

Monday, 16 May 2022

CABINET

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

Tuesday, 24 May 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

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

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

CABINET AGENDA

1. **Apologies**
To receive apologies for absence.
2. **Minutes** (Pages 4 - 19)
To confirm as a correct record the Minutes of the meeting of the Cabinet held on 19 April 2022 and 10 May 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 including a presentation from Groundworks.
5. **Urgent Items**
To consider any other items the Chairman decides are urgent.
6. **Matters for Consideration**
7. **Regeneration of 12-14 Strand (former Debenhams building)** (Pages 20 - 45)
To consider a report that seeks consent to fund the redevelopment of 12-14 Strand.
8. **English Riviera Destination Management Plan Review** (Pages 46 - 87)
To consider a report that seeks approval to launch public consultation on the reviewed English Riviera Destination Management Plan (DMP).

9. **Torbay on the Move; 'More people, more active, more often'** (Pages 88 - 119)
To consider a report on the above.
10. **Adults Social Care Governance Changes and appointment of Adults Continuous Improvement Board** (Pages 120 - 135)
To consider a report that seeks to ensure we have sound governance and oversight in place to assure ourselves, and the people of Torbay that Adult Social Care (ASC) is delivering what it should, and that the voice of the lived experience of the people and communities of the people of Torbay is informing and shaping everything we do.
11. **Safe Places for Young People - Report of the Children and Young People's Overview and Scrutiny Board** (Pages 136 - 137)
To consider the recommendations of the Children and Young People's Overview and Scrutiny Board on Safe Places for Young People and formally respond to the recommendations contained within the submitted report.

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 whilst moving around the building (unless exempt), the face covering can be removed once seated 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. If you have symptoms, including runny nose, sore throat, fever, new continuous cough and loss of taste and smell please do not come to the meeting.

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

Live Streaming and Hybrid Arrangements

To encourage more people to engage in our public meetings the Council is trialling live streaming our Cabinet meetings on our YouTube channel in addition to recording the meetings and publishing the recording on our website. To watch the meeting live please visit <https://www.youtube.com/user/torbaycouncil>.

We are trialling hybrid meeting arrangements to enable officers and Councillors who are not members of the Cabinet to either attend the meeting in person or to attend the meeting remotely via Zoom. Anyone attending the meeting remotely must use their raise hand function when they wish to speak and to declare any interests at the appropriate time. As this is a trial if anyone attending the meeting remotely uses connection the meeting will continue and they will have the option to follow the meeting via the YouTube live stream.

Minutes of the Cabinet

19 April 2022

-: Present :-

Councillor Steve Darling (Chairman)

Councillors Carter, Cowell, Law, Long and Morey

(Also in attendance: Councillors Barrand, Brown, Bye, Chris Lewis and David Thomas)

330. Apologies

An apology for absence was received from Councillor Stockman.

331. Communications

The Cabinet Member for Economic Regeneration, Tourism and Housing, Councillor Long, updated members on Torbay's allocation of the Government's UK Shared Prosperity Fund and how it would be allocated over the next three years, including supporting regeneration and skills. Councillor Long advised how Torbay's allocation was lower when compared to Plymouth and Cornwall.

The Cabinet Member for Corporate and Community Services (Councillor Carter) advised that she had attended a welcome drop-in session organised by the Council for Ukrainian refugees. Councillor Carter expressed thanks to those who organised the session, which provided help and signposting and made those attending feel welcomed to Torbay.

The Cabinet Member for Children's Services (Councillor Law) updated members on the Holiday Activities and Food Programme and provided reassurance that, despite the arrival of travellers at Clennon Valley, the programme was continuing to run and places were available for young people to attend.

The Leader of the Council (Councillor Steve Darling) updated members on a visit to Brixham Fish Market with Councillor Long following an invitation from Brixham Trawler Agents. Councillor Darling advised that the market was very busy, with a large volume of the catch being transported by land, resulting in a high volume of traffic. Addressing the pressures demonstrated in Brixham would be considered as part of the next Levelling Up Bid to the Government. He added that South Devon College were considering apprenticeships within the fishing industry which would get young people interested in the trade.

332. Matters for Consideration

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

333. Future use of Parkfield House and Grounds for Community Development

334. Multiple Complex Needs Alliance - Contract Award Decision

335. Contract for Revenue and Benefits IT System

336. Award of Contract for Live Streaming and Hybrid Meetings

Chairman

Record of Decisions

Future use of Parkfield House & Grounds for Community Development

Decision Taker

Cabinet on 19 April 2022

Decision

1. That an in-principle decision to dispose of Parkfield House by way of a leasehold disposal or community asset transfer on terms to be agreed, be approved;
2. That the Director of Place, in consultation with Parkfield House Project Board be authorised to seek Expressions of Interest from Community Partners to ascertain interest from the community in taking on the site by way of a leasehold disposal or community asset transfer. The Parkfield House Framework, attached as Appendix 1 to the submitted report, will be used to shape and inform the Expressions of Interest and the Director of Place will seek detailed business cases from those Community Partners who are shortlisted; and
3. On receipt and review of the detailed business cases from Community Partners the Director of Place, in consultation with Parkfield House Project Board, will make recommendations regarding disposal of the asset, which will be subject to final approval by Cabinet. It is anticipated that a recommendation can be made to Cabinet in November 2022 for disposal of the asset to a preferred partner(s).

Reason for the Decision

One of the principles of Torbay Council Asset Management Strategy 2022 – 2027 is to work collaboratively and promote joint working with Voluntary, Community and Faith Sector organisations to identify wider opportunities to benefit the community. A change of use of Parkfield and some of the wider grounds demonstrates the Council's commitment to using appropriate assets to form long term partnerships with suitable voluntary, community and sports organisations.

Implementation

This decision will come into force and may be implemented on, 3 May 2022 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Cabinet's approval was sought for an in-principle decision to dispose of land and buildings at Parkfield, Esplanade Road, Paignton; their being surplus to the Council's requirements and a valuable community asset which could be brought back into use for the benefit of Torbay residents.

The Council wishes to explore a future use of the site with a partner or group of partners in the non-profit sector, who will develop the site to achieve an agreed set of strategic outcomes. This disposal could be by way of a long leasehold arrangement of a minimum 25 years or by way of a Community Asset Transfer. In either case, the Council would retain ownership of the site, but management and development responsibility would be handed over to the recipient organisations; with the Council maintaining some oversight.

The submitted report set out details of the Parkfield Project Board working collaboratively with community partners to inform their expressions of interest and form business cases. It was anticipated the Board would make recommendations to the Cabinet for disposal in November 2022. The membership of the Parkfield Project Board would be discussed at its next meeting to consider including community and ward councillor representation from Paignton.

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

Alternative Options considered and rejected at the time of the decision

None.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

22 April 2022

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

Date: 22 April 2022

Record of Decisions

Multiple Complex Needs Alliance - Contract Award Decision

Decision Taker

Cabinet on 19 April 2022

Decision

1. That the awarding of places on the Multiple Complex Needs (MCN) Alliance and subsequent award of service contracts for the entire duration of the initial term of the Alliance, be approved;
2. That the lot-specific recommendations contained in Exempt Appendix 1 to the submitted report, be approved; and
3. That the recommendation as set out in paragraph 13.4 of Exempt Appendix 2 to the submitted report be approved and accordingly the Chief Executive be authorised to make the associated changes to this service provision.

Reason for the Decision

The Alliance model delivers an integrated understanding of people's needs and response to these needs. At a delivery level the Alliance enables people to access support more easily, have a better experience and achieve better outcomes than commissioning services individually.

Implementation

This decision will come into force and may be implemented on 3 May 2022, unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Multiple Complex Needs (MCN) Alliance is a local authority commissioning programme seeking to improve the system response and outcomes for people needing support with drug and alcohol issues, domestic violence, and homelessness. An open procurement had been completed for three separate Lots to work under an Alliance Agreement. This Alliance Agreement involved working to a shared budget envelope, with a focus on partnership working. It commits providers to work towards a financial painshare/gainshare model.

Cabinet's approval was sought in respect of the future operation of the Alliance.

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

During the debate, Councillor Steve Darling and Councillor Cowell seconded a motion to exclude the press and public from the meeting (on the grounds that exempt information (as defined in paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended) was likely to be disclosed), which was agreed by unanimously by the Cabinet. Following the exempt element of the debate, the meeting reverted back to public session and

the press and public were invited back to the meeting.

Alternative Options considered and rejected at the time of the decision

From an overall Alliance standpoint, two options had been considered. The recommended option was to continue with the Multiple Complex Needs Alliance.

The alternative option would have been to abandon the Alliance procurement and not award. Realistically, this would have resulted in a decision to abandon the Multiple Complex Needs Alliance delivery model.

Further options in relation to the Homeless Hostel specifically were detailed in Exempt Appendix 2 to the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

22 April 2022

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

Date: 22 April 2022

Record of Decisions

New Contract for Revenue and Benefits IT System

Decision Taker

Cabinet on 19 April 2022

Decision

1. That the contract renewal for the Revenue and Benefits IT System on a 5+1+1 year contract term and for the value as set out in the Exempt Appendix to the submitted report be approved.
2. That the contract funding from existing budgets in Community and Customer Services and IT Services be noted.

Reason for the Decision

The Council requires an IT system to manage the revenues and benefits functions that offers streamlined processes from front-line customer contact and service delivery through to back-office administration.

Implementation

This decision will come into force and may be implemented on 3 May 2022, unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

Cabinet's approval was sought to award a contract for the provision of an IT system that supports the Council's Revenue and Benefit function.

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

Alternative options were set out in the Exempt Appendix to the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

22 April 2022

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

Date: 22 April 2022

Record of Decisions

Award of Contract for Live Streaming and Hybrid Meetings

Decision Taker

Cabinet on 19 April 2022

Decision

That the preferred supplier be awarded a contract for live streaming and hybrid meetings from 1 May 2022 until 31 July 2023.

Reason for the Decision

The decision would enable the Council to undertake live streaming and provide hybrid facilities for some of its key meetings through this contract and to help determine a long term solution.

Implementation

The decision in respect of the award of contract for live streaming and hybrid meetings will come into force immediately as the decision maker has decided that any delay likely to be caused by the call-in process would prejudice the Public' and Council's interest. The Overview and Scrutiny Co-ordinator was consulted on 1 April 2022.

Information

As part of the budget setting process for 2022/23 the Council approved a budget to live stream our Council meetings at the Riviera International Conference Centre and use hybrid functionality for our Cabinet and Planning Committee meetings. For a full evaluation to be undertaken and ensure a suitable permanent solution is identified, taking into account the latest technology, the submitted report proposed to put in arrangements up until July 2023 so as to trial the same to enable long term arrangements to be made thereafter.

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

Alternative Options considered and rejected at the time of the decision

An alternative option would be to go out to the market for a solution, this was discounted as the process requires a minimum of four months and the Council wants to start trialling the arrangements from May, before agreeing the long term future requirements and specification.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

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

Standards Committee)

None.

Published

22 April 2022

Signed: _____ Date: 22 April 2022
Leader of Torbay Council on behalf of the Cabinet

Minutes of the Cabinet

10 May 2022

-: Present :-

Councillor Steve Darling (Chairman)

Councillors Cowell, Law, Long and Morey

(Also in attendance: Councillors Barrand, Brown, Douglas-Dunbar, Kennedy, Chris Lewis and David Thomas (virtually))

337. Apologies

Apologies for absence were received from Councillor Stockman (who observed the meeting virtually) and Councillor Carter.

338. Minutes

The Minutes of the meeting of the Cabinet held on 12 April 2022 were confirmed as a correct record and signed by the Chairman.

339. Communications

The Cabinet Member for Children's Services advised that several councillors and officers were taking part in the Fostering Network's Foster Care Walk which was taking part in Foster Care Fortnight (9 to 22 May 2022). The UK wide event was being run to raise awareness of fostering and hoped to achieve 5 million collective steps in recognition of the 70,000 children who need foster care support. The Cabinet Member encouraged people to consider becoming foster carers.

The Cabinet Member for Economic Regeneration, Tourism and Housing updated members on TripAdvisor's Annual Travelers Choice Best of the Best Awards. Devon achieved six of the UK's top 25 bed and breakfasts with Torbay achieving five of those awards. These included The 25 Boutique B&B, The Elmdene, The Somerville, Kingsholm Hotel, Sampford Guest House and Stover Lodge, plus the Haytor Hotel achieving the most romantic hotel in the UK. The Cabinet Member highlighted that the ER BID Company's support for Torbay's tourist industry contributed towards achieving the awards and these lay the foundations for Torbay becoming a premier resort.

340. 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.

341. Temporary Accommodation Sufficiency Implementation

342. Loan for Affordable Housing

This item was withdrawn.

Chairman

Record of Decisions

Temporary Accommodation Sufficiency Implementation

Decision Taker

Cabinet on 10 May 2022

Decision

1. That subject to final due diligence, the Divisional Director of Community and Customer Services in consultation with the Cabinet Member for Corporate and Community Services be authorised to either:
 - a) undertake the required actions to activate the Council's Registered Provider status and apply for Investment Partner status with Homes England; or
 - b) utilise TorVistato hold the properties once acquired;
2. Subject to Full Council approval of the Prudential Borrowing or use of appropriate Capital Receipts for the purchase and renovation of properties for temporary accommodation;
 - (i) that authority be delegated to the Divisional Director of Community and Customer Services in consultation with the Director of Finance, Cabinet Member for Economic Regeneration, Tourism and Housing and Cabinet Member for Community and Corporate Support, to award contracts to successful bidders on the Temporary Accommodation Development and Management Partner procurement;
 - (ii) That authority be delegated to the Divisional Director of Community and Customer Services in consultation with the Director of Finance, Cabinet Member for Economic Regeneration, Tourism and Housing and Cabinet Member for Community and Corporate Support, to award contracts to successful bidders on the Temporary Accommodation Property Management Procurement; and
3. That the Director of Place be requested to prepare a business case setting out the opportunity to use the contractor appointed under this procurement, to procure properties for use as Social Rent in Torbay. Such report to be presented to enable the Cabinet to make any recommendations to Council in July 2022; and

That the Cabinet recommends to Council:

4. That prudential borrowing of up to £10m or use of appropriate Capital Receipts to fund the purchase and renovation costs of properties for the provision of temporary accommodation, be approved and that approval for the purchase of individual properties be delegated to the Director of Finance in consultation with the Cabinet Member for Finance.

