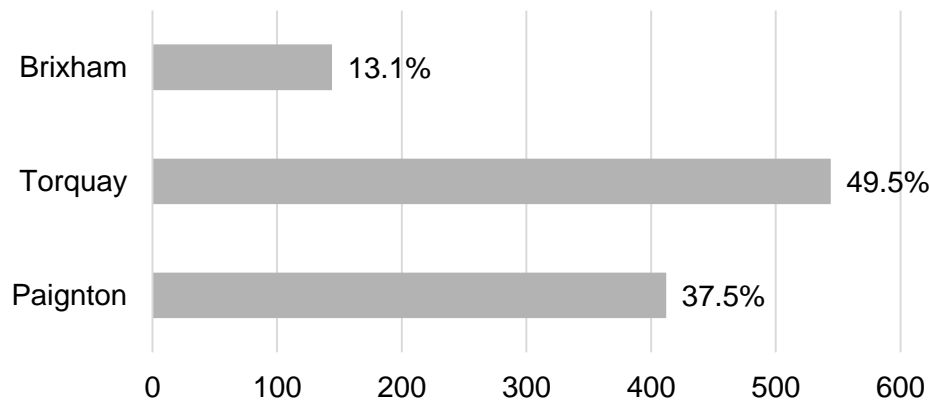
Longer term, empty homes are of interest to the Council because they are a wasted resource and can sometimes be in a dangerous state, detrimental to the street scene, or a source of serious



nuisance to those who live near them, for example harbouring vermin, or by being used for anti-social activities.

A long-term empty home is defined as 'an unoccupied property for a period of six months or more'. This is a working definition, and a property may be deemed to be unoccupied where any use is transitory, or intermittent. In these situations, each case will be assessed individually.

### Empty homes by area, 2021



Source: C Tax Accounts - Open Revenues System, 2021

## 3 Aims and objectives of the policy

---

The aim of our empty homes policy is to reduce the number of long-term empty homes by returning them back into use and discouraging owners from leaving properties empty. This ensures the effective use of the housing stock in Torbay, whilst reducing the negative impacts on the local area.

The objectives of empty homes policy are as follows:

1. A targeted methodology to bringing empty homes back into use
2. Adopting a proactive approach towards long-term empty homes, taking enforcement action where necessary
3. Where appropriate, offer assistance to help bring homes back into use

This policy does not affect the Council's statutory obligations and duties. For the avoidance of doubt the Council will continue to act where appropriate and necessary to fulfil its statutory functions, for example in relation to statutory nuisance, or dangerous structures.

## 4 Meeting our aims and objectives

---

In bringing empty homes back into use it is recognised that there is a need to work both on a proactive and reactive basis. A co-ordinated approach across all departments within the local authority is paramount in the success in bringing empty homes back into use and it is recognised that there is no single solution that will resolve problems associated with empty properties.

### 4.1 A targeted approach to bring empty homes back into use

The Council will work directly and assertively with owners of properties empty between 6 months and 2 years by encouraging them and providing tools and mechanisms to bring their property back into use.

Empty properties will be prioritised for action using a scoring system across the following criteria:

1. Length of time empty
2. High profile location
3. Complaints from neighbours
4. Social impact
5. Poor housing conditions
6. Structural issues
7. Potential nuisance
8. Security of property
9. Impact towards New Homes Bonus
10. Willingness of owner to cooperate to bring property back into use
11. Likely to be brought back into use without assistance, or enforcement
12. Council Tax debts
13. Leased as affordable housing when back in use

#### Appendix 2 – Empty property priority assessment form

It should be noted that the assessment form is a tool used to assist assessing the impact of long-term empty homes and prioritising action. Each property will be analysed individually having regard to its circumstances and appropriate action taken based on detailed individual analysis.

Across all targeted work, owners will receive frequent contact from the Council. Standard letters, including a link to our website for help, will include information on VAT relief, loans and grants, advice for those considering letting, legislative requirements and referral to the Council's Housing Options Team who offer free tenant finding.

A proforma is also sent for owners to complete to inform the Council of what action is being taken to bring the dwellings back into use, the likely timescales for occupation and any reasons for delays.

From the information received and the priority assessment it will be determined whether assistance is required, or whether to escalate a particular case for enforcement.

Where owners do not respond, and there is no evidence to suggest that they are taking action, or where the property has been identified as 'high priority', a proactive approach will be adopted and the most appropriate enforcement action will be considered to bring dwellings back into use.

## 4.2 A proactive enforcement policy

Based on information received and the priority assessment tool, a proactive policy will be adopted toward empty properties. The following enforcement options will be considered and implemented where necessary to ensure that the property is brought back into use:

1. Securing empty property – Notice to secure a property that is open to access, where it is evident that intruders are gaining access.
2. Improving housing conditions –Improvement notice, to secure the removal of hazards.
3. Eradication of vermin- notice to clear any land of vermin and remove waste/deposits/accumulations likely to attract vermin
4. Abatement of a nuisance – Notice to abate a statutory nuisance, such as an accumulation, or deposit that is prejudicial to health or a nuisance
5. Safety of empty homes –Notice to make a property safe or allow emergency action to be taken to make it safe. Notice to make satisfactory provision for drainage where it is not currently in place, including sewers, drains and rainwater pipes that are currently in disrepair or missing
6. Unsightly condition of empty home and adjoining land – notice to address unsightly land or external appearance of a property
7. Empty Dwelling Management Order - to take control of the management of an empty property, carry out necessary works to secure its occupation and to let to tenants for a set period

For each property, the range of enforcement actions will be considered, working collaboratively across Council departments to make sure that the particular circumstances of each case are considered. Where appropriate, regard will be made to the Council's Housing and Planning Enforcement Policies.

[www.Torbay.gov.uk/housing-standards-enforcement-policy](http://www.Torbay.gov.uk/housing-standards-enforcement-policy)

[www.Torbay.gov.uk/planning-enforcement-policy](http://www.Torbay.gov.uk/planning-enforcement-policy)

Where enforcement action has been taken, that allows for works to be carried out, the Council may undertake any necessary works and recharge the owner, including any charges, as detailed in the Council's Housing Enforcement Policy. Where monies are not paid accordingly, the Council may be able to recover the costs in some cases by enforcing the sale of the property.

It is recognised that many of the enforcement tools address the consequences of long-term vacant dwellings, for example nuisance, impact on the street scene etc. They may not address the underlying issues causing long-term vacancy. In other cases, remedial action may be taken by the owner, but if this is not sustained the property may fall back into disrepair and problems continue.

The Council would continue to work with owners to make sure that a long-term empty home is brought into use by agreement. However, where that is not achieved, or is not reasonably achievable within an appropriate timescale, the use of compulsory purchase powers will be considered to acquire the property and ensure it is brought back into use. Examples where this may be the case include the following:

1. Ownership is unknown
2. The owner is unwilling, or unable to act
3. Any action taken by the owner is inadequate, or ineffective to resolve the issues
4. The action taken by the owner does not result in occupation
5. The property falls again into disrepair and/or problems, or issues continue
6. Any action taken does not address the consequences of vacancy for other reasons

Taking other enforcement action is not necessarily a pre-condition to considering, or taking compulsory purchase action and in some cases, it may be appropriate to consider compulsory purchase of a long-term empty home, even though the criteria in section 4.1 are not met. The overriding aim of this Policy is to ensure occupation of long-term empty homes. The Council will always endeavour to achieve this by agreement first.

Details of the Council's procedure including timescales for action for all work on empty homes can be found in Appendix 4.

[Appendix 4 - Empty homes procedure](#)

## 4.3 Reporting of empty properties

Members of the public can advise the Council of dwellings that are empty.

The Council will determine why the property is empty using the Council Tax information available and will carry out a risk assessment to determine if action will be taken.

[Report an empty home – Torbay Council](#)

## 4.4 Financial assistance

The Council will work proactively with partners to deliver the Empty Homes Policy and ensure funding is maximised to reduce the number of empty properties. The Council will look to work in partnership to offer low-cost loans to assist owners of empty homes to carry out any necessary repairs, or improvements to enable the property to be brought back into use. Loans would be repaid once the property has been let, occupied, or sold and monies recycled back into the loan scheme. Furthermore, schemes such as ‘purchase and repair’ will be explored, whereby dwellings are brought back into use, assisted through Homes England grants and Council contributions to increase social housing stock.

## 4.5 The National Fraud Initiative (NFI)

Torbay Council will look at information under the National Fraud Initiative (NFI). Each year the Council uploads its Council Tax charge base data alongside other data streams, such as the Electoral Roll, Insurance claimants, payroll data etc. This is a mandatory exercise for all local authorities overseen by the Cabinet Office. The NFI then uses algorithms to identify properties where there has potentially been a change in occupancy for review. If records suggest that the status of the dwelling does not match Council Tax records, we will make enquiries at the property.