Reason for the Decision

Acquiring properties within Torbay will help ensure access to the required range and types of appropriate accommodation to meet the Council's statutory duties to homeless families. The Council will be able to secure properties and make them available for use within the shortest timeframe possible, addressing issues of both access and financial stability.

Implementation

The decision of the Cabinet will come into force and may be implemented on 23 May 2022 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

The recommendation of the Cabinet to Council will be considered at the meeting of the Adjourned Annual Council being held on 17 May 2022.

Information

The Council has a statutory duty to provide accommodation to homeless households. Torbay has no current contracts for temporary accommodation and is reliant on bed and breakfasts and other holiday-based accommodation.

The current housing crisis means more people need temporary accommodation (an increase in need of 150% compared to April 2018) and are staying in it for longer. To address the critical need to access accommodation for the provision of temporary accommodation for families in Torbay the Cabinet considered proposals to enable the rapid acquisition of 37 properties within Torbay. This would be undertaken via the Council re-activating its Registered Provider Status, or utilising TorVista, to hold the properties once acquired.

The submitted report included details of two procurements to be undertaken as part of this project, namely: a development and management partner to acquire and redevelop the properties; and a property management partner to oversee the maintenance and running of the accommodation once operational.

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

Alternative Options considered and rejected at the time of the decision

Alternative options are set out in the submitted report.

Is this a Key Decision?

Yes – Reference Number: I090927

Does the call-in procedure apply?

Yes

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

None

Published

13 May 2022

Signed: _____ Date: 13 May 2022
Leader of Torbay Council on behalf of the Cabinet

Meeting: Cabinet **Date:** 24/05/22

Wards affected: Tormohun

Report Title: Regeneration of 12-14 Strand (former Debenhams building).

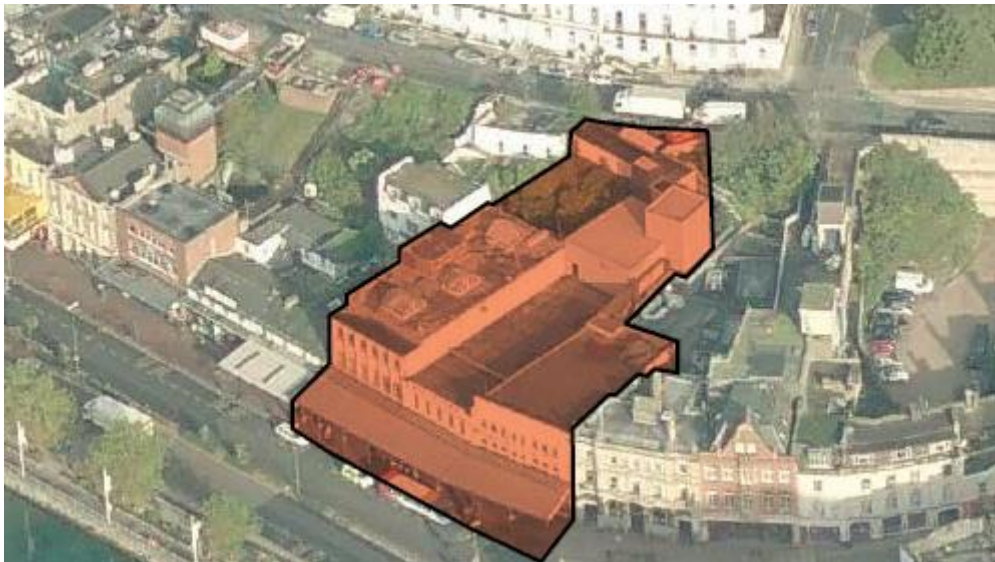
When does the decision need to be implemented? Immediately

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

Director/Divisional Director Contact Details: Liam Montgomery, Director of Asset Management, Investment & Housing, liam.montgomery@tda.uk.net

1. Purpose of Report

- 1.1 The purpose of this report is to seek consent to fund the redevelopment of 12-14 Strand which is owned by the Council since it was acquired for regeneration purposes in 2020. It is currently empty following the departure of Debenhams. The site is shown below coloured in red.



- 1.2 A planning application is due to be submitted shortly to regenerate the Strand by demolishing the existing building and construct a replacement building in its place. The replacement building will be partly funded from the Town Deal fund with the remainder to be funded, via borrowing, by Torbay Council.

2. Reason for Proposal and its benefits

We want Torbay and its residents to thrive.

We want Torbay to be a place where we have turned the tide on poverty and tackled inequalities; where our children and older people will have high aspirations and where there are quality jobs, good pay and affordable housing for our residents.

We want Torbay to be the premier resort in the UK, with a vibrant arts and cultural offer for our residents and visitors to enjoy; where our built and natural environment is celebrated and where we play our part in addressing the climate change emergency.

- 2.1 The proposals in this report help us to deliver this ambition by delivering an important regeneration project of new mixed used building that will complement the adjacent public realm improvement works, that replaces an empty building with residential apartments and commercial units which will benefit economic and housing growth. Good quality homes will be delivered above ground floor level. Regeneration and employment opportunities will be provided through the provision of new food outlets and possibly retail on the commercial ground floor space once the development is completed. Further employment opportunities will also exist through the delivery of the design and construction phase. Such development will rejuvenate this part of Torquay and compliment other Town Deal projects in what is a prominent location for residents and visitors alike. The replacement building will tackle climate change by being more energy efficient than the existing building as a result of current building regulations. Air Source and Water Source Heat Pumps are viable options to heat the residential apartments and are being considered along with other sustainable heating options. The site is also located in a sustainable location within walking distance to shops, employment and a number of other facilities and amenities. The existing building is tired in its appearance. It sits in a prominent part of Torquay harbour and regeneration of this area is strategically important. The replacement building will complement the surrounding conservation area and encourage visitors through the provision of commercial units (including cafes/restaurants) served off a square helping to provide a positive impact to the area.
- 2.2 The reasons for the decision are to provide funding for the regeneration and redevelopment of 12-14 Strand. The Council is asked to fund up to £9,600,000 from prudential borrowing. This figure includes a contingency discussed later in this report at paragraph 8.2..

3. Recommendation(s) / Proposed Decision

- 3.1 That Cabinet authorise up to £9,600,000 funding from the Growth Fund to redevelop (demolition and construction) 12-14 Strand;
- 3.2 That delegated authority be given to the Director of Finance in consultation with the Cabinet Member for Finance to approve the detailed business case once the contractor procurement and further due diligence is completed, on the basis that the financial criteria continue to be met for the economic growth fund;
- 3.3 That delegated authority be given to the Director of Finance in consultation with the Cabinet Member for Economic Regeneration, Tourism and Housing to agree and finalise the detailed terms of any agreement for lease with perspective tenants of the commercial units; and

- 3.4 That delegated authority be given to the Director of Finance in consultation with the Cabinet Member for Finance to agree the sales terms of any residential unit sold and authorise the disposal on a long leasehold basis.

Appendices

Appendix 1: Design and public consultation boards

Appendix 2: PART 2 Confidential - Financial appraisal

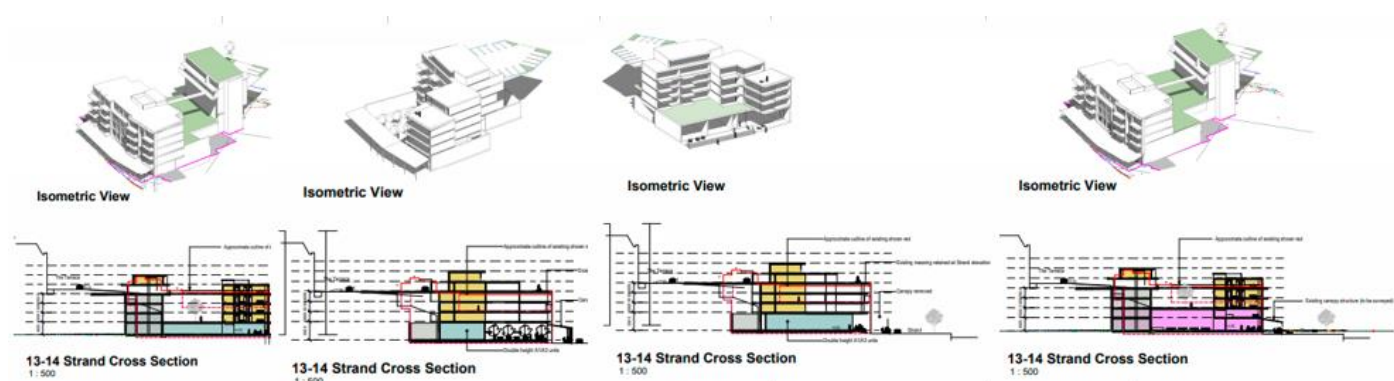
Background Documents

None

Supporting Information

1. Introduction

- 1.1 Currently 12-14 is empty as a result of Debenhams having ceased trading.
- 1.2 This has left the Council with an empty property in a strategically important location whilst still being responsible for all associated holding costs.
- 1.3 A mixed used development would help rejuvenate this part of Torquay alongside the Strand Public Realm improvements by increasing footfall into the town centre and provide a more attractive commercial floor area to rent.
- 1.4 The sale of the residential units is expected to pay for the vast majority of the development costs for both residential units and commercial units thus leaving the Council with very little legacy debt and the commercial units which will be rented out providing a net income to the council over a number of years.
- 1.5 There is a cost breakdown of the project in appendix 2 illustrating the income and expenditure along with the cashflow required. The information also considers a number of different scenarios and sensitivity testing on key metrics such as the open market values assumed and the sales rates.
- 1.6 On 06/10/21 at a Cabinet briefing a number of different massing options and uses were discussed. The uses considered residential with commercial, residential with event space and separately a hotel. The massing options considered are shown below:



- 2.2 The conclusion from this meeting was that the most viable and deliverable option was to pursue residential with commercial units in the form of an L-shape where a square is introduced to complement the adjacent public realm improvement works. This is the second image from the left. Subsequently this option has been worked up in considerably more detail with a view to submitting a planning application following a community engagement exercise where we will be seeking views from residents and key stakeholders.

3. Financial Opportunities and Implications

- 3.1 In order to regenerate and redevelop the site the Council will need to provide funding in addition to the available Town Deal grant.
- 3.2 Due to the nature of the build, the mixed-use regeneration proposal will need to be finished before the commercial units can be rented out and the residential units sold. This means the majority of the scheme costs will be spent before revenues can be received. This results in the peak debt in year 4 (24/25) before residential sales are received. This assumes a residential sales rate of 2 per month which based on external sales advice is thought to be prudent and sensible. Other sales rates have been modelled to understand the impact of this. It is possible that some apartments are sold off plan, but this has not been accounted for.
- 3.4 The property will need to be managed and maintained in perpetuity although all the costs associated with this will be covered through the service charge applied to all leaseholders. During any void period on the commercial unit the Council will be liable for the service charge contribution for that unit.
- 3.4 Three different residential sales rates have been considered with the mid point assumed for the purposes of an appraisal. Of greater consideration are build costs and the inflation that we are currently experiencing and also sales revenues. As such a high level of contingency has been allowed for (see paragraph 8.2).
- 3.5 Further advice is being sought on the accounting treatment for this regeneration project and whether the build/sale of the residential property is treated as inventory or primarily regeneration activity. The impact on this is if deemed as inventory its not counted as capital expenditure and therefore the Council would need to fund the proposal from cashflow, whereas if treated as regeneration activity then borrowing would be drawn down to fund the proposal. While we believe this is a regeneration project it is important to realise that this is purely how we account for the project and all the numbers within the appraisal would remain the same.

4. Legal Implications

- 4.1 There is a risk of judicial review if s.203 HPA 2016 (power to override rights and easements) is not used properly. A right to light surveyor has been appointed and has been involved in the design process throughout to mitigate this risk.

A decision on whether to set up a Management company will need to be taken once the pros and cons have been considered to setting up a separate management company to manage the freehold. Either way the costs of this and wider management will be covered by a service charge imposed on the tenants and leaseholders.

Legal Services will provide detailed advice on both the commercial and residential Leases that are offered as part of the sales.

5. Engagement and Consultation

- 5.1 Consultation will be carried out with residents and key stakeholders via an online public exhibition and an in person public exhibition. The online exhibition will go live before the in-person exhibition and will remain live after the in-person exhibition. A further set of all information will be available at Torquay library for the same duration as the online exhibition where people will be invited to comment. All platforms will allow for comments to be left via a questionnaire. At the time of writing this report these events have not taken place but are expected to commence on the 26th April 2022.
- 5.2 In addition to the exhibition the proposals will be presented at an 'All Member Briefing' on the 26th April and further presentations will also be given to the Neighbourhood Planning Forum and the Community Partnership.
- 5.3 The proposals have been submitted to Historic England which included an on site meeting and we have received their formal comments on the proposals.

6. Purchasing or Hiring of Goods and/or Services

- 6.1 The proposal will involve the procurement of services. Local companies will be invited to provide quotes for various disciplines and all Public Procurement Regulations will be met in the appointment of the contractor for this project.