[National Fraud Initiative - GOV.UK \(www.gov.uk\)](http://www.gov.uk)

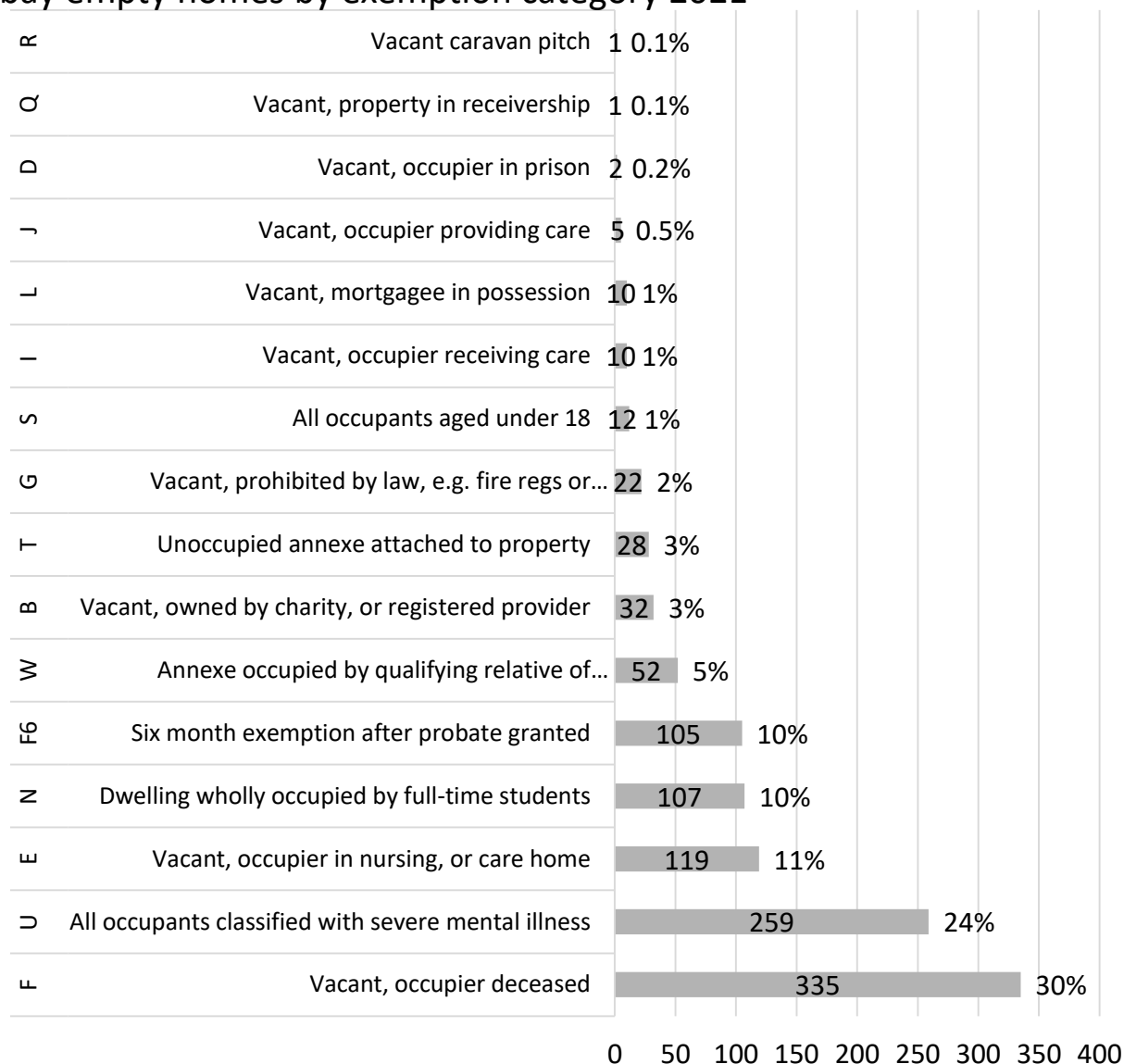
# 5 Dwellings exempt from Council Tax payment

---

Depending on the liable person’s circumstances an empty property may be exempt from paying Council Tax. Empty homes are classified by the Council, depending on why and how long they have been left empty. Classifications include people in hospital or receiving care, unresolved ownership matters, usually following a death, as well as financial matters, such as bankruptcy.

In Torbay the majority of empty homes exempt from Council Tax are due to the recent death of an owner, establishing the validity of a will, or the owner having to be moved into care. These are obviously troubling times for bereaved, or concerned relatives, so engagement must be handled sensitively and with care.

## Torbay empty homes by exemption category 2021



Source: C Tax Accounts - Open Revenues System, 2021

[Appendix A: Council Tax exemption categories](#)

### 5.1 Council Tax premiums

To encourage owners to bring properties back into use Torbay Council charges full Council Tax allowable under the law on properties from the day they become empty. However, additional premiums are applied once properties, falling outside of exemption categories, have been empty for over 2 years.

Additional empty property premiums are charged on a sliding scale, depending on how long the property has been empty:

- 2 years + twice the annual charge (100% premium)
- 5 years + three times the annual charge (200% premium)
- 10 years+ four times the annual charge (300% premium)

The empty homes premium is placed upon the property, not ownership, therefore, any transfer of ownership does not affect the date the premium charge becomes due. For example, if a property has already been empty for more than 2 years on the date purchased, the new owner will have to pay the accumulated premium from the date of purchase.

[Unoccupied, empty and uninhabitable - Torbay Council](#)

## 6 New homes bonus

---

The New Homes Bonus (NHB) is a grant paid by central government to local councils to reflect and incentivise housing growth in their area. It is based on the amount of extra Council Tax revenue raised for new-build homes, conversions and long-term empty homes brought back into use. There is also an extra payment for providing affordable homes.

The New Homes Bonus is a non-ring-fenced payment for every home added to the Council Tax register, after deducting recent demolitions. For each home returned to use, the Government pays an amount equivalent to the national average for that home's Council Tax band every year for 4 years.

The calculation in determining if a local authority qualifies for NHB and how much, is a complex one. Councils receive a bonus based on the number of new properties brought into use, where they have been registered in the council tax charge base as empty for more than 6 months, based on the national average of a band D property. Therefore, as a Council with high proportion of its homes within bands A and B a higher proportion of properties need to be identified to achieve the bonus.

It should be noted, however, that the current New Homes Bonus Scheme is being wound down this year and the government consultation held last year did not provide any precise proposal on a future scheme.

[New Homes Bonus - Practitioner Guide](#)

# Appendix 1 - Properties exempt from paying Council Tax

---

Class B - A property owned by a charitable body, including registered providers, that has been unoccupied for less than six months.

Class C - a dwelling that is unoccupied and that is substantially unfurnished

Class D - An unoccupied property where the liable person is held in detention.

Class E - An unoccupied property where the liable person has gone to live in a care home.

Class F - An unoccupied property where a person is acting as a personal representative of someone who has died and either no grant of Probate or Letter of Administration has been made or less than six months have passed since the day on which such a grant was made.

Class G - An unoccupied property where occupation is prohibited by law.

Class H - An unoccupied property awaiting occupation by a Minister of Religion from which to perform his/her duties.

Class I - An unoccupied property where the liable person has his/her sole or main residence in another place to receive personal care because of old age, disablement, illness, past or present alcohol or drug dependence or past or present mental disorder.

Class J - An unoccupied property where the liable person is now solely or mainly resident elsewhere to provide personal care for the reasons mentioned in Class I.

Class K - An unoccupied property where the liable person is a student and this was his/her previous sole or main residence.

Class L - An unoccupied property where the liable person is the mortgagor (borrower) and the property has been repossessed by the mortgagee (lender).

Class M - Halls of residence providing accommodation for students.

Class N - A property wholly occupied by students or school leavers.



Class O - A property owned by the Secretary of State for Defence and is held for the purposes of Armed Forces accommodation.

Class P - A property where the liable person is a member of visiting forces.

Class Q - An unoccupied property where the liable person is acting in a capacity of a Trustee in Bankruptcy.

Class R - An unoccupied caravan pitch or boat mooring.

Class S - A property occupied only by a person or persons aged under 18.

Class T - An unoccupied annexe to an occupied property which may not be let separately without a breach of Planning Control within the meaning of Section 171A of the Town and Country Planning Act 1990.

Class U - A property occupied only by person(s) who are severely mentally impaired, or by student(s) who are living with severely impaired person(s) and who would (under normal circumstances) be liable to pay the Council Tax.

Class V - Main UK residence of a visiting diplomat.

Class W - An annexe or similar self-contained part of a property occupied by a relative of the other occupants who is over the age of 65 or severely mentally impaired or substantially and permanently disabled. (Effective 1 April 1997).

The Council Tax (Exempt Dwellings) Order 1992 ([legislation.gov.uk](http://legislation.gov.uk))

## Appendix 2 – Empty property priority assessment form

---

The following criteria will be assessed and scored to prioritise empty homes that need to be brought back into use:

### 1 Length of time empty

Under 6 months	0
6 months – 12 months	5
12 months to 2 years	10
2 years, or more	20

### 2 High profile location

Yes	10
No	0

### 3 Complaints from neighbours

Yes	10
No	0

### 4 Social Impact

Appearance, inc garden	10
Vermin	10
Fly tipping	10
Anti social behaviour	10
Squatters	10

### 5 Poor housing conditions, likely to have a category 1 hazards

Yes	10
No	0

### 6 Structural issues

Yes	10
-----	----

No 0

### 7 Property causing a statutory nuisance

Yes 10

No 0

### 8 Property secure

Yes 0

No 10

### 9 Would intervention result in additional New Homes Bonus?

Yes, 1 unit 10

Yes, 2 + units 20

No 0

### 10 Owner co-operative

Yes 0

No 10

### 11 Likely to be brought back into use without assistance / enforcement

Yes 0

No 10

### 12 Council Tax debts

Yes 10

No liability 10

No 0

### 13 Leased as affordable housing

Yes 20

No 0

# Appendix 3 - Incentives for owners of empty homes

---

## 1 Financial Assistance

Low costs loans may be offered to assist owners of empty homes to carry out any necessary repairs, or improvements to enable the property to be brought back into use. Loans would be repaid once the property has been let, occupied, or sold and monies recycled back into the loan scheme.

Example: [www.lendology.org.uk](http://www.lendology.org.uk)

## 2 VAT reduction

VAT is chargeable at a reduced rate for works to bring long term empty properties back into use.

The Councils' Empty Homes Officer can provide a letter confirming the relevant date that is acceptable by HMRC.

Unoccupied	VAT chargeable
2 years +	5%
10 years+	0%

[Buildings and construction \(VAT Notice 708\)](#)

## 3 Landlord Training Courses

Torbay Council may offer training courses to both new and experienced landlords to provide landlords with the skills required to set up, manage and end a tenancy, ensuring that all legal requirements are met.

[How to let – GOV.UK](#)

## 4 Housing Options Team - Tenant finding and rent support service

This provides a free service to help landlords prepare properties for let including an inspection to ensure that they are free from hazards under the Housing Act 2004, collating relevant legal certification/documentation, and introducing tenancy ready families to landlords. Tenants are assisted with benefit applications and support is provided to both tenants and landlords to ensure that tenancies are sustainable.

## Appendix 4 - Empty homes procedure

---

### 1 Letter 1

An advice letter, automatically generated from Council Tax records is sent to:

Outline importance of bringing empty homes back into use

Demonstrate the support the Council can provide

Request the completion of the occupation status proforma to ascertain intentions and timescale.