7. Tackling Climate Change

- 7.1 The scheme is in a sustainable town centre location which provides shops, employment and public transport all within walking distance. This is confirmed through its site allocation in the Local Plan to provide housing.
- 7.2 Electric car charging points will be provided for each apartment.
- 7.3 The detailed heating methodology is still being considered for the properties but it is important to note that the apartments will be either heated by Air Source Heat Pumps or Water Source Heat Pumps (being a bespoke site-specific solution using water from the inner harbour) or alternatively some form of sustainable heating source not reliant on fossil fuels.
- 7.4 The buildings orientation will allow for solar gain

- 7.5 The replacement building will have greater levels of insulation when compared to the existing building. The new building envelope will perform better at retaining heat and reduce heating bills and reduce carbon subsequently.
- 7.6 There will also be opportunities to make the site more flood resilient as a result of a Flood Risk Assessment through raised floor levels in line with feedback from the Environment Agency consultation.

8. Associated Risks

- 8.1 There are risks associated with making this decision. These risks centre on the estimated scheme costs, projected sales values and sales rates for the residential units and the occupancy levels and estimated rent levels for the commercial units. To mitigate this risk a further decision gateway has been included as part of the due diligence process for the business case to be reviewed once the build costs are known following a procurement exercise.
- 8.2 There is 22% contingency allowance within the project which is considerably higher than we would have been recommending only 12 months ago. However, the level of build cost inflation is unprecedented and important that this risk is mitigated. In addition to the contingency the high levels of house price inflation helps to off set the additional costs. Finally, a revised business case will be presented to the Chief Finance Officer following a planning permission and contractor procurement to ensure the assumptions made are still accurate and the risk profile has not increased.
- 8.3 External advice on sales values has been sought and prior to presenting a final business case to the Chief Finance Officer a second opinion on the value estimates will be obtained. There are useful comparisons in the areas which has, in part, provided further comfort on the valuations provided. The housing stock in the area consists of a large number of subdivisions of older houses into small apartments. There are similarities between the mixed-use development at Abbey Sands and this proposed mixed use development with regard to location and proposed uses. Market research informs that larger two and three bed apartments with sea views are in demand. Monthly sales rates have been cash flowed on the basis of 1, 2 and 3 sales per month. There are 16 proposed apartments in total. Sales advice predicts a monthly sales rate of 2 per month as being sensible to achieve. Although it may be possible to achieve 3 per month and off plan sales.
- 8.4 Commercial advise has been sought from an external consultant to inform what the commercial demand is and expected rental rate along with advice to inform the design phase to ensure the units meet the expectations of potential occupiers. The expected demand is in the food and beverage sector but there may also be some interest from the retail sector. Estimated rental rates are given in a range, the upper end of this range is expected to be achieved should a square form part of the proposed plans which is the

intention. However, the appraisal works on the mid-range figure being achieved which is seen as very achievable, but could be bettered.

- 8.5 If no decision is made the Council continues to be responsible for an empty building with running costs with limited prospect of finding an end user due to the level of Business Rates and total running costs of a building of this nature.

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 commercial element of the proposed development would provide employment for all ages. The proposed housing would be capable of housing younger or older people.		
People with caring Responsibilities			There is no differential impact.
People with a disability	The mixed-use development will be designed to current building regulations that are inclusive of people with a disability.		
Women or men			There is no differential impact.
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)			There is no differential impact.
Religion or belief (including lack of belief)			There is no differential impact.
People who are lesbian, gay or bisexual			There is no differential impact.
People who are transgendered			There is no differential impact.
People who are in a marriage or civil partnership			There is no differential impact.

Women who are pregnant / on maternity leave			There is no differential impact.
Socio-economic impacts (Including impact on child poverty issues and deprivation)	The proposals will have a positive economic impact through the provision of jobs and increased housing growth/delivery within Torbay.		
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)			There is no differential impact.

10. Cumulative Council Impact

10.1 None

11. Cumulative Community Impacts

11.1 None

Welcome to an exhibition of plans for the regeneration of the Torquay Debenhams site

Exciting plans are being drawn up to transform the site of the old Debenhams building (12-14 Strand) on Torquay Harbour.

We would very much like to know what you think about the proposals. Following your input we will finalise our plans and submit them to Torbay Council to seek their approval.

Thank you for looking at the current proposals. Please talk to members of the project team who can answer any questions and are keen to take onboard any comments.



Your opinions are important to us:

As residents of Torbay your views are key. You stand to gain the most from successful regeneration and the benefits that will come from improving the Harbour and surrounding area. Once you've had a look at the boards, we would welcome your feedback. The information here is available on the website <https://www.torbay.gov.uk/the-strand-redevelopment> which has a link to an online feedback form.



Debenhams Site Regeneration

Who We Are



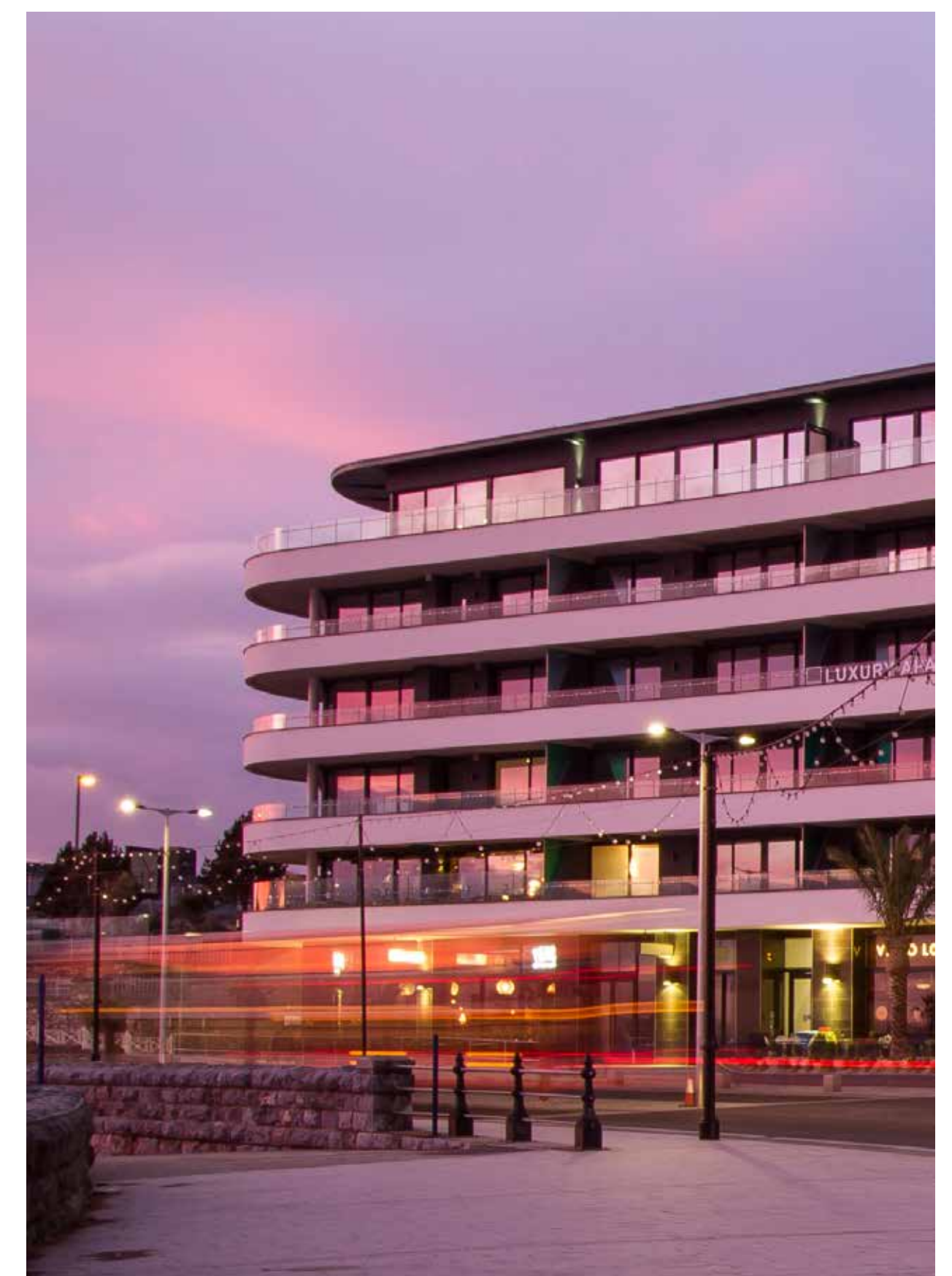
Proposal for the pedestrianisation of the Strand 2022



Location Plan

The site is being developed by Torbay Council as part of the strategy to rejuvenate the Town Centre and Harbour area.

Torbay Council acquired the site in May 2020, motivated by the desire to rejuvenate the Strand. Detailed feasibility work and consultation with councillors, and key stakeholders has informed the proposed uses and site. There is no requirement for developer profit and the freehold remains under Torbay Council ownership. This will help ensure that the main benefit goes back to the town.



Award winning Abbey Sands Development, Torquay

Design Team

Torbay Council has appointed nationally renowned experts to help bring this exciting project forwards.

Based in Torquay, architects Kay Elliott have worked on hotel and leisure projects around the globe from Salcombe to Sydney. Closer to home they designed the multi-award-winning Abbey Sands on Torquay seafront.

Consulting Engineers CASE have a proven track record across Torbay.

TDA Group is an award winning provider of property services, workspace management and affordable housing. TDA Group makes a real difference to people living and working in the South West.

With offices in Bristol, Stanstead and Nottingham Liz Lake Associates specialises in Public Realm design, making places for people.

B|D landscape architects are an award winning practice, who deliver amazing & resilient places for people.

Avalon Planning and Heritage is a boutique planning and heritage consultancy providing a fresh and innovative approach to development.



CASE Consultants
CIVIL AND STRUCTURAL ENGINEERS



Debenhams Site Regeneration Outline of Proposals



Indicative view



Appearance

The images here illustrate the external appearance of the scheme. While this is still being refined, the intention is to create an elevation that draws from the rhythm of the Harbour, encapsulates the square and makes the most of the sea views. It addresses the heights of adjacent and rear buildings whilst adding density and character to the site. The impressive brick Strand elevation changes to a neighbourhood scale on the inner elevations, picking up the rich and character-full surrounding harbour side.

1. Single story 19th century cottages extended. Low level kiosk use at street level connects between square and street and allows views over the top to terrace behind.
2. Steps and ramp up to piazza level. Flood defense.
3. Neighbourhood buildings, different typologies. narrow form, reflecting urban, maritime heritage. Echoes the shapes from the historical site.
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5. Existing canopy columns retained and converted to provide ambient street lighting.
6. Views to historic Terrace improved from The Strand.

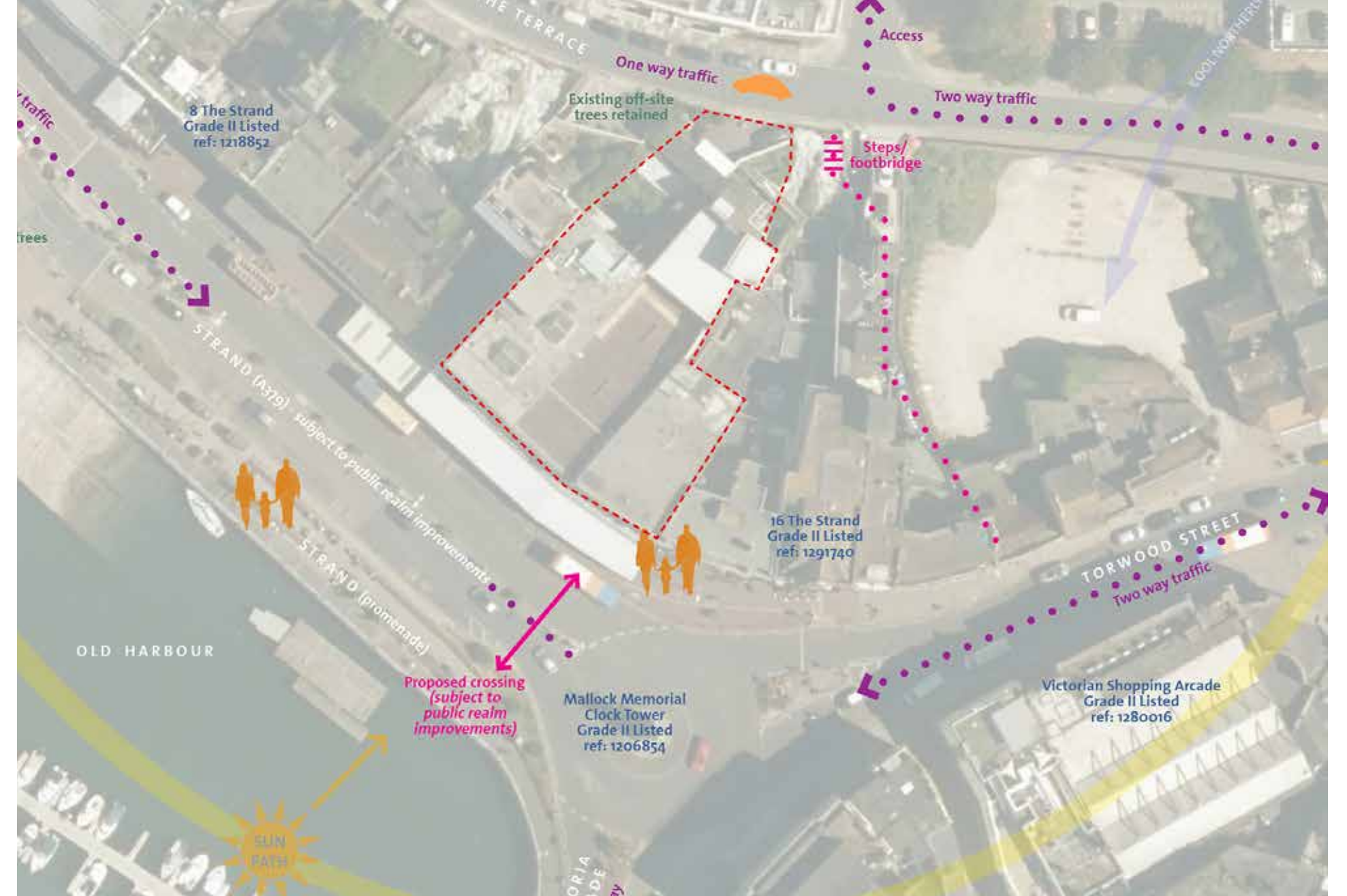


Street Elevation

Debenhams Site Regeneration Background - Currently



Above: View from road behind site across rooftops



Above: Site analysis diagram

The former Debenhams site is located in a prominent position along The Strand. Setback from the Harbour, for many years the site has been a key part of Torquay’s retail and visitor offer.

The site has seen many changes over the years. A lack of investment over the recent decades, culminating in the closure of Debenhams in 2021 has led to the buildings on the site being outdated and in need of significant investment. There are a number of underlying issues;

- The fabric of the buildings are of very poor quality
- The ground floor is below the level needed to accommodate flood risk and climate change
- Detailed feasibility studies have demonstrated that adapting the existing buildings for alternative uses is not viable
- The current building has a very deep floor plan, with limited value for modern retail and unsuitable for residential conversion
- Access to the rear of the site is limited



The site is located within the Torquay Harbour Conservation Area and is adjacent to listed buildings, including The Terrace to the north.

Whilst the buildings are not of any architectural or historical value the canopy is noted in the conservation area appraisal as making a positive contribution to the character of the conservation area.

Today we present plans for the 21st century, which safeguard the sites heritage and embrace a fresh opportunity to improve the experience of The Strand for visitors to Torquay and residents alike.



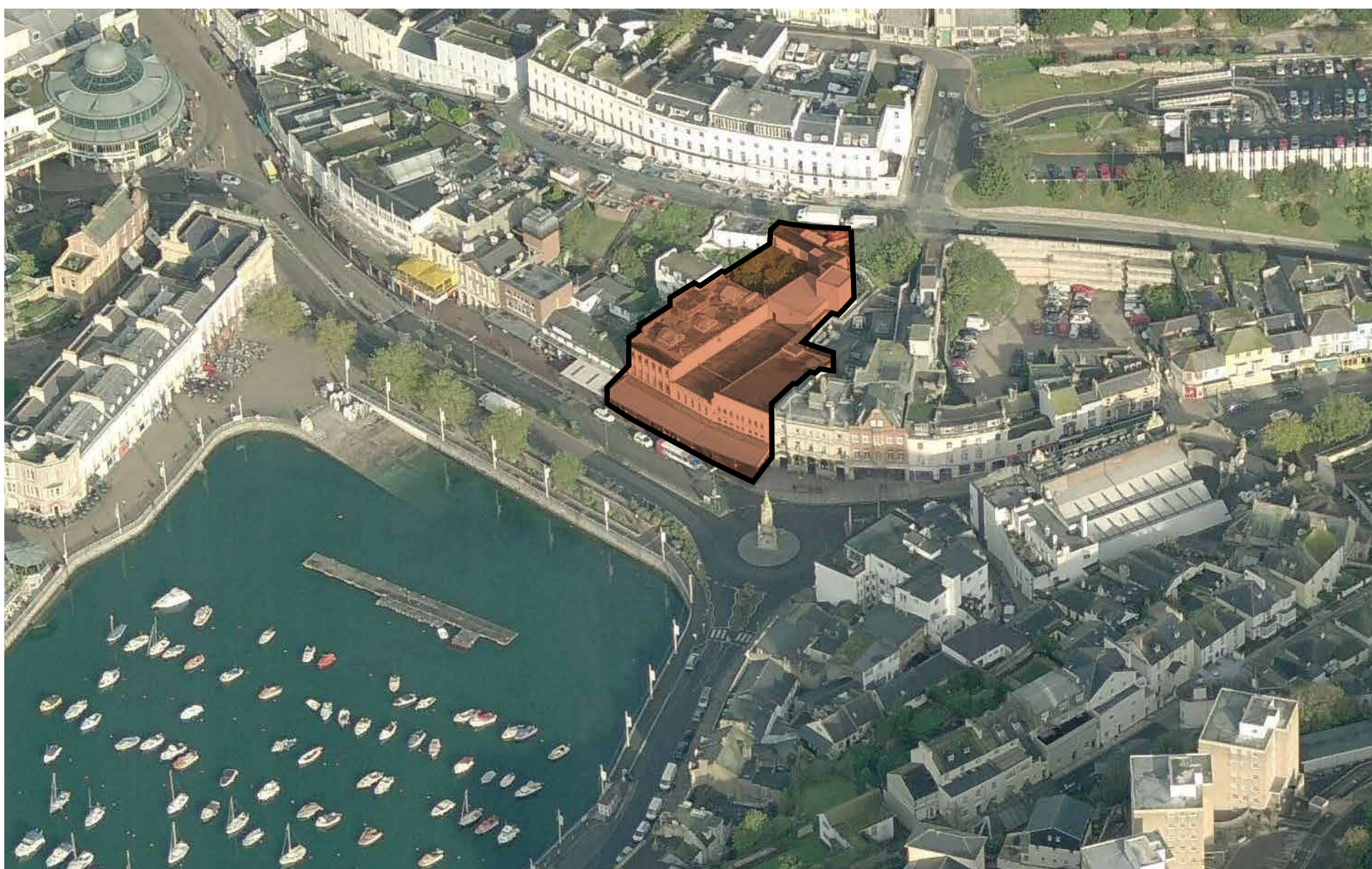
Above right: Photograph of flooding on The Strand in 2020. Image credit We Are South Devon
Above: Debenhams current elevation. Image credit Sanders Studio

Debenhams Site Regeneration

Torbay's Strand Ambitions

The Strand, one of the best urban public spaces in the Bay is about to become a more vibrant, healthier and better-connected space. A £2.2m scheme secured through the Town Deal will provide significant public realm improvements.

The Debenhams site is at the centre of this transformation. A cornerstone new investment, enhancing the improved public realm, enabling new businesses to open up, offering not only employment opportunities but more choice to residents and visitors.



Site on The Strand surrounded by listed and significant buildings. - Torbay Harbour Conservation Area

Once in a generation period of transformation

“For a long time we’ve talked about improving our town centres and public spaces, and now we’re at the point of our shared vision becoming a reality. By investing in and improving our town centres, we’re not only creating great places but we’re opening up more investment and employment opportunities.”

Cllr Swithin Long, Cabinet Member for Economic Regeneration, Tourism and Housing for Torbay Council

The planning policies include the following aims:

- Increase amount of Town Centre housing
- Improve retail, cafe and leisure offer
- Improve the quality of public spaces
- Create spaces for visitors and the public to relax and spend time
- Protect and enhance the heritage and cultural assets in the conservation area

The Torbay Local Plan

Torbay's Local Plan, adopted in 2015, sets the ambition to make the Town Centre and Harbour the key sub-regional retail and leisure destination (Policy SDT2). To achieve this developments should comprise a mixture of town centre uses and new homes. Expanding the quality of the retail offer, providing a wider mix of uses and delivering improved public spaces.

The Torquay Neighbourhood Plan

The 2019 Neighbourhood Plan for the town centre and harbour seeks to increase the amount of residential properties by increasing residential density, promoting increased residential use of upper floors and redeveloping redundant sites. This is understood to be a key element to job creation. The Community Aspirations detailed in the NP include Debenhams as a key potential development site. The Harbour area should have café, bars and restaurants creating a safe, al fresco experience in the summer months with good quality public space all year round.

Our plans to create a new public square, residential and leisure retail units on the Debenhams Site, will help Torbay meet the objectives of both local and national policies.



Image credit: Outside Dining by Michigan Municipal League. Creative Commons CC BY-NC-ND 2.0

Debenhams Site Regeneration A Boost For Torquay

Our proposals adds to the public realm, creating a space for people to relax and enjoy the best of the English Riviera

The image right and the render below help illustrate the level of public realm improvements planned for the Strand.

Planned works include:

- Relocation of bus stop
- Reduction of highway to 2 lanes
- New pedestrian crossings
- Pedestriansation of clocktower

The redevelopment of the Debenhams site provides considerable additional benefit to the initial scheme. The treatment of the public realm improvements across both is consistent, so that the entire space will be experienced as one special environment for people to enjoy.



Above: Site location in relation to planned public realm improvements
Below: Render graphic showing improved pedestrian strand with existing Debenhams in background



Debenhams Site Regeneration Outline of Proposals

Given the unsuitability of the current building, it is intended that a new scheme is built. This provides an opportunity to address the constraints highlighted, achieve planning and strategic town goals and improve the visitor experience.

The current proposals include:

- New building within the existing party walls
- Raised ground level to combat flooding
- Access from terrace above
- New public realm
- Cafe restaurant and leisure units with alfresco seating
- Sea views
- Transition in height from The Strand to The Terrace above



Above: Landscape massing as seen from the Bay

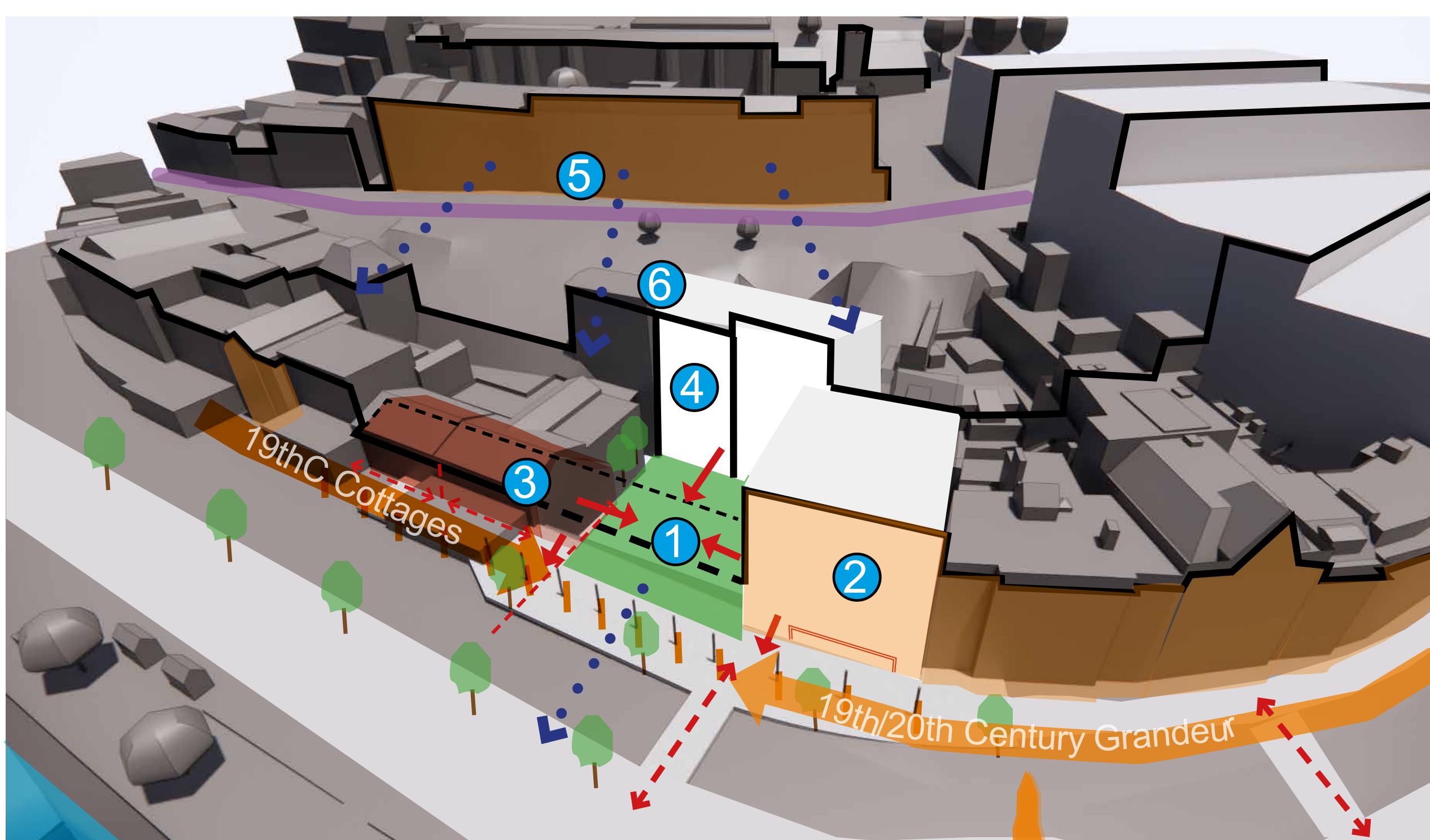
Existing Townscape

1. Narrow plot widths
2. Variation in heights
3. Eclectic styles
4. Layering of development
5. Listed building
6. Variation in roofscapes
7. Buildings at 90 degree relation created by the harbour shape
8. Buildings and landscape viewed through gaps and over roofs

Proposed Massing

1. New public square
2. Grand Strand building
3. Extended cottage line
4. Extended mid terrace line
5. Keep views to and from The Terrace
6. Height of residential block follows line of adjacent building

Stepped back within the site the proposal creates a way of allowing life into the deep area below the terrace. Whilst at the same time articulating the early 19th century cottages to the left and the grander 19th century buildings to the right. The square helps make sense of the variation on the Strand, in height and in type and creates a new focal point in relation to the newly rejuvenated Clock Tower.



Above: Massing model illustrating the main site elements

Debenhams Site Regeneration

Response to the climate emergency

In line with Torquay Council's goals for tackling the Climate Emergency, the strategic approach to the development is to reduce the overall consumption of energy, whilst using and supplying greener forms of energy.