Timescale: 3/4 weeks

### 2 Letter 2

A reminder letter to complete the occupation status proforma.

Timescale: 3/4 weeks

### 3 Site visit

A site visit is made and a risk assessment carried out.

Timescale: 6 weeks

### 4 Letter 3 – An initial enforcement letter

High priority

If we receive no response from our previous letters, a stronger letter, requiring urgent attention and identifying enforcement powers is available to the Council. Within 15 days a requisition for information will be served with the letter to confirm details of ownership. Where a visit has not been previously made, a site risk assessment is carried out.

Timescale: 4 weeks

Non-priority

A letter is sent that identifies the need to bring empty homes back into use

Timescale: 8 weeks

### 5 Letter 4

If still no response, the case is reviewed with other relevant departments to determine the relevant course of action and the owner is advised. If the Council is unable to gain access to a property the Council will consider using any statutory powers of entry.

Timescale: 5 to 6 weeks after letter 2

## 6 Commencement of works

Where an owner has commenced refurbishment works, a reasonable timescale will be given for these works to be completed. Regard will be given to the works being carried out, but where works are minor then, where practicable, a 4 month maximum would be deemed reasonable.

Where works have commenced, but there is no clear progression to completion, or reasons for delays are unreasonable, it will be necessary to explore the legal options available and regard will be made to the Council's Housing Enforcement Policy.

[www.Torbay.gov.uk/housing-standards-enforcement-policy](http://www.Torbay.gov.uk/housing-standards-enforcement-policy)

[www.Torbay.gov.uk/planning-enforcement-policy](http://www.Torbay.gov.uk/planning-enforcement-policy)

## 7 Enforcement action

Following an inspection of the property, if the owner has made no attempt to carry out any works, or has not indicated a reasonable timescale when the works will be completed, or there is no clear progression to completion, the Council will determine the most appropriate enforcement action to take, as detailed in Section 4.2, including the following actions:

1. Securing the property where access can be easily gained
2. Improving the housing conditions where a category 1 hazard is likely, or the occurrence of statutory nuisance, to stop further deterioration and reduce the negative impact on neighbours
3. Eradicating the causes of vermin where there is evidence
4. Making the property safe where there is an imminent risk to health
5. Addressing unsightly external appearance
6. Enforced sale
7. Empty Dwelling Management Order

This will be in consultation with other departments within the Council to make sure that the most appropriate enforcement action is taken.

Timescale: In accordance with legal requirements

## 8 Compulsory purchase

Where no, or inadequate action is taken by the owner to bring a long-term empty property into beneficial use, or where ownership is unknown, the Council will consider the use of compulsory purchase powers to acquire the property. Compulsory purchase may be considered even when other, or no enforcement action is taken, as the overriding aim is to ensure that an empty property is brought back into use and compulsory purchase may be necessary to achieve this.

## Contact details

---

If you need this information in another format, please contact us.

Email: [housing.advice@Torbay.gov.uk](mailto:housing.advice@Torbay.gov.uk)

Web: [www.Torbay.gov.uk/housing](http://www.Torbay.gov.uk/housing)

Tel: 01803 201201

Torbay Council

Town Hall

Castle Circus

Torquay

TQ1 3DR



[www.facebook.com/torbaycouncil](http://www.facebook.com/torbaycouncil)



[www.twitter.com/torbay\\_council](http://www.twitter.com/torbay_council)

@Torbay\_Council

March 2022

### Appendix 2

### Empty Homes Policy action plan (Indicative subject to business cases)

Priority:	High	Medium	Low
-----------	------	--------	-----

Ref	Intervention	Intervention description	Outcomes	When
1	Empty Homes Officer	Recruit a dedicated post to deal with empty dwellings to deliver the Empty Homes Policy action plan.	Dedicated role to progress the number of empty homes being brought back into use to fulfil the aims of the Corporate Plan and Housing Strategy.	04 Jul 22
2	Behaviour change - Communication and awareness	Targeted, sustained communication with empty homeowners as part of a standardised process.	Targeted approach through standardised processes to bring homes back into use and raise profile.	05 Sep 22
3	Risk based intervention approach	Deliver a risk rated process to prioritise properties for action.	Prioritise action through standardised processes to tackle empty dwellings through various measures including enforcement action.	18 Jul 22
4	Data matching	Data matching with private and public information to assess occupation status	Intelligence led approach providing connectivity across the organisation including corporate debt, fraud, Council Tax, Waste etc. but also externally, for example utility companies	08 Aug 22
5	Access to accommodation to reduce homelessness	Proactively work with Housing Options to find better outcomes for tenants	Link with Housing Options and Enabler to enable tenant placements and reduce homelessness	15 Aug 22
6	Enforcement	Undertake <b>additional</b> enforcement opportunities	Increased capacity to undertake work, for example enforced sales, as this is time consuming	05 Sep 22
7	Understanding to inform interventions	Undertake research and analysis and provide detailed reports, statistics, performance, and press information as required	Raise awareness and understanding of the issue and to inform interventions by having a greater understanding of why dwellings are empty	18 Jul 22
8	Advice and assistance	Provide high quality advice and negotiation, making sure owners are aware of their legal responsibilities and to monitor arrangements through to completion	Offer a well-regarded service, providing solutions and enforcement regimes, employing a commercially focused approach that recognises business needs to entice owners to undertake necessary works in a timely fashion whilst minimising risk	04 Jul 22



9	Partnership activity and joint programs of work	Work in partnership with a wide range of Council departments and external organisations to ensure a joined-up approach	Work with Housing Options, Housing Standards, Planning, Legal, Economic Development, Trading Standards, Environmental Health, the Police, agents and the Empty Homes Agency to drive efficiency	18 Jul 22
10	Site visits and evidence gathering	Visiting and inspecting vacant dwellings to ensure compliance with statutory and council legislation	Provide capacity to undertake on the ground inspections as necessary	05 Sep 22
11	Financial Incentives - Purchase and Repair Scheme	Explore the use of financial mechanisms to facilitate bringing properties back into use, subject to full business case, for example the purchase of properties assisted through Homes England grants and Council contributions to increase social housing stock	To 'improve the delivery, affordability and quality of housing', 'regenerate and re-invent our town centres' and to 'encourage a sustainably developed built environment - Corporate Plan. Business case currently being explored.	25 Jul 22
12	Council Tax software	Explore software to allow a charge to be issued for not supplying update on Council Tax information (£75 fine)	Incentive for keeping Council Tax records and classification up to date and accurate.	05 Sep 22
13	Financial Incentives - Loan facility	Explore the potential of a deferred, repayment loan scheme delivered through an external community interest company (CIC), subject to full business case. This is similar to other local authorities' approach in Devon, which is a well-established process.	This is a recyclable loan fund to facilitate renovations for individuals. It is a dedicated scheme with no administration, or cost to the Council. A full business case would be required.	18 Jul 22

# Agenda Item 62

## TORBAY COUNCIL

**Meeting:** Overview & Scrutiny Board

**Date:** 9 March 2022

Cabinet

22 March 2022

Council

N/A

**Wards Affected:** All Wards

**Report Title:** Budget Monitoring 2021/22 – Period 10 (April – January) Revenue Outturn Forecast & Quarter 3 (Period 9, to December) Capital Outturn Forecast

**Is the decision a key decision?** No

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

**Cabinet Lead Contact Details:** Darren Cowell, Cabinet Member for Finance  
[Darren.cowell@torbay.gov.uk](mailto:Darren.cowell@torbay.gov.uk)

**Supporting Officer Contact Details:** Sean Cremer, Deputy Head of Finance  
[Sean.Cremer@Torbay.gov.uk](mailto:Sean.Cremer@Torbay.gov.uk), 01803 20 7553

---

### 1. Purpose and Introduction

- 1.1. This report provides a high-level budget summary of the Council's revenue and capital position for the financial year 2021/22 which commenced on 1<sup>st</sup> April 2021. This report is based on the budget and forecast revenue spend as at 31<sup>st</sup> January 2022 and Capital budget and forecast spend as at 31<sup>st</sup> December 2021.
- 1.2. Whilst the majority of the Covid-19 restrictions have now been lifted, the financial impact of the health pandemic remains a significant risk to the Council's finances. So far 2021/22 continues to see continued high demand for frontline services as well as advocacy and support in response to the impact on individuals and households.
- 1.3. As at Quarter 3 the Revenue budget shows a slight overspend of £0.02m which represents a variance of 0.02% against the 2021/22 budget. This shows an improved position since the Quarter 2 report.
- 1.4. The Capital Plan budget totals £282m for the 4 year programme, with £43m currently scheduled to be spent in 2021/22, including £18m on a number of Regeneration projects and £5m on major Transport schemes. At this point (31 Dec 2021) the Capital Plan now requires £6.6m from new capital receipts and capital contributions over the life of the Plan in order to be able to deliver all that is planned.

## **2. Recommendation (s) / Proposed Decision**

### **Recommendations for Overview & Scrutiny Board**

- 2.1. That the Overview & Scrutiny Board notes the latest position for the Council's revenue outturn position and mitigating action identified and make any comments and/or recommendations to the Cabinet.
- 2.2. That the Overview & Scrutiny Board notes the latest position for the Council's Capital outturn position and make any comments and/or recommendations to the Cabinet.

### **Recommendation for Cabinet**

- 2.3. That Cabinet notes the report.

## **3. 2021/22 Budget Summary Position**

- 3.1. Overall Torbay is still seeing the continued financial impact of Covid-19. The impact is both directly and indirectly on the Council's income and expenditure in the year.
- 3.2. Despite the continued uncertainty of the Covid-19 financial impact the approved budget set by the Council in for 2021/22 appears to have effectively reallocated resources to meet the cost pressures faced. As a result, there is a very small forecast variance of 0.02%. This demonstrates that, based on current levels of activity, additional funding for pressures such as the provision of Temporary Accommodation and the impact on Collection fund are sufficient to effectively meet the pressures and challenges anticipated for 2021/22.
- 3.3. However, there are a number of areas upon which officers remain focussed and are closely monitoring given their potential impact:
  - 3.3.1. The continued costs of Covid-19 response including local test, track and trace work alongside the work to support communities and businesses in response to outbreaks.
  - 3.3.2. Variations to income, including car parking and collection fund where the changes to the behaviour of individuals and households affects key funding for local service delivery.
  - 3.3.3. The improvement journey within Children's Services which remains crucial to the Council's medium term financial stability.
  - 3.3.4. The effective deployment of carried forward or one-off funds which are being deployed as part of the Council's recovery. In a number of areas such as Housing, the use of these funds is imperative to ensure the reduction of long term costs as well as providing a pathway to balance the 2022/23 budget.
- 3.4. The areas above are expected to remain a prominent feature of the 2022/23 budget monitoring.