An approach supported by investment and defined by the following energy hierarchy

Be Lean - Use Less Energy

Be Clean - Supply

Be Green - Use renewable Energy

A high environmental specification will be capped with an innovative Marine Source Heat Pump.

Be Lean

The energy strategy aims to firstly implement passive design and energy efficiency measures to reduce energy demand and CO₂ emissions. This includes:

- East west orientation to control passive solar gains
- Highly insulated building envelope
- Mechanical Ventilation Heat Recovery System
- LED lighting

Be Clean

The strategy includes the use of clean energy source technologies.

1. Electric Car Charging. Provided for all resident car spaces.
2. Significant investment in an innovative Marine Source Heat Pump, which will use the heat energy of the waters in Torbay to warm the building, driving down costs and environmental impact.

Be Green

Significant CO₂ savings are expected through the Be Lean and Be Clean measures. The impact on CO₂ reduction, from the Marine Source Heat Pump is huge. The potential for further renewable energy sources will be assessed.

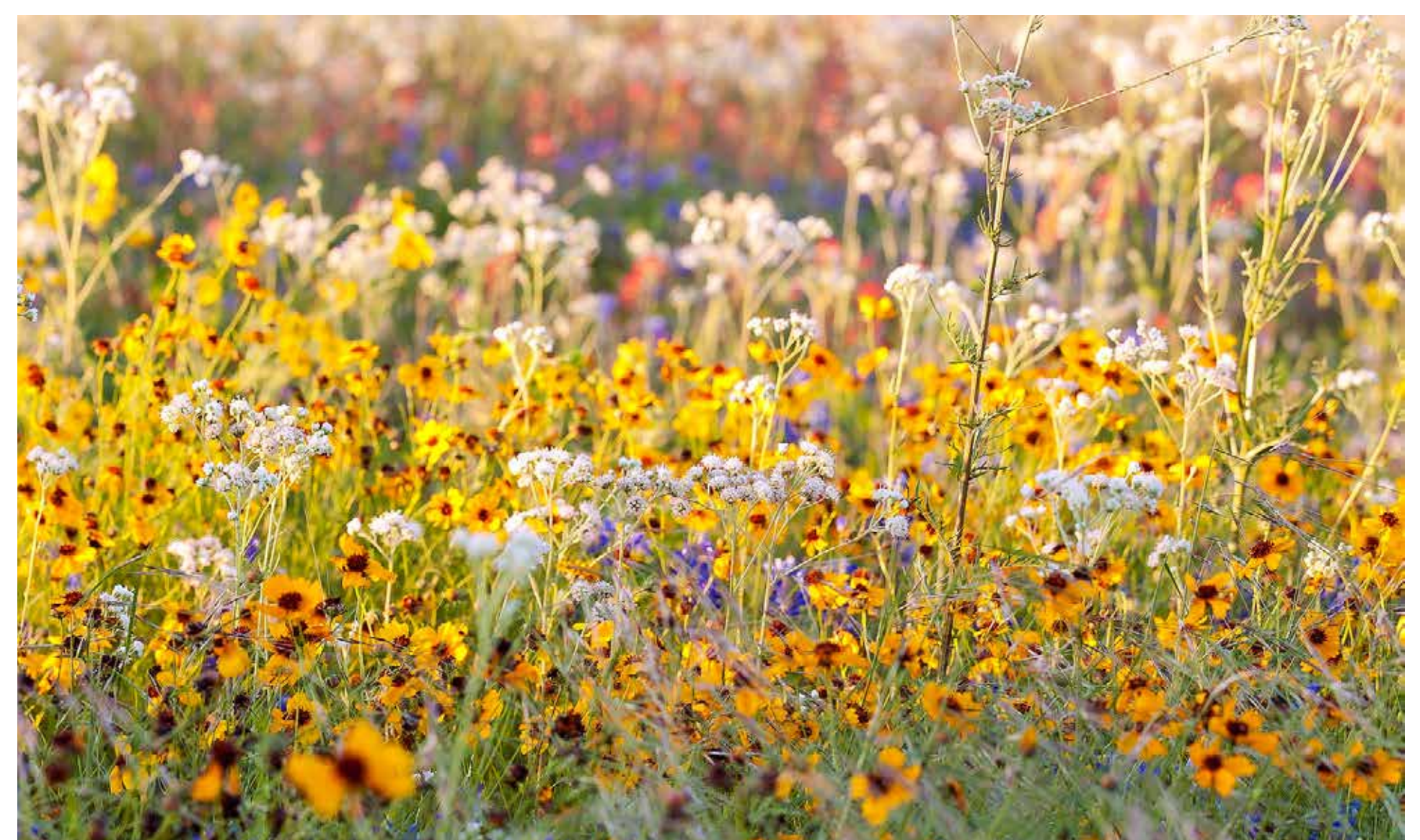


Image Credit: Wildflower field by George Thomas is marked with Creative Commons Licence CC BY-NC-ND 2.0.

Bio-diversity net gain

A planted biodiverse green roof is proposed above the rear building that will provide a diverse mix of wildflowers and habitats for wildlife.

The introduction of soft landscape to the otherwise hard landscape elements of the square and car park will provide an oasis for insects with opportunities for feeding and shelter.

Learning to be Green.

The environmental impact and energy performance for this development will be assessed and the findings made available to inform future Torbay developments. Supporting the council and partners to continue to tackle the Climate Emergency here in the South West.

Debenhams Site Regeneration Landscape

Hard and soft landscape strategy, creating an accessible and attractive space all year round. With the ability to adapt to changing uses.



The hard landscape strategy maximises the flexibility of the public square for outdoor seating, temporary events and seasonal shifts.

The paving reflects the new harbourside promenade at the south of The Strand with a mix of grey tones and pink hues.

The introduction of soft landscape and biodiverse green roof provide an oasis for insects, with opportunities for feeding and shelter.

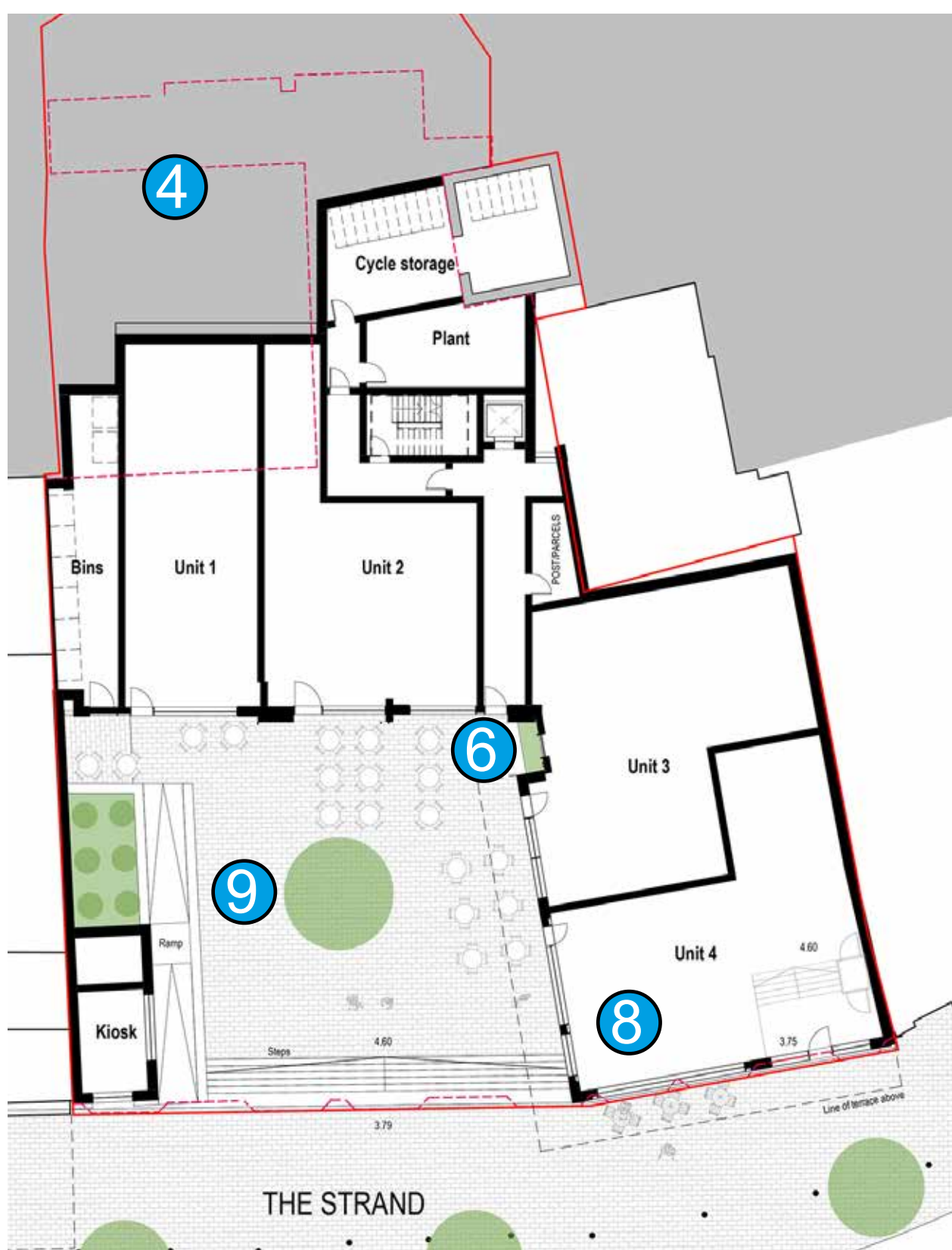
The tree *Ulmus* 'New Horizon' (to reflect the Elm historically planted at the western end of the Strand) is proposed for the centre of the square. New trees are also proposed to reinstate the line of trees that had historically been planted along The Strand.



Sketch of raised square with cafe seating and soft landscape elements.

Debenhams Site Regeneration Outline of Proposals

The proposal is for up to 5 ground floor leisure retail units with 16 apartments over 4 floors above.



Ground Floor.

Includes up to five leisure retail units with approximately 500m² of internal area in addition to external seating. Residents access and bike store.



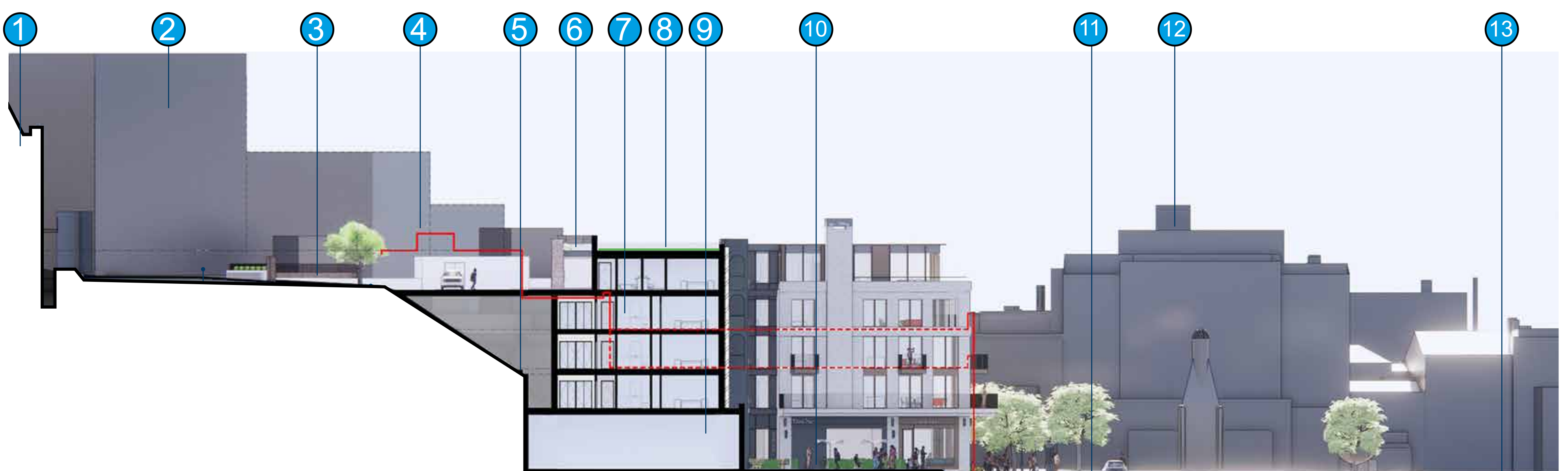
Residential Floors

Providing four number two bedroom apartments per floor with private terraces and harbour views.



Top Floor

Incorporates 16 parking spaces for residents, accessed from The Terrace, a residential bin store and north entrance to the apartments.



- | | | |
|------------------------------|-----------------------|-------------------------|
| 1. The Terrace | 6. Residents entrance | 10. Public Square |
| 2. Hampton Hotel | 7. Apartments | 11. The Strand |
| 3. Car parking | 8. Green Roof | 12. Former Queens Hotel |
| 4. Existing building outline | 9. Commercial units | 13. Harbour |
| 5. Existing retaining wall | | |

Above: Cross section through The Terrace, proposed site and The Strand

Debenhams Site Regeneration Street Scene Character

The choice of materials will add to the character of the harbour area. Picking up historical threads with a contemporary focus on building performance and sustainability. The site is broken into two distinct elements.

The Strand Building for the 21st Century.

The Strand building speaks to the grandeur of Torquay as an influential Victorian tourist and cultural destination.

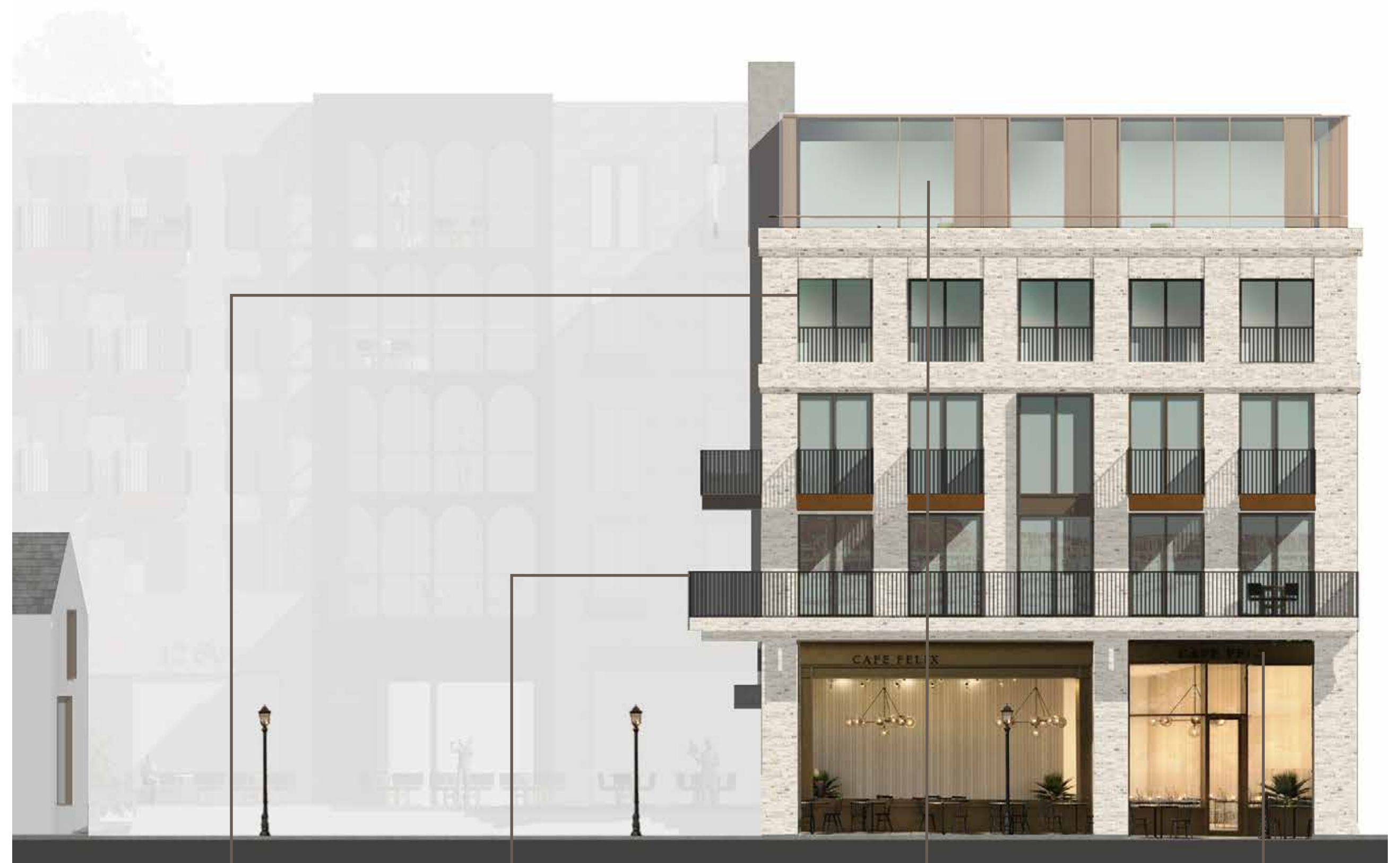
Vertically proportioned with high quality materials and beautifully detailed the building provides a contemporary and sensitively considered addition to the historic fabric of the harbourside.

Following the formal hierarchy of many of the C19th buildings and using elevational datums set by 15 Strand the details include:

A grand plinth storey (The Street) with cantilevered wrap around terrace providing weather protection to below
A middle storey (The Body) - with double height vertical windows and projecting balcony detail.

A top floor (The Crown) - facade recessed to create depth and conceal a full balcony.

Roofscape (Roof) - set back with change of materials and detailing.



Right Example materials
Below: Example building that have informed the design



Existing Canopy

Following feedback from Historic England we are proposing to remove the poor quality roofing material and roof structure of the canopy but retain the original canopy columns.

This allows us to re-introduce street trees and adapt the original columns for ambient street lighting marking a return to the historic character of the early 20thC.

We have also used the canopy as inspiration for designing and detailing the wrap around first floor terrace.

Debenhams Site Regeneration Street Scene Character

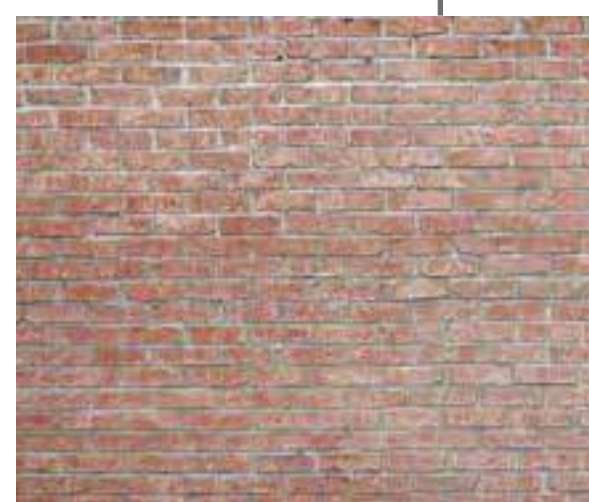
Key to the success of this scheme is the inclusion of town centre living. Here the proposal is to create a terrace of neighbourhood buildings facing into the square with apartments above and retail units or cafes below.

Neighbourhood Buildings

The design of narrow and eclectic frontages is a reflection on the vibrant character of the harbourside and a continuation of the existing residential building line behind 11 Strand.

The vertical proportions of the proposed elevations reflect those found around the harbour and historic Terrace to the rear.

A mixture of brick (inspired by victorian retaining walls on the site) and aluminium cladding (inspired by archways from original Art Nouveau bookshop) provide a high quality contemporary finish.



Right: Example materials
Below: Building precedents



Cottage Kiosk

A kiosk, white with slate roof is provided as a contemporary extension to 11 Strand. It will 'bookend' the square and create an active gable elevation to the 19thC cottages.



Debenhams Site Regeneration Outline of Proposals



Indicative view



Appearance

The images here illustrate the external appearance of the scheme. While this is still being refined, the intention is to create an elevation that draws from the rhythm of the Harbour, encapsulates the square and makes the most of the sea views. It addresses the heights of adjacent and rear buildings whilst adding density and character to the site. The impressive brick Strand elevation changes to a neighbourhood scale on the inner elevations, picking up the rich and character-full surrounding harbour side.

1. Single story 19th century cottages extended. Low level kiosk use at street level connects between square and street and allows views over the top to terrace behind.
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6. Views to historic Terrace improved from The Strand.



Street Elevation

Debenhams Site Regeneration Outline of Proposals



The view from the terrace looking out across the Harbour and a closer view of the Strand building



FAQs

1. Why cant you keep the existing building?

The existing building is not fit for purpose and does not comply with current building standards, including environmental performance and safety.

2. Are you removing the canopy?

Following feedback from Historic England we are proposing to remove the poor quality roofing material and roof structure of the canopy but retain the original canopy columns.

This change allows us to re-introduce street trees and adapt the original columns for ambient street lighting marking a return to the historic character of the late 19th/early 20th century.

We have also used the canopy as inspiration for designing and detailing the wrap around first floor terrace.

As the bus stop will be relocated and different uses are proposed at ground floor level we believe that these changes will create a better environment at street level whilst respecting the heritage of the canopy.

3. How tall are the new buildings?

At the front of the building the existing height is 16.48m, the new Strand Building in the same place is 18.9m, it then steps back and rises to 21.7m. At the rear the existing building is higher than the proposed at 22.5m.

4. Why cant we encourage a new Department store

Town centres are changing, large scale retail units are no longer viable. Travel, costs and shopping online are some of the factors that make that so. Instead progressive towns have the opportunity to include more town centre living, pop up events, smaller retailers and mixed use opportunities. Combined these make really attractive places to visit and spend time, as well as to live and invest.

5. Where will residents park?

Each apartment will have a single parking space and electric charge point accessed from the terrace.

Tell us what you think...

Now that you have had a chance to see our proposals, we'd like to know what you think about them.

Please fill in one of the feedback forms available online at <https://www.torbay.gov.uk/the-strand-redevelopment>, where a digital version of these proposals can be found.

Please let us know what you think by midnight 5th May 2022.

Once we have considered your views, we will submit our proposals to Torbay Council for consideration. Should approval be granted, we would want to move to the construction phase as quickly as possible, hopefully in 2023.

We'd like to thank you for your time today

Document is Restricted

Meeting: Cabinet **Date:** 24th May 2022

Wards affected: All Wards

Report Title: English Riviera Destination Management Plan Review

When does the decision need to be implemented? 24th May 2022

Cabinet Member Contact Details: Cabinet Member for Economic Regeneration, Tourism and Housing, Councillor Swithin Long, swithin.long@torbay.gov.uk

Director/Divisional Director Contact Details: Alan Denby, Divisional Director Economy, Environment & Infrastructure | Place, alan.denby@torbay.gov.uk

Supporting Officer Contact Details: Carl Wyard, Economy & Enterprise Manager, TDA, carl.wyward@tda.uk.net

1. Purpose of Report

- 1.1 The purpose of the report is to seek Cabinet's approval to launch public consultation on the reviewed English Riviera Destination Management Plan (DMP).
- 1.2 The new Destination Management Plan 2022-27 sets out the vision and objectives, markets for growth, destination development, management, delivery model and action plan to take the destination forward.
- 1.3 It's time to refresh and reposition the English Riviera as the UK's premier holiday resort of the future. Objectives for the life of the plan are:
 - **Recover** - return to 2019 spend and visitor levels by 2024
 - **Grow** - achieve an additional £75m of tourism spending and 1,500 new full-time jobs by 2027
 - **Re-balance** - more sustainable visits with 40% of visits from October to March (currently 35%).

2. Reason for Proposal and its benefits

We want Torbay to be the premier resort in the UK, with a vibrant arts and cultural offer for our residents and visitors to enjoy; where our built and natural environment is celebrated and where we play our part in addressing the climate change emergency.

We want thriving people; thriving economy; tackling climate change; Council fit for the future.

- 2.1 The proposals in this report help us to deliver this ambition by ensuring there is a planned approach to the recovery and growth of the visitor economy post Covid-19 and over the next five years.
- 2.2 The Destination Management Plan 2022-2027 sets out the interventions that can help propel the English Riviera forward. The Plan isn't everything that can and will happen but includes proposals which will shift the destination into a higher gear, that build on the inherent strengths and reflect market trends and opportunities and helps achieve a more sustainable and resilient destination.
- 2.3 The Plan will achieve its objectives by:
 - Attracting new and existing visitor markets and an improved reputation and profile for the destination
 - New product investment and development of the existing offer
 - Better destination management, visitor welcome (and resident satisfaction)
 - Clear delivery arrangements
- 2.4 The new DMP contains key actions and recommendations to achieve the vision and objectives.

3. Recommendation(s) / Proposed Decision

- 3.1 That the draft English Riviera Destination Management Plan 2022-27, be approved for public consultation.

Appendices

Appendix 1: Draft English Riviera Destination Management Plan 2022-27

Appendix 2: English Riviera Destination Management Plan 2022-27 Baseline Report (the evidence base)

Background Documents

None

1. Introduction

- 1.1 TDA on behalf of Torbay Council commissioned a piece of work to review and update the English Riviera Destination Management Plan (2017-2021), creating a new plan with a clear, strategic way forward for the destination.
- 1.2 Following an open procurement process, including listing the contract opportunity on Supply Devon to attract local suppliers and gaining at least three quotes, Blue Sail Consulting were appointed in October 2021 (based in Bournemouth).
- 1.3 This piece of work is nearing completion, the new Destination Management Plan (2022-27) is a policy framework document that sits under the Torbay Economic Strategy and is adopting the same consultation process. The Evidence Base informing the development of the new Economic Strategy is indicating the importance and challenges facing tourism and the visitor economy. The new DMP will play a key role in delivering this element of the Economic Strategy.
- 1.4 The new five-year plan has been developed with support of a small Destination Management Group (DMG) steering group, stakeholders and business engagement.
- 1.5 Blue Sail's programme of work has taken place over three stages:

Task	Detail	Status	Date
Stage 1	Research, evidence reviewing, audit, market analysis etc.	Completed	Oct-Nov
Stage 2	Work included: <ul style="list-style-type: none"> • DMG and strategic stakeholder's roundtable on 3rd Nov. • DMG/Stakeholders tel 1-2-1s. • Tourism business engagement workshop on 7th Dec. • Tourism business online survey circulated by English Riviera BID Company to all Levy payers. 	Completed	Nov-Dec
Stage 3	Drafting the DMP: <ul style="list-style-type: none"> • Draft DMP received 21st Jan • DMG and TDA review/feedback. 	Completed	Dec-Feb

	<ul style="list-style-type: none"> • Consolidated amends to Blue Sail, 3 versions. • Finalised draft DMP to take forward to public consultation. 		
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1.6 The new Plan sets out the vision, objectives, growth markets, development priorities and action plan to take the action plan forward and is aligned to Torbay Council’s Corporate Plan, the ambition to be the UK’s premier destination, the ‘Torbay Story/Thinking Place’ work, the English Riviera UNESCO Global Geopark, culture and events.

1.7 The Vision Statement:

It is time to refresh and reposition the English Riviera as the UK’s premier holiday resort of the future. With a unique heritage, encompassing three towns, each offering a different coastal experience, set within an exceptional natural environment, the English Riviera is so much more than the sum of its parts.