## **Collection Fund**

- 3.2. The establishment of a Collection Fund reserve formed part of the Budget 2021/22 was established in order to meet the future impact of carrying forward the shortfall from 2020/21. This reserve funds the 2020/21 impact of the shortfall for the period 2020/21 – 2023/24.
- 3.3. So far 2021/22 monitoring seems to be in line with forecast collection levels, namely a 2% reduction on pre Covid-19 collection rates.
- 3.4. The impact of the rising cost of living, inflation and utility prices increases may impact negatively on collection rates in 2022/23.
- 3.5. Revised NNDR bills incorporating the new 2021/22 reliefs were issued at the start of the year. There is also a new Covid-19 Additional Relief Fund which will provide rate relief to businesses that so far have not qualified for the other mandatory rate relief schemes.

## **4. Grant Support**

- 4.1. During 2021/22 there are two key schemes which continue to provide funding to offset increased expenditure and income losses. This support has been received through un-ring-fenced grants as well as the income reimbursement scheme.
- 4.2. The un-ringfenced grant funding of £4.1m was included in the approved 2021/22 budget.
- 4.3. The Sales Fees & Charges reimbursement scheme which ran until the end of June 2021 will provide £0.2m of funding.
- 4.4. In addition to the un-ring fenced grants and the Income reimbursement Grant, Central Government have issued a number of other grants related to Covid-19.

## **5. Wholly owned companies**

- 5.1. This section contains an overview of the financial position for the Council's wholly owned companies.
- 5.2. SWISCo which has now been trading for over a year, remains under financial pressure. Day-to-day staffing levels have also been significantly impacted by covid cases, the need for staff to self-isolate as a result of being "pinged" or close-contacts of someone who has tested positive for Covid-19.
- 5.3. A Summer response strategy working group which is made up of partners from across Torbay have been working together to prepare for the 2022 Visitor season.
- 5.4. As part of the 2021/22 budget additional financial support was approved for SWISCo totalling £1.2m. The Council has received a request for additional support of £0.6m which will be required in-year during 2021/22.
- 5.5. TDA group are expected to report a surplus for 2021/22, although within that position Torvista will continue to incur losses until it increases its number of properties and its rental income.

5.6. More detailed financial reporting about the Council's Wholly owned Companies will be presented to Audit Committee on a regular basis.

## **6. Statement of Accounts – 2020/21**

- 6.1. The Council's auditors, Grant Thornton, presented their Audit Findings for Torbay Council at the Audit Committee on 6<sup>th</sup> December 2021. Grant Thornton advised that by the Government's Statutory deadline of September only 30% of audits were signed off increasing to 40% in November 2021. This was partly due to lack of capacity in the market and the increase in the amount of work required for external audit compared to two years ago by between 30% to 50%. The representative from Grant Thornton advised the final Report would be issued in the New Year.
- 6.2. The protracted statement of accounts process has put significant pressure on the finance team. For whom the majority of the last year have been working concurrently on 2020/21, 2022/22 and 2022/23 financial years.

## 7. Service Budgets

- 7.1. The table below contains the forecast spend for the financial year 2021/22. The reporting hierarchy reflects the current Senior Leadership Team (SLT) Structure.

Service	Budget £'000	Projected Outturn £'000	Outturn Variance £'000	Movement since Q2
Adult Services	44,460	44,560	99	(33)
Executive	3,120	3,107	(13)	(258)
Children's Services	45,493	45,493	0	0
Corporate Services	5,867	6,909	1,042	154
Finance	(9,215)	(10,733)	(1,518)	(470)
Investment Portfolio	(4,639)	(4,639)	(0)	(0)
Place	20,738	21,151	413	(211)
Public Health	9,825	9,825	0	0
<b>Total</b>	<b>115,650</b>	<b>115,673</b>	<b>23</b>	<b>(817)</b>

- 7.2. The Overall council position shows an improvement of £0.8m resulting in an overspend of £0.02m (0.02%). More information on the service variances is contained below.

### 7.3. **Adult Services**

- 7.4. The Director for Adults Services, now covers the three service areas shown below.

Service	Budget £'000	Projected Outturn £'000	Outturn Variance £'000	Movement since Q2
Adult Social Care	41,519	41,356	(163)	(87)
Community Services	2,493	2,682	189	54
Customer Services	449	522	73	0
<b>Total</b>	<b>44,460</b>	<b>44,560</b>	<b>99</b>	<b>(33)</b>

- 7.5. Overall Adults Services directorate shows a slight overspend representing 0.22% of the budget.
- 7.6. Within Adult Social Care the majority of spend is against a fixed price financial arrangement (contract) for the delivery of services provided by the Integrated Care Organisation (ICO). There is a slight underspend in Local Authority contracted activities.
- 7.7. The current financial arrangement with the ICO is due for renewal on 1st April 2023. Collaborative work is underway between Council & NHS colleagues on the Adult

Social Care Improvement Plan (ASCIP). This includes attendance at a fortnightly budget oversight meetings.

- 7.8. The ICO has experience severe operational challenges this year and some savings activities have been delayed due to covid. However, the ASC Improvement Plan has delivered £2.3million of a target of £2million this year. The overall ASC budget remains overspent due to the rapidly increasing cost of care, the increasing volume of demand and the requirement to discharge people quickly from hospital into a supply based severely reduced by Covid. This overspend is significant, but included in the financial arrangements, thus there is no impact on the Council budget. However, Members should be aware of the financial position of this key partner, delivering a statutory council service.
- 7.9. The Joint Community Equipment Store (JCES) is forecasting an overspend of £763k which is split equally between each of the three partners, CCG, ICO and Torbay Council. As a result, there is no impact to the Council's General Fund.
- 7.10. Community Services has a shortfall on income. This represents the continued impact of Covid-19 on income generating activity within the service including Licensing and the Environmental crime team.
- 7.11. Following the investment of an additional £1m to meet additional demand for Temporary Accommodation, this service is forecast to be on budget. This position is monitored fortnightly by officers to ensure progress in the provision of suitable and stable temporary accommodation options whilst individuals and family groups find permanent accommodation.
- 7.12. There remains considerable pressure in the local housing market which is affecting this service significantly. This scenario is almost a "perfect storm" of staycationers, and landlords opting to sell-up and exit the market as a result of local property prices increasing in the wake of the Stamp duty tax-relief. All of which culminates in the low availability of temporary options for individuals and family groups in need of temporary accommodation. With the end of Furlough and reductions to Universal Credit the team are expecting to see further increases in demand for support.
- 7.13. There are also anecdotal reports of the impact the local housing market is also impacting on the ability for local businesses to attract staff to come and live and work in Torbay due to the lack of available housing.
- 7.14. Customer services continues to see increased costs from staffing, including agency staff and print & postage costs as a result of the increased demand for support throughout Covid-19. Upon implementation of the Councils "CRM" system in future years more self-service options will be available for customers which will help to streamline straight-forward contact.

## 7.15. Children's Services

Service	Budget £'000	Projected Outturn £'000	Outturn Variance £'000	Movement since Q2
Schools Services	3,516	3,634	118	270
Children's Safeguarding	41,977	41,859	(118)	(270)
<b>Total</b>	<b>45,493</b>	<b>45,493</b>	<b>(0)</b>	<b>(0)</b>

- 7.16. Within **Schools Services** Local Authority funded activities are expected to be on budget.
- 7.17. There remains pressure with the provision of Home to School transport as a result of rising costs as transport providers have to adapt their operating models in light of Covid-19 and as children and young people adjust & readjust to the changes to schooling and as a result, may need a different level of support to get to and from school.
- 7.18. Outside of Local Authority funded activities, the schools' higher needs block in the Dedicated Schools Grant (DSG) remains under financial pressure because of an increasing level of referrals from schools for higher needs support for children. The pace of demand is far outstripping increases in dedicated funding and has been for several years.
- 7.19. For 2021/22 the Schools Forum set a deficit budget of £2.6m for 2021/22. Based on the latest monitoring, the forecast in-year deficit is now £3.3m.
- 7.20. As a result, the DSG cumulative deficit is now forecast to exceed £9.0m by the end of 2021/22.
- 7.21. The Council does not receive any funding for schools therefore the overspend will remain in the DSG to be funded from DSG in future years. The School and Early Year Finance (England) Regulations 2020 confirm that this is not a cost that the Council must fund. However, for how long this position is sustainable is not certain. At some point the deficit will need to be funded therefore it is essential that officers and members continue to focus on this key issue.
- 7.22. In 2020/21 and the following two financial years additional legislation has been passed that, for accounting purposes, reclassifies the deficit on the Council's balance sheet. There is currently uncertainty as to what will happen after the end of the three year period.
- 7.23. Representatives from the Council and the School Forum continue to work with the Education & Skills Funding Agency (ESFA) to discuss the proposed financial recovery plan that was submitted to the ESFA. So far, the external scrutiny and review carried out has not identified any new initiatives that are over and above the



work already progressed by Torbay Council and the Schools Forum to address this position.