Combining tradition and contemporary, we have a bright future. The English Riviera can offer the best of the seaside, outstanding seafood, exciting activities on and off the water, authentic cultural events and experiences, and a globally significant UNESCO Global Geopark designation that runs like a golden thread through the entire visitor experience.

1.8 The four key themes are:

- Food and Drink
- On the Water
- UNESCO Global Geopark
- Culture and Events

1.9 There are seven Destination Management priorities to take the Plan forward:

1) Brilliant Basics – those public services and open spaces (including beach management, street cleansing, signage, toilets, grounds maintenance, parking) which contribute to the visitor welcome, experience and overall satisfaction of the destination. Consideration is therefore needed for the management of these services to support the objectives of the plan and to grow the visitor economy all year round.

2) Visitor Accommodation – the management of accommodation change of use with Council planning policies is essential to avoid the risk and drift toward low quality visitor accommodation and negative consumer reviews. Efforts to identify alternative use and relevant new products complementing this plan should be taken forward.

3) Towns & Connectivity – public realm and regeneration improvements to continue to

further support tourism and the needs of the visitor.

4) Sustainable Tourism – the growing need to address climate change and consider measures that would have the greatest impact in reducing climate impact from tourism.

5) Skills – Making tourism an attractive carer choice for young people with exciting career pathways needs to start early with early ‘Information, Advice and Guidance’, is essential to growing the visitor economy.

6) Research & Insights – monitoring progress and views of visitors and businesses and explore brand identity impact.

7) Business Tourism - to rebuild and grow the opportunities for regional/national association conferences and events within a 50-mile radius, whilst strengthening links with venues and businesses.

- 1.10 Delivery and organisation – the Destination Management Group (DMG) has critical role to take the plan forward, bringing the different organisations together. It’s recommended this structure continues, making the best use of resources and working collaboratively in partnership to deliver the plan’s objectives.

2. Options under consideration

- 2.1 Continue with the existing plan but this is no longer appropriate and out of date.
- 2.1 Adopt the new plan as set out.

3. Financial Opportunities and Implications

- 3.1 The review of the policy will have no short-term financial implications, as it will be delivered as part of the contract fee paid by Torbay Council to TDA. Ultimately, it is expected that there will be both opportunities and implications. The Destination Management Plan and its action plan will also inform the Council’s bidding priorities to UK Shared Prosperity Fund and other similar funding programmes.
- 3.2 Furthermore, the action plan is likely to require a refocus of existing resources and potentially require additional resources over and above that currently available for delivery. Where possible, other funding sources will be sought.

4. Legal Implications

4.1 There are no legal implications with this proposal.

5. Engagement and Consultation

5.1 The input of many key stakeholders and businesses has taken place through the review including:

- Destination Management Group and strategic stakeholder's roundtable on 3rd November, led by Blue Sail Consulting, with 16 in attendance.
- Series of stakeholders one-to-one telephone/online consultations with Blue Sail.
- Tourism business engagement workshop on 7th December, led by Blue Sail Consulting, with 25 in attendance.
- Online tourism business survey circulated by the English Riviera BID Company to all ERBID levy payers (from 20th December 2021 to 7th January 2022). 156 businesses responded to the survey.

5.2 The feedback of engagement provided many useful insights which have helped shape the development of the new plan. Insights included:

- There is inconsistent quality across the visitor experience, including town centres and accommodation.
- An over-supply of accommodation is depressing prices and restricting investment. Current planning policies (TO2 Change of use of tourism accommodation and facilities) are helpful in addressing this but need to go further.
- Environmental and sustainable improvements, e.g. Electric Vehicle (EV) charging and improving nature in the towns, are important.
- Market awareness and appeal of the English Riviera brand, there is a recognition that it unites the destination, giving coherence and a focus for businesses.
- The UNESCO Global Geopark designation is important, but often underused and misunderstood.
- Tor Bay is a magnificent asset and the underlying quality of the award-winning beaches, harbour and marine and sea-based activities are excellent.
- Developing demand out of the main summer season is vital.
- Connectivity between the towns, and also with the rail stations, needs improving.

- New visitor markets demand a better range of food and drink, culture, retail, music and entertainment and see other destinations offering this.

5.3 The Council will hold a six-week public consultation from 24th May 2022.

5.4 Following the public consultation relevant feedback will be incorporated into the DMP as appropriate.

6. Purchasing or Hiring of Goods and/or Services

6.1 TDA, on behalf of Torbay Council commissioned a piece of work to review and update the English Riviera Destination Management Plan 2017-2021, creating a new plan with a clear, strategic way forward for the destination.

6.2 Following an open procurement process, including listing the opportunity on Supply Devon to attract local suppliers and gaining at least three quotes, Blue Sail Consulting were appointed, who are based in Bournemouth.

6.3 The Destination Management Plan links to thriving economy, in particular the ambition to be the premier resort in the UK.

7. Tackling Climate Change

7.1 The new Destination Management Plan is aligned to and supports Torbay's carbon neutral ambitions. The DMP offers the opportunity to think about an approach and actions that will help move tourism and the English Riviera towards a goal of Net Zero.

7.3 Tourism faces some big challenges, not least how to develop sustainably and respond to the climate crisis, there is also the need to think about growth that is sustainable.

7.4 The priority themes to drive tourism growth set out in the plan are not everything that can or will happen. Rather they are the focus for development which is sustainable, pragmatic, deliverable and catalytic and which responds to the market opportunities identified for the destination in the plan.

8. Associated Risks

8.1 The adoption of the Destination Management Plan 2022-27 is fundamental in ensuring the Council can set the framework for developing Torbay's tourism economy, repositioning the English Riviera as the UK's premier holiday resort of 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	There is a skills priority focus and associated actions in the plan, to enable business engagement and promoting attractive career pathways in the sector.		
People with caring Responsibilities			No differential impact.
People with a disability	Tourism developments should be encouraged to be fully accessible.		
Women or men			No differential impact.
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)	Alignment with the report commissioned for the Economic Strategy.		
Religion or belief (including lack of belief)			No differential impact.
People who are lesbian, gay or bisexual			No differential impact.
People who are transgendered			No differential impact.
People who are in a marriage or civil partnership			No differential impact.
Women who are pregnant / on maternity leave			No differential impact.
Socio-economic impacts (Including impact on child poverty issues and deprivation)	The plan seeks to create new job opportunities for residents that will improve the quality of		

	life for them and their families		
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	Providing increased employment opportunities can take households from 'workless' to working. This can provide additional income for families to support a healthier lifestyle.		

10. Cumulative Council Impact

10.1 None

11. Cumulative Community Impacts

11.1 None

ENGLISH RIVIERA
DESTINATION MANAGEMENT PLAN
2022-2027

FEBRUARY 2022
DRAFT

Agenda Item 8
Appendix 1

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1 VISION AND OBJECTIVES

INTRODUCTION

The English Riviera has a strong history of being a premier coastal resort, with a tourism sector that supports local and regional businesses, creates local jobs, and contributes to the sense of place and quality of life. But in recent times the English Riviera has struggled to keep pace with changing market needs, and the impact of Covid-19 and the climate crisis are creating unprecedented challenges, with a reduction of 55% of tourism earnings from staying visitors and a 50% reduction from day visitors in 2020 compared to 2019¹.

The English Riviera has many wonderful assets and a proud and committed partnership of business and public agencies that want to see the destination flourish. This Destination Management Plan (DMP) sets out the priority actions that can help the destination succeed. It is informed by local voices but driven by the needs and wants of the visitor.

VISION STATEMENT

The ambition for the English Riviera is encapsulated in the following vision statement:

It is time to refresh and reposition the English Riviera as the UK's premier holiday resort of the future. With a unique heritage, encompassing three towns, each offering a different coastal experience, set within an exceptional natural environment, the English Riviera is so much more than the sum of its parts.

Combining tradition and contemporary, we have a bright future. The English Riviera can offer the best of the seaside, outstanding seafood, exciting activities on and off the water, authentic cultural events and experiences, and a globally significant UNESCO Global Geopark designation that runs like a golden thread through the entire visitor experience.

¹ The Economic Impact of the Torbay Visitor Economy 2020. The South West Research Company. September 2021

OBJECTIVES

This DMP runs from 2022-2027 and sets out the interventions that can help propel the destination forward. It isn't everything that can and will happen but includes proposals which will shift the destination into a higher gear, that build on the inherent strengths and reflect market trends and opportunities and help to achieve a more sustainable and resilient destination. Objectives for the life of this plan are:

- ▶ **Recover** – return to 2019 spend and visitor levels by 2024
- ▶ **Grow** – achieve an additional £75m of tourism spend and 1,500 new FTE jobs by 2027
- ▶ **Re-balance** – more sustainable visits, with 40% of visits from October - March (currently 35%²)

These objectives will be achieved by:

- ▶ Attracting new and existing visitor markets and an improved reputation and profile for the destination
- ▶ New product investment and development of the existing offer
- ▶ Better destination management and visitor welcome (and resident satisfaction)
- ▶ Clear delivery arrangements



This DMP contains key actions and recommendations to achieve these objectives, and the link through 'from Vision to Action' is illustrated in the following table:

² Economic Impact of Devon's Visitor Economy. South West Research Co. 2019

VISION					
It is time to refresh and reposition the English Riviera as the UK’s premier holiday resort of the future. With a unique heritage, encompassing three towns, each offering a different coastal experience, set within an exceptional natural environment, the English Riviera is so much more than the sum of its parts. Combining tradition and contemporary, we have a bright future. The English Riviera can offer the best of the seaside, outstanding seafood, exciting activities on and off the water, authentic cultural events and experiences, and a globally significant UNESCO Global Geopark designation that runs like a golden thread through the entire visitor experience.					
OBJECTIVES					
Re-balance – 40% tourism Oct to Mar	Grow – additional 1500FTE and £75m by 2027	Re-cover – 2019 spend and visitor levels by 2024			
PRIORITIES	ACTIONS	INDICATORS			
MARKETS, POSITIONING AND BRANDING:	<ol style="list-style-type: none"> Market Research Brand Strategy Review Marketing Strategy Review 	<ul style="list-style-type: none"> Higher market awareness Marketing reach 			
DESTINATION DEVELOPMENT THEMES	FOOD AND DRINK <ol style="list-style-type: none"> Sustainable Food and Drink Destination Seafood Feast as a Signature Event Inspiring Dining 	<ul style="list-style-type: none"> Spend on local suppliers Event economic impact Value of media coverage 			
	ON THE WATER <ol style="list-style-type: none"> Watersports Hub Development Business Development Packaging On The Water Experiences 	<ul style="list-style-type: none"> Feasibility study delivered No. of businesses supported No. of new experiences 			
	UNESCO GLOBAL GEOPARK <ol style="list-style-type: none"> Geopark Interpretation Digital Geopark Trails Designated Landscapes Partnership 	<ul style="list-style-type: none"> No. businesses using Geopark No. geopark trails Geopark profile 			
	CULTURE AND EVENTS <ol style="list-style-type: none"> Signature Events Animating the Destination 	<ul style="list-style-type: none"> Event economic impact No. public art installations 			
	DESTINATION MANAGEMENT:	<ol style="list-style-type: none"> Policy Review Joint Response to Visitor Survey Public Realm Improvements Bus Network Improvement Cruise Development Green Tourism Award for Business Glasgow Declaration Education/Business Plans for Tourism Workforce Skills Annual Performance Review Meet English Riviera 	<ul style="list-style-type: none"> Stock of serviced accommodation Increased visitor satisfaction No. cruise arrivals No. businesses with accreditation Carbon impacts from tourism No. businesses engaged Monitoring DMP actions Value of conference bookings 		
		DELIVERY, ORGANISATION AND RESOURCES	<ol style="list-style-type: none"> Destination Management Group (DMG) Terms of Reference Resource Schedule Investment Criteria 	<ul style="list-style-type: none"> DMG Terms of Reference Discretionary funding secured Criteria in place 	
			OUTCOMES		
			<ul style="list-style-type: none"> Higher destination awareness and profile Increased marketing impact Increased visitor spend 	<ul style="list-style-type: none"> More skilled workforce and tourism seen as an attractive career Strong leadership for the visitor economy 	<ul style="list-style-type: none"> Improved destination experience More sustainable destination External funding secured to support priorities

2 SETTING THE SCENE

This section contains a summary of the detailed analysis, which is contained in an accompanying Baseline Evidence document.

THE SECTOR

The English Riviera has a substantial visitor economy, as illustrated in Figure 1, and there has been steady progress during the previous DMP (2017-21), in particular:

- ▶ Strengthened partnership working across the private and public sector, with a new Destination Management Group (DMG) overseeing DMP delivery.
- ▶ Improved marketing delivery through focused work of the English Riviera BID Company Ltd (ERBIDCo).
- ▶ Better links between the sector and skills development, with the close collaboration of South Devon College (SDC).

As a traditional coastal resort, it is perhaps unsurprising that holidays dominate the visitor profile at 78% of all visits, compared to the England average of 47%, and 29% of all visits taking place during July and August ³.

Covid-19 has undeniably had a devastating impact on the resort. Despite this, the sector has remained resilient with positive results from summer 2021 and accolades such as TripAdvisor’s 2021 Number 1 Staycation destination. There has also been continued investment in existing and new products across the destination.