- 7.24. Most recently, engagements with the Education and Skills Funding Agency (ESFA) have indicated that a central government funding solution is unlikely.
- 7.25. Within **Children’s Safeguarding** there is a slight underspend forecast of £0.2m (0.28%).
- 7.26. Whilst this is an improved position compared to Quarter 2, the service has seen some exceptionally high emergency placement costs at £2,500 per day in January 2022. This serves as a reminder of the significance of the need for continued and rigorous whole Council support for this service given the financial impact if the number and cost of care rises.
- 7.27. In previous years reports the increased spend was perceived to be “within the control” of the Council and the improvements seen in the last 18 – 24 months has been as a result of robust measures put in place to increase the accountability for how resources were deployed in order to meet the needs of children and young people.
- 7.28. The current picture is one of national level issues having a local impact. There are significant shortages of placements meaning children & young people are unable to step down from residential to family-based settings such as fostering placements. The local housing market means that a number of the accommodation options for 16+ have now converted their larger properties to self-catering holiday units in order to take advantage of the increased demand from holiday makers. This has seen the cost of 16+ accommodation increasing from £600 per week to £2,400 in some cases. Other Councils are also reporting placing children as young as 3 years old in residential placements as a result of the inability to find suitable family-based alternatives.
- 7.29. Across the south west other Councils are seeing increased numbers of Children Looked After (CLA), reliance on agency staff and number of children and young people placed out of area. This increased competition also drives the overall market up.
- 7.30. All of this means that despite the continued oversight, challenge and support from colleagues, external factors are significantly influencing spend.
- 7.31. Key measures;

Placement types	Aug'20	Dec'20	Apr'21	Sep'21	Jan'22
Residential Placement	26	23	21	21	24
IFA Fostering Placement	92	89	81	81	79
Total Children Looked After (CLA)	330	322	321	306	291

- 7.32. Overall placement numbers remain stable and the number of Children Looked After (CLA) continues to reduce gradually. Residential Placements has increased by 3 since Quarter 2, but it should be recognised that such fluctuations will occur.
- 7.33. The latest forecast for Agency staff costs is £5m and the number of agency staff has reduced from 49.3 FTE to 36.9 FTE since April 2021.
- 7.34. Within Agency costs £1m of this is associated with the improvement journey of Children's Services and is therefore only expected to be required for a fixed period of time. Similarly there are a number of agency posts which are supporting through managing the caseloads of the newly qualified Social Workers during their first year of employment. Again, these posts are time-limited and scheduled to cease as new staff progress through the Learning Academy and increase their caseloads.
- 7.35. Based on the volatility within recent years at this stage in the year this forecast represents a balance of prudence and realism for 2021/22. The continued stability within placements and continued success of the Learning Academy in recruiting and retaining staff remains integral to delivering a balanced budget in 2022/23.

7.36. **Corporate Services & Executive**

Service	Budget £'000	Projected Outturn £'000	Outturn Variance £'000	Movement since Q2
Executive	3,120	3,107	(13)	(258)
Corporate Services	5,867	6,909	1,042	154

- 7.37. Within the Executive unit an improved financial position results in a £0.01m underspend.
- 7.38. Within Corporate Services there are significant, continued pressures within Legal Services:
- 7.38.1. Challenges to recruit suitably qualified staff result in forecast agency costs of £0.4m.
- 7.38.2. Reduced fee-earning work provides a further cost pressure of £0.2m on income.
- 7.39. The Divisional Director for Corporate Services is working closely with the Head of Legal to address both of these pressures.
- 7.40. Elsewhere in Corporate Services a result of reduced income for the Printing & Post Service, there is a further pressure of £0.4m. Again, the Divisional Director for Corporate Services is working with the team to address this shortfall.

7.41. **Finance**

Service	Budget £'000	Projected Outturn £'000	Outturn Variance £'000	Movement since Q2
Finance	(9,215)	(10,733)	(1,518)	(470)

7.42. Within Finance, which is where a number of Central Government Grants are shown, there is an underspend forecast as a result of applying a number of contingencies & Government Grants.

- 7.42.1. Sales Fees & Charges grant £0.2m
- 7.42.2. Release of specific earmarked contingencies £0.7m
- 7.42.3. Gainshare from Devon-wide Business Rates Pool £0.1m
- 7.42.4. Improved NNDR income relating as a result of the Business Rate relief & resultant Section 31 Grants improving the overall % collection rates. Which has a positive impact of £0.5m reported for Quarter 3.

7.43. **Investment Portfolio**

Service	Budget £'000	Projected Outturn £'000	Outturn Variance £'000	Movement since Q2
Investment Portfolio	(4,639)	(4,639)	(0)	(0)

7.44. The Council's Investment Portfolio is forecast to be on budget after the use of the Investment Fund reserve to meet any in year shortfall. Within the portfolio there are some pressures as a result of the Covid-19 impact on commercial tenants.

7.45. Any tenants with arrears are actively engaging with colleagues in TDA and repayment plans have been agreed. Based on the level of arrears outstanding at the end of the Financial Year there may be an accounting adjustment to release some of the bad debt provision made at the end of 2021/22.

## Place

Service	Budget £'000	Projected Outturn £'000	Outturn Variance £'000	Movement since Q2
Place Operations	11,978	12,610	632	(26)
Place Commissioned	3,969	4,009	41	40
Planning, Housing and Climate Emergency	4,792	4,532	(260)	(225)
<b>Total</b>	<b>20,738</b>	<b>21,151</b>	<b>413</b>	<b>(211)</b>

- 7.46. Within Place there is a £0.4m overspend which represents 1.99% of the budget.
- 7.47. **Place Operations** has a cost pressure of £0.6m.
- 7.48. This includes the additional financial support requested by SWISCo of £0.6m.
- 7.49. Within Torre Abbey income, there is a forecast £0.2m shortfall as a result of reduced visitor numbers. This reflects the continued hesitancy to return to indoor visitor attractions even as the Covid restrictions have changed.
- 7.50. The pressures within Place Operations are partially offset by the declaration of a £200k underspend forecast within Parking Services. This is in part due to the service having a number of vacancies across the service. The Head of Parking Services is currently co-ordinating an enhanced Recruitment and Retention offer for staff to boost staffing levels which is vital to ensure safe and compliant parking across the bay.
- 7.51. Despite starting the financial year in a lockdown, and summer weather that could have been better, car parking income over the summer has remained on budget. There remains uncertainty over how the winter season will impact parking income, so at this stage income is forecast to be on budget.
- 7.52. **Place Commissioned** is forecasting an overspend as a result of delays to the implementation of the solar farms which were expected to generate a surplus for the Council in 2021/22.
- 7.53. **Planning, Housing and Climate Emergency**
- 7.54. Planning income is forecast to be slightly better than budget as a result of continued high demand in the wake of the stamp duty relief.
- 7.55. Within Strategy & Project Management an underspend of £0.2m is forecast as a result of reduced costs for Concessionary Fares which is due to lower passenger journeys.

## 7.56. Public Health

Service	Budget £'000	Projected Outturn £'000	Outturn Variance £'000	Movement since Q2
Public Health	9,825	9,825	0	0

- 7.57. Public Health colleagues continue to lead on the Council's response to Covid-19 and co-ordinate and deliver a number of key and continuing strands of the response and recovery work.
- 7.58. This includes the spend of the Contain Outbreak Management Fund Grant, the delivery a number of Testing Programmes as well as the management of the Local Contract tracing work.
- 7.59. As the majority of this work is directly grant funded, there is no forecast variance on Local Authority funded activity within Public Health. There is a slight underspend forecast within the ringfenced grant, which will be carried forward to continue to fund vital local Covid-19 response work once the current Government funded grants end on the 31<sup>st</sup> March 2022.

## 8. Future mitigating actions

- 8.1. Service pressures continue in a number of services;
- 8.1.1. Council Tax & Business Rates Collection
  - 8.1.2. Demand for Council Tax Support Scheme
  - 8.1.3. Support for individuals and families requiring Temporary Accommodation
  - 8.1.4. Income pressures across Car Parking, Investment Properties
  - 8.1.5. Support for the Leisure Centres & SWISCo
  - 8.1.6. Growing pressure within Children's Safeguarding due to National issues
  - 8.1.7. Increasing spend on the Higher Needs Block within the DSG.
- 8.2. Officer groups continue to work in "Incident Management Teams" focussing on each of these issues to identify and deploy interventions to manage these pressures.
- 8.3. During 2021/22 budget focussed senior Officer groups continue to meet monthly for each Directorate. This allows the Chief Executive, Chief Finance Officer & the service Director & support staff to have focussed time managing the budgetary position.
- 8.4. Looking ahead, the financial impact for the Council remains contingent on the level of recovery in Torbay. This recovery is in terms of both the local economic recovery and

collection of Council Tax and NNDR which is vital to fund the delivery of local public services. The summer was a very busy visitor season which gave encouragement in terms of the economic recovery, albeit present pressures on other services due to the influx of visitors.

- 8.5. The Chief Financial Officer and his team are closely monitoring the Council's cash flow, although at this stage there remains no concern about cash flow. As in 2020/21 central government have advanced a number of grants.

## 9. Risks & Sensitivity

- 9.1. There are a number of financial risks facing the Council as shown below:

Risk	Impact	Mitigation
Future funding of DSG Deficit	High	Recovery meetings have been convened by the Chief Finance Officer to review any and all opportunities to locally influence this area of spend.
Continued loss of income	High	Recovery meetings have been convened by the Chief Finance Officer for all the Council's main areas of income. Each group is tasked with developing an action plan to influence income where possible
Collection Fund shortfall	High	Additional resources allocated to support the Revenues & Benefits team and a review of debt recovery will be undertaken.
Fair Funding Formula	Medium	Development of a robust MTRP to address the expected impact on Torbay's funding. Timing of this funding change is now 2022/23 at the earliest.
Identification, and delivery, of savings for 2022/23 to 2024/25 per Medium Term Resource Plan	High	Star Chambers for the 2022/23 Budget setting process commenced in June. Options will be reviewed by Senior Leadership Team in collaboration with Cabinet to consider options for future years.
Delivery of Children's Services cost reduction plan	Medium	Meetings continue to monitor the current rate of delivery against the identified actions from the Sufficiency Strategy.

Unable to recruit staff and need to use agency staff.	High	<p>Recruitment &amp; retention of Social Work staff, particularly in safeguarding is still one of the core priorities for the Senior management team within Children's Services.</p> <p>This pressure is also being seen across a number of front line services which are integral to the Council's "Summer Response Team" Work continues to identify solutions to these challenges which seem to be on a national scale.</p>
Additional demand and cost pressures for services, particularly in children's social care	Low	2021/22 Budget monitoring, use of service performance data and recovery plan.
Delivery of approved savings for 2021/22	Medium	Further to regular budget monitoring for all budget holders, the Council's Senior Leadership Team receive monthly updates on the 2021/22 position.
Investment Property Income changes	High	There are ongoing discussions with tenants about recovery plans

### B - Capital Budget Monitoring Report Q3 2021-22

#### 1. Capital Plan Update

- 1.1. The overall funding position of the 4-year Capital Plan Budget of £282 million, covering the period 2021/22–2024/25, is largely funded, but includes a requirement to generate £6.6m of Capital income from capital receipts and capital contributions over the life of the Capital Plan.
- 1.2. The Capital Plan Budget has been updated for any further revision to both projects and timing, resulting in the latest revision attached at Appendix 1. The Plan now totals £282m over the 4 year period of which £43m relates to 2021/22 and £112m relates to 2022/23.
- 1.3. The movements in the estimate of expenditure in 2021/22 on the Capital Plan between the last monitoring report in November 2021 of £63.2m and the current approved budget for 2021/22 of £43.4m are shown below.
- 1.4. **Updates to Capital Plan**

Scheme	Variation in 2021/22	Change £m	Reason
Estimate as at Q2 2021/22		63.2	Capital Plan Update – 2021/22 Quarter 2 (Report Cabinet 16 Nov 2021)
	<b>Total</b>	<b>63.2</b>	
<b>Budget changes since last report (Q2 2021/22)</b>			
<b>Thriving People and Communities</b>			
Education Review Projects	Transfer of budget	(0.1)	Transfer of £75k to Mayfield Expansion project.
	Reprofiling	(1.5)	Funding is for school places. LA currently reviewing future priorities for investment. Rephasing of £1.5m to 22/23 accordingly.
Mayfield Expansion	Additional budget	0.1	Additional funding of £75k - allocated from Education Review projects.
Special Provision Fund	Transfer of budget	(0.3)	Transfer of £250k underspend on Special Provision Fund projects to Polsham Centre Development.
Polsham Centre Development	New scheme	0.3	New SEN project funded from unspent resources within Special Provision Fund.
Extra Care Housing - Torre Marine	Reprofiling	(0.4)	Reprofiling of £415k to future years.



Scheme	Variation in 2021/22	Change £m	Reason
Crossways, Paignton	Reprofiling	0.3	Reprofiling of spend on project with £273k being brought forward to 21/22.
Roselands Primary - additional classroom	Reprofiling	(0.1)	Reprofiling of spend with £80k going to 22/23 - works likely to take place at Easter 2022.
Polsham Centre Development	Reprofiling	(0.2)	Brief being developed but some delays in identifying provider. Works expected to commence Summer 2022 so resources of £200k rephased.
Capital Repairs & Maintenance	Reprofiling	(0.4)	Phase 2 projects identified and will commence Easter 2022. £400k rephased to 22/23.
Disabled Facilities Grants	Reprofiling	(0.4)	Reprofiling of £400k to future years.
	<b>Total</b>	<b>(2.7)</b>	
<b>Thriving Economy</b>			
Economic Growth Fund Projects	Reprofiling	6.5	Reprofiling of £6.5m Economic Growth Fund to 21/22 from future years to enable transfer of funds to Edginswell Business Park project.
	Transfer of budget	(6.5)	Transfer of £6.5m Economic Growth Fund to Edginswell Business Park Unit 3 project - as agreed at Cabinet 16/11/21.
	Reprofiling	0.5	Reprofiling of £517k Economic Growth Fund to 21/22 from future years to enable transfer of funds to Lymington Road project.
	Transfer of budget	(0.5)	Transfer of £517k Economic Growth Fund to Lymington Road Business Centre. As agreed at Cabinet 16/11/21.
	Reprofiling	1.3	Reprofiling of £1,250k Economic Growth Fund to 21/22 from future years to enable transfer of funds to Corbyn Head Development of Former WCs project.
	Transfer of budget	(1.3)	Transfer of £1,250k Economic Growth Fund to Corbyn Head Development of Former WCs. As agreed at Cabinet 14/12/21.

Scheme	Variation in 2021/22	Change £m	Reason
	Reprofiling	0.7	Reprofiling of £717.5k Economic Growth Fund to 21/22 from future years to enable transfer of funds to Preston (North) Development of Former WCs project.
	Transfer of budget	(0.7)	Transfer of £717.5k Economic Growth Fund to Preston (North) Development of Former WCs. As agreed at Cabinet 14/12/21.
Edginswell Business Park Unit 3 (Develop & Construct)	Transfer of budget	6.5	Transfer of £6.5m from Economic Growth Fund to Edginswell Business Park Unit 3 project - as agreed at Cabinet 16/11/21.
	Reprofiling	(6.3)	Reprofiling of £6.3m to future years.
Lymington Road Business Centre	Transfer of budget	0.5	Cabinet approval 16/11/21 to increase borrowing on Lymington Road Business Centre project to £1,367k - an increase of £517k. Funding from Economic Growth Fund.
	Additional funding	0.2	Additional funding of £200k agreed - revenue contribution from COMF money.
	Reprofiling	(1.9)	Reprofiling of £1,871k to future years.
Corbyn Head - Development of former WCs	New Scheme	1.3	New project to develop former WCs at Corbyn Head. £1,250k agreed at cabinet 14/12/21. Funding from Economic Growth Fund.
Preston (North) - Development of former WCs	New Scheme	0.7	New project to develop former WCs at Preston North. £717.5k agreed at Cabinet 14/12/21. Funding from Economic Growth Fund.
Cockington Flood Alleviation Scheme	Reprofiling	(0.1)	Reprofiling of £50k to future years.
Monksbridge Flood Alleviation Scheme	Reprofiling	(0.3)	Reprofiling of £346k to future years.
Paignton Coastal Defence Scheme	Reprofiling	(0.1)	Reprofiling of £125k to future years.

Scheme	Variation in 2021/22	Change £m	Reason
Transport Highways Structural Maintenance	Reprofiling	(0.1)	Reprofiling of £50k to future years. The Preventative Maintenance Programme is complete, the main resurfacing programme is well under way with further works planned in early 2022. Reactive repairs are on target currently.
Claylands Redevelopment	Reprofiling	(0.1)	£102.99k reprofiled to future years.
RICC Improvements - Backlog Repairs	Reprofiling	0.6	£600k reprofiled to 2021/22 - phased programme over 2 years.
Old Toll House (Econ Growth Fund)	Reprofiling	(0.2)	£213.557k reprofiled to future years. Delays to project currently being resolved.
Edginswell Business Park - Acquisition	Reprofiling	2.5	Reprofiling of £2,526k from future years to 21/22 to enable transfer of budget to Edginswell Business Park Site Retail Unit
	Transfer of budget	(3.7)	Transfer of £3,710k to Edginswell Business Park Site 1
	Transfer of budget	0.1	Overspend on acquisition covered from funding Site 1
	Reallocation of spend	0.1	Transfer of £111k spend to Edginswell Business Park Site 1 therefore budget reinstated on Acquisition
Edginswell Business Park Site 3	Reprofiling	0.0	Reprofiling of future years spend on project - £2m moved from 22/23 to 23/24
Edginswell Business Park Site 1	Transfer of budget	3.7	Transfer of £3,710k from Edginswell Business Park Acquisition
	Transfer of budget	2.3	Transfer of £2,290k (to give total project budget of £6m) from Economic Growth Fund to Edginswell Business Park Unit 1 project - as agreed at Council 21/05/20.
	Transfer of budget	(0.1)	Overspend on acquisition covered from funding Site 1
	Re allocation of spend	(0.1)	Transfer of £111k spend to Edginswell Business Park acquisition therefore budget reduced on Site 1

Scheme	Variation in 2021/22	Change £m	Reason
	Reprofiling	(5.7)	Reprofiling of £5,692k to future years.
Edginswell Business Park -Enabling Works	Reprofiling	(1.8)	Reprofiling of £1,757k to future years.
Town Deal - Union Square Ph.1	Reprofiling	(3.1)	Reprofiling of £3,100k to future years.
Town Deal - Strand Land Assembly and Demolition	Reprofiling	(2.0)	Reprofiling of £2,000k to future years.
Town Deal - Harbour Public Realm	Reprofiling and reallocation	(1.0)	Reprofiling of £1,035k to future years. Also £250k reallocated from Town Deal Torquay Corridor Pinch Point in future years.
Town Deal - Pavilion	Reprofiling and reallocation	0.1	Reprofiling of £100k to 20/21. Also £250k reallocated from Town Deal Torquay Corridor Pinch Point in future years.
Town Deal - Core Area Public Realm	Reallocation	0.0	£350k reallocated from Town Deal Torquay Corridor Pinch Point in future years.
Town Deal - Torquay Coastal Corridor Pinch Point	Reallocation	0.0	The £850k allocated to Torquay Coastal Pinch Point has been reallocated to Harbour Public Realm (£250k), Pavilion (£250k) and Core Area Public Realm (£350k) in future years.
Paignton Future High Street Fund - Station Square	Reprofiling	(1.3)	Reprofiling of £1,254k to future years.
Paignton Future High Street Fund - Victoria Centre Ph.1	Reprofiling	(0.2)	Reprofiling of £234k to future years.
Paignton Future High Street Fund - Paignton Picture House	Reprofiling	0.0	In future years - reprofiling of £367k to 22/23 (from 23/24).
Paignton Future High Street Fund - Victoria Centre Ph.2	Reprofiling	(3.8)	Reprofiling of £3,844k to future years.
Debenhams	Funding Swap	0.0	Town Deal Grant funding has replaced the unsupported borrowing requirement for the acquisition costs of Debenhams. Remaining grant of £231k for demolition costs in 22/23.
Loan	New Scheme	0.2	New loan for £150k Funding from Economic Growth Fund.

Scheme	Variation in 2021/22	Change £m	Reason
Corbyn Head - Development of former WCs	Reprofiling	(1.3)	Reprofiling of £1,250k to future years.
Preston (North) - Development of former WCs	Reprofiling	(0.7)	Reprofiling of £717.5k to future years.
	<b>Total</b>	<b>(15.1)</b>	
<b>Tackling Climate Change</b>			
Solar Farm, Brokenbury (EGF)	Reprofiling	(1.0)	Total project spend increased by £38.6k since quarter 1 update - still within original cabinet approval 19/05/20. £950k reprofiled to future years.
Solar Farm, Nightingale Park (EGF)	Reduced expenditure & reprofiling	(0.1)	Total project spend reduced by £52.3k. £56.7k reprofiled to future years.
	<b>Total</b>	<b>(1.1)</b>	
<b>Council Fit for the Future</b>			
	<b>Total</b>	<b>(0.0)</b>	
<b>Council Approvals with No Plans</b>			
Housing Rental Company - Loan	Reprofiling	(0.9)	Reprofiling of £874k to future years.
Regeneration Programme and Economic Growth Fund	Transfer of budget	(2.3)	Transfer of £2,290k (to give total project budget of £6m) from Economic Growth Fund to Edginswell Business Park Unit 1 as agreed at Council 21/05/20.
	Reprofiling	2.3	Reprofiling of £2,290k Economic Growth Fund to 21/22 from future years to enable transfer of funds to Edginswell Business Park Site 1
	Transfer of budget	(0.2)	Transfer of £150k from Economic Growth Fund to provide loan
	Reprofiling	0.2	Reprofiling of £150k Economic Growth Fund to 21/22 from future years to enable transfer of funds for Loan.
	<b>Total</b>	<b>(0.9)</b>	
<b>Revised forecast capital spend for 2021/22</b>		<b>43.4</b>	

## **Thriving People and Communities**

- 1.5. Roselands Primary Additional Classroom - the second phase of this project to provide additional play space has been delayed because of planning issues and a delay in Torbay Coast and Countryside Trust (TCCT) releasing the land. Planning approval has now been granted but still awaiting land release from TCCT. Works likely to take place Easter 2022 so resources of £80k have been rephased.

## **Thriving Economy**

- 1.6. Economic Growth Fund – budget has been allocated to several projects this quarter. Edginswell Business Park Site 3 £6.5m, Lymington Road Business Centre £517k (this increases budget to £1,367k), Corbyn Head development of former WCs £1,250k and Preston (North) development of former WCs £717.5k. Spending mainly in future years.
- 1.7. Lymington Road Business Centre – scheme is projected to be c£100k overspent. Funding to be found – resource to be confirmed. Value engineering exercise underway. Stage 2 tender process to be completed during the next few weeks. Post issuing the stage 1 tender documents the design changed slightly and further drainage survey data have necessitated the value engineering exercise.
- 1.8. Cockington Flood Alleviation Scheme - reprofiling of £50k to future years. Works are on-going but have been delayed due to Covid-19. It is still planned that the majority of works will be completed by end of March 2022. However, some works will have to carry over to 2022/23.
- 1.9. Monksbridge Flood Alleviation Scheme - reprofiling of £346k to future years. Works are delayed due to SWW. SWW have now stated that we cannot connect the overflow to the Sharkham outfall tunnel. As a result, an alternative scheme is having to be designed and the completion has been put back to March 2023.
- 1.10. Paignton Coastal Defence Scheme - reprofiling of £125k to future years. Grant in aid funding over the next three years has been secured. Detailed design works and preparation of planning application has been undertaken however due to objections from local businesses the Council have taken the decision to put the scheme on hold and undertake a review of the options before a planning application is submitted. As a result, it is unlikely that the planning application will be submitted until 2022 therefore the construction phase of the scheme will not commence until 2022/23. Please note that part of the Grant in aid funding towards this scheme has already been drawn down last financial year. Further meetings have been held with the local community and a further option has been proposed by them. The Council have decided to consider this option before deciding on the preferred option. As a result, the planning application will not be submitted this financial year.
- 1.11. Torquay Gateway Road Improvements – the projects is projecting to overspend by c£600k. Additional funding to be determined.
- 1.12. Public Toilet Refurbishment Programme – the project is overspending by c£115k. Additional funding to be determined.

## 2. Receipts & Funding

- 2.1. The funding identified for the latest Capital Plan budget is shown in Appendix 1. This is based on the latest prediction of capital resources available to fund the budgeted expenditure over the next 4 years. A summary of the funding of the Capital Plan is shown in the Table below:

<b>Funding</b>	<b>2021/22 £m</b>	<b>2022/23 £m</b>	<b>2023/24 £m</b>	<b>2024/25 £m</b>	<b>Total @ Q3 21/22 £m</b>
Unsupported Borrowing	18	71	81	19	<b>189</b>
Grants	21	38	22	1	<b>82</b>
Contributions	1	1	0	0	<b>2</b>
Revenue	0	0	0	0	<b>0</b>
Reserves	1	0	0	0	<b>1</b>
Capital Receipts	2	2	0	4	<b>8</b>
<b>Total</b>	<b>43</b>	<b>112</b>	<b>103</b>	<b>24</b>	<b>282</b>

## 11. Grants

- 11.3 The Chancellor announced the Spending Review on 27 October which included a number of capital funding announcements, but the council will not expect to see detail of these until early 2022.

## 12. Capital Receipts

- 4.1. The approved Plan relies on the use of £8.4m capital receipts. The Council has received £1.8m from asset disposals as at the end of December 2021 including prior years.
- 4.2. Consequently the remaining Capital Receipts target to fund the Capital Plan stands at £6.6m still to be achieved. This target is expected to be achieved provided that:
- expected disposals of land and/or assets are completed
  - the Council continues with its disposal policy for surplus and underused assets and,
  - no further new (or amended) schemes are brought forward that rely on the use of capital receipts for funding.

## 5. Capital Contributions – S106 & Community Infrastructure Levy

- 5.1. The Council's Capital Strategy states that capital contributions are applied to support schemes already approved as part of Capital Plan and are not allocated to new schemes unless the agreement with the developer is specific to a particular scheme outside the Capital plan.
- 5.2. Income from Section 106 capital contributions so far in 2021/22 amount to £26.5k, which is already earmarked for use on existing schemes.

- 5.3. The Council's Community Infrastructure Levy (CIL) scheme came into effect from 1 June 2017. The main capital project identified for funding from CIL receipts is the South Devon Highway. Some CIL funds are now being received and a percentage of these receipts are given to local neighbourhood planning areas as the "neighbourhood proportion". CIL contributions so far in 2021/22 amount to £0.4m.

## **6. Borrowing and Prudential Indicators**

- 6.1. As at 30 September 2021, the Council's total borrowing was £391m. No new borrowing has been taken in this financial year to date. The Operational Boundary is set at £590m in the approved Treasury Management Strategy. This limit is set based on the expected maximum borrowing the Council would undertake in order to meet its Capital Financing Requirement.
- 6.2. The Treasury Management mid-year review in was presented to Council on the 9 December 2021 and contains more information on the Council's current and future borrowing requirements.

## **7. CIPFA consultation**

- 7.1. In the autumn of 2021 CIPFA consulted on changes to its Prudential and Treasury Management Code of Practices. The revised codes are expected to be issued in early 2022 with full implementation of the new codes by 2023/24. Where appropriate the Council will incorporate changes arising from the new Codes during 2022/23.
- 7.2. On the 3 February 2022 CIPFA issued a consultation on 'Emergency proposals for the update of the 2021/22 Code of Practice on Local Authority Accounting'. The changes to the Code are to alleviate current delays to the publication of audited financial statements. The consultation is available on the CIPFA website:

<https://www.cipfa.org/policy-and-guidance/consultations>

## **8. Financial Risk**

- 8.1. Members need to be fully aware of the financial risks and ongoing revenue impact of significantly increased levels of borrowing. A balanced view needs to be taken between the increased ongoing revenue borrowing cost, the ongoing value of the underlying assets and the robustness of any income stream associated with those assets. The key criteria is not so much the level of quantum of debt but the ability of the council to afford the higher levels of interest and principal repayments. The Council borrows at fixed rates over a range of maturity profiles, so the risk is with fluctuations in both revenue income streams and asset values. Therefore, due diligence, diversification and robust business cases supported by external advice as required is vital.

## **9. Appendices:**

- 9.1. Appendix 1 - Capital Plan summary – Quarter 3 2021/22



## CAPITAL PLAN - QUARTER 3 2021/22 - EXPENDITURE

Appendix 1

	Closed			Revised 4-year Plan					
	Cost Centre	PLAC E	Accou ntant	Latest Est Scheme Cost	Total 2021/22 Revised	2022/23	2023/24	2024/25	Total for Plan Period
					£'000	£'000	£'000	£'000	£'000
<b>PB = Approved Prudential Borrowing schemes</b>									
<b>Thriving People and Communities</b>									
Barton Academy - Nursery provision	YEA43		SW	527	105				105
Brunel Academy Ph 2 Vocational Classrooms	YEC14		SW	1,134	217				217
Capital Repairs & Maintenance 2019/20	YEE43		SW	269	14				14
Capital Repairs & Maintenance 2020/21 & 2021/22	YEE44		SW	1,010	481	400			881
Devolved Formula Capital	YEE10		SW		260				260
Education Review Projects	YET01		SW		310	3,329			3,639
High Needs Capital Provision	YEC17		SW	530	530				530
Mayfield Expansion	YEC15		SW	1,575	1,022	500			1,522
Medical Tuition Service - relocation	YEC13		SW	601	68				68
New Paignton Primary school sites (St Michaels & Windmill)	YEA39		SW	1,208	587				587
Pgn CS Academy Expansion	YEB24		SW	1,924	190				190
Roselands Primary - additional classroom	YEA42		SW	599	51	80			131
Sixth Day Provision	YEC16		SW	250	117				117
Special Provision Fund (SEND)	YEC12		SW	598	114				114
St Cuthbert Mayne Expansion	YEB25		SW	3,796	3,047	500			3,547
Torbay School Relocation (Expansion Burton Acad Hillside site)	YEC11		SW	1,238	36				36
Polsham Centre Development	YEC18		SW	250	50	200			250
Foster Homes Adaptations	YEG02		SW	300	100	100	100		300
IT replacement - Childrens Case Management System	YQD13		MP	1,000	192				192
Adult Social Care	YQD10		ID		520				520
<b>PB</b> Crossways, Paignton - Regen and Extra Care Hsg	YQB08		JW	25,378	2,600	7,500	10,000	5,167	25,267
Extra Care Housing (Torre Marine)	YQB07		ID	4,115	0	2,800			2,800
Brixham Town Centre Car Park - Housing	YQB09		ID	675	675				675
Disabled Facilities Grants	YQA01		ID		600	980			1,580
Affordable Housing	YTB05		MP	900	899				899
Housing Rental Company - Aff Hsg Developments	YTB53		MP	10	0				0
<b>PB</b> Tor Vista Homes re Preston Down Road	YTB54			23,000	175	7,500	7,500	7,825	23,000
<b>PB</b> Next Steps Accommodation Programme	YTC04			373	0				0
				<b>71,260</b>	<b>12,960</b>	<b>23,889</b>	<b>17,600</b>	<b>12,992</b>	<b>67,441</b>

CAPITAL PLAN - QUARTER 3 2021/22 - EXPENDITURE

Appendix 1

		Closed		Revised 4-year Plan					
	Cost Centre	PLAC E	Accou ntant	Latest Est Scheme Cost	Total 2021/22 Revised	2022/23	2023/24	2024/25	Total for Plan Period
				£'000	£'000	£'000	£'000	£'000	£'000
<b>PB</b>	<b>= Approved Prudential Borrowing schemes</b>								
<b>Thriving Economy</b>									
<b>PB</b>	Claylands Redevelopment	YNA12	SW	11,150	2,262	350			2,612
	DfT Better Bus Areas	YJC02	PLACE SW	1,197	102				102
<b>PB</b>	Edginswell Business Park	YNA14	JW	3,094	0	0			0
<b>PB</b>	Edginswell Business Park Site 3 (BOWA)	YNA18	JW	6,500	200	2,000	4,300		6,500
<b>PB</b>	Edginswell Business Park Unit 1 (Wickes)	YNA19	JW	5,819	200	4,000	1,619		5,819
	Edginswell Station	YJC15	PLACE SW	13,017	500	4,000	7,999		12,499
<b>PB</b>	Innovation Centre Ph 3 (EPIC)	YNA05	SW	7,649	91				91
<b>PB</b>	South Devon Highway - Council contribution	YJC07	PLACE SW	20,227	1,463				1,463
<b>PB</b>	TEDC Capital Loans/Grant	YNA11 / 06	MP	4,040	575				575
	Transport Highways Structural Maintenance	YJA01/YJB01	PLACE SW		2,191	150			2,341
	Transport Integrated Transport Schemes	YJC01/YJD01	PLACE SW		113	0	0		113
	Transport - Torquay Gateway Road Improvements	YJC18	PLACE SW	2,969	630	80			710
	Transport - Western Corridor	YJC14	PLACE SW	12,293	149	257	225		631
									0
	Babbacombe Beach Road	YJE02	PLACE SW	530	250				250
	Brixham Harbour - CCTV upgrade	YMB09	PLACE PT	86	7				7
	Brixham Harbour - Infrastructure Repairs	YMB11	PLACE PT	214	55				55
<b>PB</b>	CCTV equipment	YBD02	SB	518	0				0
	Torre Valley North Enhancements	YCE25	PLACE SB	36	0				0
	Clennon Valley Sport Improvements	YCE28	PLACE SB	70	37				37
	Flood Alleviation - Cockington	YKA30	PLACE SH	328	191	50			241
	Flood Alleviation - Monksbridge	YKA31	PLACE SH	412	10	346			356
	Paignton Coastal Defence Scheme	YKA32	PLACE SH	3,142	75	1,705	1,227		3,007
<b>PB</b>	Paignton Harbour Light Redevelopment	YMC01	PLACE PT	799	81				81
	Princess Pier - Structural repair (with Env Agency)	YMA04	PLACE SW	1,665	50	796			846
<b>PB</b>	Torquay Town Dock - Infrastructure Improvements	YMA13	PLACE SH	1,200	1,200				1,200
<b>PB</b>	Public Toilets Modernisation Programme	YKA29	PLACE SB	1,780	108				108
	Recreation Ground Drainage Network	YCE33	PLACE SB	33	9				9
<b>PB</b>	RICC Improvements - Backlog Repairs	YCE32	PLACE SB	1,250	600	493	0		1,093
<b>PB</b>	RICC Improvements - Landlord Repairs (Parkwood)	YCE36	PLACE SB	1,449	1,449				1,449
<b>PB</b>	Torbay Leisure Centre (Parkwood Loan)	YCE29	PLACE SB	1,700	0				0
	Pgn Velopark Cyclocross & Pump Tracks	YCE35	PLACE SB	60	60				60
	Torre Valley Sports Pavilion	YCE37	PLACE SB	57	57				57
<b>PB</b>	Regeneration Programme-Harbour View Hotel Developmt	YAB45	JW	14,017	9,750	765			10,515
<b>PB</b>	Nanusens Limited Loan (Econ Growth Fund)	YNA21	JW	150	150				150
<b>PB</b>	Old Toll House (Econ Growth Fund)	YNA26	PLACE JW	1,200	30	350	664		1,044
<b>PB</b>	TCCT Occombe Farm Development (EGF)	YNA29	JW	1,285	1,177				1,177
	Torquay Towns Fund - Accelerated Funds	YNA40	JW	761	232				232
	Torquay Towns Fund (General)	YNA41	JW	157	53	52	52		157
	Torquay Town Deal - Union Square Ph.1	YNA42	JW	5,050	100	3,100	1,850		5,050
	Torquay Town Deal - Strand Land Assembly & Demo	YNA43	JW	231	0	231			231
	Torquay Town Deal - Harbour Public Realm	YNA44	JW	2,500	0	2,500			2,500
	Torquay Town Deal - Pavilion	YNA45	JW	2,000	100	1,900			2,000
	Torquay Town Deal - Stronger Future Revenue	YNA46	JW	0	0				0
	Torquay Town Deal - Union Square Ph.2	YNA47	JW	5,993	0	750	5,243		5,993
	Torquay Town Deal - Core Area Public Realm	YNA48	JW	600	25	575			600
	Torquay Town Deal - Torquay Coastal Corridor Pinch Point	YNA49	JW	0	0	0			0
	Paignton Future High Streets Fund (General)	YNA50	JW	0	0	0	0		0
	Paignton Future High Streets Fund - Torbay Road	YNA51	JW	668	9	0	659		668
	Paignton Future High Streets Fund - Station Square	YNA52	JW	2,259	125	1,254	880		2,259
	Paignton Future High Streets Fund - Victoria Centre Phase 1	YNA53	JW	652	0	652			652
	Paignton Future High Streets Fund - Picture House	YNA54	JW	1,285	184	1,101	0		1,285
	Paignton Future High Streets Fund - Diversification	YNA55	JW	1,300	0		1,300		1,300
	Paignton Future High Streets Fund - Crossways	YNA56	JW	0	0	0			0
	Paignton Future High Streets Fund - Flood Defence	YNA57	JW	571	457	114			571
	Paignton Future High Streets Fund - Victoria Centre Phase 2	YNA58	JW	3,862	18	3,844			3,862
<b>PB</b>	Lymington Rd Business Centre (LEP GBF/EGF)	YNA37	JW	3,527	181	3,330			3,511

CAPITAL PLAN - QUARTER 3 2021/22 - EXPENDITURE

Appendix 1

				CGB Closed	Revised 4-year Plan				
	Cost Centre	PLAC E	Accou ntant	Latest Est Scheme Cost	Total 2021/22 Revised	2022/23	2023/24	2024/25	Total for Plan Period
				£'000	£'000	£'000	£'000	£'000	£'000
<b>= Approved Prudential Borrowing schemes</b>									
<b>PB</b>	Edginswell Enabling Works (LEP GBF)	YNA38	JW	1,957	127	1,757			1,884
	EPIC and SD College (LEP GBF)	YNA39	JW	1,180	768				768
<b>PB</b>	Corbyn Head - Development of former WCs	YNA59	JW	1,250	0	1,250			1,250
<b>PB</b>	Preston (North) - Development of former WCs	YNA60	JW	718	0	718			718
				156,457	26,201	38,470	26,018	0	90,689
<b>Tackling Climate Change</b>									
<b>PB</b>	Council Fleet Vehicles	YLA01	PLACE SB	4,771	330				330
<b>PB</b>	Solar Farm, Brokenbury (EGF)	YNA28	JW	1,763	125	1,605			1,730
<b>PB</b>	Solar Farm, Nightingale Park (EGF)	YNA36	JW	3,048	110	2,920			3,030
	Torbay Leisure Centre - Decarbonisation Scheme	YCE34	PLACE SB	1,850	1,850				1,850
				11,432	2,415	4,525	0	0	6,940
<b>A Council fit for the future</b>									
<b>PB</b>	Corporate IT Developments	YAA12	ID	1,883	7				7
	IT Equipment - TOR2	YAA13	JW	150	47				47
<b>PB</b>	Essential Capital repair works	YBB03	PLACE SW	875	679				679
	Enhancement of Development sites	YAB32	SW	329	10	65	65	60	200
	General Capital Contingency	YBB01	SW	632	632				632
				3,869	1,375	65	65	60	1,565
<b>Council Borrowing Approvals awaiting proposals</b>									
<b>PB</b>	Torre Abbey Renovation - Phase 3 (TC contrib)	YCB06	PLACE SB	1,700	0	1,700			1,700
<b>PB</b>	Regeneration Programme and Economic Growth Fund	YNA20	JW	90,391	0	40,391	50,000		90,391
<b>PB</b>	Housing Rental Company - Loan	YTB52	MP	24,442	500	2,500	10,000	10,664	23,664
				116,533	500	44,591	60,000	10,664	115,755
<b>TOTALS</b>					<b>43,451</b>	<b>111,539</b>	<b>103,683</b>	<b>23,716</b>	<b>282,389</b>
<b>CAPITAL PLAN - QUARTER 2 2021/22 - FUNDING</b>									
	Unsupported Borrowing				18,238	71,380	80,528	18,489	188,635
	Grants				20,586	37,254	22,725	745	81,309
	Contributions				1,481	705	221		2,407
	Revenue				301	119	100		520
	Reserves				930	206	22		1,158
	Capital Receipts				1,916	1,876	87	4,482	8,360
<b>Total</b>					<b>43,451</b>	<b>111,539</b>	<b>103,683</b>	<b>23,716</b>	<b>282,389</b>