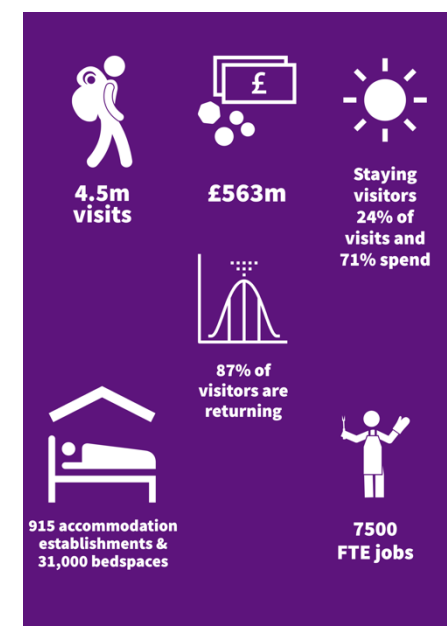


Figure 1: The English Riviera Visitor Economy 2019

³ Great Britain Tourism Survey. VisitBritain. 2019

NATIONAL STRATEGIC CONTEXT

The recent independent review of Destination Management Organisations (DMOs) in England, the 'De Bois Review', is still being considered by Government. The review recommends the implementation of a new tiering system of DMOs and structured support for tourism and describes the confusing array of organisations highlighting the South West in particular. The review recognises the benefits of longer term commitments to marketing with funding models delivered by Business Improvement Districts (BIDs) and Tourism BIDS (TBIDS), with significant return on investment from the English Riviera (£75:£1⁴) being the highest of those DMOs that responded to the review. Given the proposed tiering arrangements, the English Riviera should ensure it considers which neighbouring destinations it could collaborate with, and what activity it may undertake in partnership to strengthen these relationships (subject to the Government's response to the review).

The recent outcomes of COP26 and the Glasgow Declaration on Climate Change for Tourism, as well as the 'Towards 2030' prospectus from the Great South West Tourism Partnership, lay down the challenge of achieving Net Zero in tourism by 2050. There is therefore an imperative to start now, and this DMP offers an ideal opportunity to think about an approach and actions that will help move the English Riviera towards a goal of Net Zero.

LOCAL STRATEGIC CONTEXT

As with most local areas, there are various plans and strategies for heritage, events, culture, regeneration, community and economic development. This DMP aligns with these other plans and likewise much of what is contained within them will help the English Riviera thrive as a destination.

In addition to the distinctive three towns, each appealing to different markets, our review of the English Riviera visitor experience identified six signature experiences:

1. **UNESCO Global Geopark** – designation covering the whole of the English Riviera with specific locations including Kents Cavern, Berry Head Nature Reserve, Cockington Court and Country Park and Torre Abbey.
2. **Beside the Sea** – boats and harbours, boat trips, seaside and beaches, seafood.

⁴ ERBID1 results. ERBID 2 Final Business Plan. English Riviera BID Company Ltd 2021.

3. **Family fun** – wide range of paid and free, indoor and outdoor family attractions.
4. **Walking** – the South West Coast Path, UNESCO Global Geopark Walks, John Musgrave Heritage Trail.
5. **On the Water** – adventure activities, stand up paddle boarding, kayaking, RIB rides, sailing and swimming.
6. **Heritage and Culture** – museums, theatres, and galleries, including Agatha Christie related heritage and events.

In addition to these leisure signature experiences, the English Riviera has a range of conferencing and business event facilities for business visitors and conference and event organisers. This includes purpose-built venues such as the Riviera International Conference Centre (RICC), established hotels with conference and meeting spaces such as The Grand, The Imperial and Livermead Cliff Hotel, unique venues such as Torre Abbey, and new build hotels such as the Hampton by Hilton, Ibis and Mercure adding yet more modern facilities.

COMPARATORS AND BEST PRACTICE

From the examples of best practice in other destinations, the underlying lessons to take forward are:

- ▶ **Quality is key** – in public realm, gateways, accommodation and attractions.
- ▶ **Communities and businesses need to buy in** – to the DMP delivery and work collaboratively on taking the actions forward. E.g. adopting messaging, interpretation opportunities from the UNESCO Global Geopark.
- ▶ **Creativity must be nurtured** – e.g. ‘pop-ups’ in redundant spaces.
- ▶ **Activities are fun to watch as well as ‘do’** – watersports development supporting activity with essential changing facilities.
- ▶ **Culture and events can animate and invigorate** destinations - and have the greatest impact out of the summer season, but they have a lifecycle and need to adapt or risk losing impact.
- ▶ **‘Brilliant Basics’** - successful visitor destinations look after their ‘brilliant basics’, things such as toilets, parking, cleanliness, access and water quality. While these things do not drive visits, if not looked after they will put visitors off coming.

DMP CONSULTATION

The input of many stakeholders and businesses through a series of workshops, 1:1 consultations and online survey, provided many useful insights including:

- ▶ There is inconsistent quality across the visitor experience, including town centres and accommodation.
- ▶ An over-supply of accommodation is depressing prices and restricting investment. Current planning policies (TO2 Change of use of tourism accommodation and facilities⁵) are helpful in addressing this but need to go further.
- ▶ Environmental and sustainable improvements, e.g. Electric Vehicle (EV) charging and improving nature in the towns, are important.
- ▶ Market awareness and appeal of the English Riviera brand, there is a recognition that it unites the destination, giving coherence and a focus for businesses.
- ▶ The UNESCO Global Geopark designation is important, but often underused and misunderstood.
- ▶ Tor Bay is a magnificent asset and the underlying quality of the award-winning beaches, harbour and marine and sea-based activities are excellent.
- ▶ Developing demand out of the main summer season is vital.
- ▶ Connectivity between the towns, and also with the rail stations, needs improving.
- ▶ New markets demand a better range of food and drink, culture, retail, music and entertainment and see other destinations offering this.

⁵ Torbay Local Plan 2012-2030. Torbay Council. Adopted December 2015

3 MARKETS FOR GROWTH

WHAT WE KNOW

The English Riviera is primarily a leisure destination, with over three-quarters of visitors on holiday (compared to England's average of just under half)⁶. Given the 'holiday focus' it is unsurprising that 29% of all visits take place in July and August⁷. And, again, not surprising with a holiday focus, visitors stay longer but on average spend less than the typical visitor elsewhere in England⁸.

The English Riviera has an impressively high return visitor rate of 89%, who typically rate their experience very highly. Whilst this is a great achievement, it is an issue to consider when coupled with Torbay's typically older visitor profile (71% aged over 55), and the lower satisfaction rates of first-time visitors to the destination⁹.

These key statistics paint a picture of a destination which is highly dependent on an ageing market and summer visitors.

To survive and grow, the English Riviera has to target a broader range of market segments, who are able and willing to spend more. Impressing these new markets during a first-time visit, to nurture a new generation of loyal visitors should be a top priority, and so the needs and wants of these segments should in turn dictate the investment in new product and experience development.

Market Trends for the English Riviera:

- Time together - spending time with friends and family
- Activity, health and well-being – in the outdoors
- Appeal of less visited, undiscovered places with distinctive local culture
- Experiential tourism – culture, heritage, authenticity
- Responsible and sustainable tourism

⁶ 3 year averages 2019-2019, Great Britain Tourism Survey, Visit Britain

⁷ %s for Devon. The Economic Impact of Devon's Visitor Economy 2019, the South West Research Company Ltd


⁸ 3 year averages 2019-2019, Great Britain Tourism Survey, Visit Britain




⁹ Stats from English Riviera Visitor Survey 2021

TARGET MARKETS

Three leisure segments have been selected as having growth potential for the English Riviera, drawing on robust research by ERBIDCo, VisitEngland and other UK National Tourist Boards (VisitScotland, VisitWales, Fáilte Ireland). Realising the growth potential of these segments will depend on the development of the offer and so should be built up over time. A fourth business tourism segment has also been identified, as a market to sustain and rebuild, capitalising on the destination’s existing and emerging assets.

Geographically, the primary focus for the English Riviera should be on the UK domestic market, where there is significantly more growth potential and return on marketing investment will be greater. In general, targeting should concentrate on a four-hour travel time for staying visitors.

OPPORTUNITY	TARGET MARKET SEGMENT	WHO THEY ARE AND WHAT THEY WANT
<p>Immediate Priority</p>	<p>Fun by the Sea Families</p> 	<ul style="list-style-type: none"> • UK Families with younger children (<13): extended families, multi-generational, groups. • Strong affinity towards England breaks, particularly seaside during summer and other school holidays, weekends, Easter -October. • Highly motivated by beaches, small towns, outdoor leisure, theme parks, family attractions. • Cheaper/affordable accommodation especially caravans/ holiday parks. • Prepared to spend on ‘treats’ and entertainment for the children. • Child-friendly attractions and activities are a must. • ‘Fun’ is the name of the game – learning is an added bonus. • Need detailed practical information to reassure and inspire.

OPPORTUNITY	TARGET MARKET SEGMENT	WHO THEY ARE AND WHAT THEY WANT
Short-Medium Term Growth	Young Actives 	<ul style="list-style-type: none"> • Groups of friends and couples in 20s-30s. • Year-round, but mostly Autumn-Spring. • Activity is more important than place. • Looking for excitement and adrenaline activities. • Good infrastructure and facilities essential. • Good value accommodation. • Easy to access, organise, book etc. • Socialising and sharing experiences – live and online.
Medium-Longer Term Growth	Cultural Explorers 	<ul style="list-style-type: none"> • UK, international and cruise visitors – couples, groups of friends. • Typically, 35+, older, working and retired, no/post children. • Take lots of breaks and holidays, like to explore different places. • Year-round, mid-week and weekends. • Want inspiring, authentic, interesting places within easy reach. • Interested in heritage, culture, gentle activities. • Natural environment and beautiful landscapes and vistas important (potential for geo-tourism). • Quality, authentic local food and drink – and good accommodation.
Sustain and Re-build	Business Tourism and Events 	<ul style="list-style-type: none"> • Regional/national association conferences and corporate meetings within 30-50 miles, will include international delegates. • Looking for easy access, value, quality and flexible spaces and good accommodation. • Post Covid-19 team building opportunities. • Complement leisure tourism – corporate and conferences mid-week and in spring and autumn. Wider leisure offer and social programmes important for some markets. • Opportunity around business to leisure ‘converters’.

4 POSITIONING AND BRANDING

MARKETING REVIEW

The English Riviera BID Company delivers the destination marketing for the English Riviera which includes the website, a suite of print and management of social media channels. The ERBIDCo has invested heavily in digital marketing and the new business plan (ERBID2) sets out the direction of travel and marketing investment over the next five years (2022-27).

The marketing takes a broad and inclusive approach, encompassing a wide range of locations, attractions, activities and themes. Whilst this is understandable given the nature of the destination, the sense of ‘something for everyone’ is in danger of diluting the overall proposition. Across channels and campaigns, a variety of straplines are used, and although these may be complementary, there is a risk of potentially confusing the visitor and weakening the brand.

The term ‘English Riviera’ is rarely used by the visitors or by travel media; greater recognition often lies with the three towns, and Torquay in particular. Visitors tend to speak of the area fondly, again reflecting high levels of repeat visits, (but non-visitors much less so). Awareness levels are low among non-visitors who do not tend to see it as a place to aspire to visit. It rates particularly low in terms of heritage, culture and food. The travel media generally presents the destination in positive terms and has attracted many positive articles and media coverage in recent times.

Positively, from a business perspective, there is widespread buy-in and use of ‘English Riviera’ in promotional activity, creating a sense of pride in place. The complexity of the brand architecture is evidenced however in the business survey undertaken as part of this DMP review. This revealed that around three-quarters of businesses strongly identify with ‘English Riviera’ as the destination brand. In addition, businesses also identified with their town – around half identifying with Torquay, and around a third also identify with South Devon/South Devon Coast.

MOVING FORWARD

There is a challenge in communicating a multi-faceted destination brand which encompasses several places and propositions. The changing attitudes, perceptions and desires of a market faced with numerous choices create further challenges. The English Riviera has a long history and must ensure it continues to be relevant to new visitor markets, presenting them with a clear, memorable and compelling propositions.

Beyond the branding of the destination, work has been done locally in developing a ‘place story’ for Torbay (launched in January 2022) which is intended to cut across and support all sectors, encourage inward investment and nurture civic pride. While the destination brand is focused on visitors, it does make sense for it to align with the wider Torbay Story and Torbay Together Strategy, so that all place-related marketing is synergistic and reinforcing.

All of these factors therefore suggest it is timely to review the English Riviera brand to ensure the positioning of the destination will support the vision for tourism. This review must be market-focused and informed by the opinions and perceptions of current visitors and non-visitors (from the target segments identified within this plan).

The outcome of this research should be shared with businesses, partners and key stakeholders to consider what, if any, changes in approach are needed. This could include how the destination brand should be communicated in the marketplace, within a clear architecture of places and propositions which define the destination, position it clearly and convey what and where it is – and who it is for.

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BRANDING AND MARKETING ACTION					
	OUTCOME	MEASURED BY...	DELIVERY	RESOURCES	TIMETABLE
1. Market Research – primary research among leisure visitor and non-visitors to explore current brand perceptions and associations, names, places and straplines.	Increased market knowledge and insight to inform more effective marketing	Research outputs and action taken	ERBIDCo (lead), TDA (support)	£20,000 (per annum)	2022-23

BRANDING AND MARKETING ACTION	OUTCOME	MEASURED BY...	DELIVERY	RESOURCES	TIMETABLE
<p>2. Brand Strategy Review – informed by the findings of the market research, engage stakeholders in reviewing and updating branding strategy and marketing assets. Consider producing brand toolkits for businesses to adopt. Reconfigure marketing collateral and channels accordingly.</p>	<p>Improved destination awareness and appeal among target segments</p>	<p>Visitor Surveys, Media tracking,</p>	<p>ERBIDCo</p>	<p>£10,000 (one off)</p>	<p>2022-24</p>
<p>3. Marketing Strategy Review –review the marketing strategy and update accordingly to the themes and target segments in the DMP. Review and refine messaging/activity where appropriate.</p>	<p>Increased market exposure Increase visits from target segments</p>	<p>Visitor Surveys Content generated Sentiment tracking</p>	<p>ERBIDCo</p>	<p>Existing resources</p>	<p>2022-27</p>

5 DESTINATION DEVELOPMENT

The English Riviera is an established coastal destination, but intense competition and changing visitor markets mean there is a continual need to develop new and better experiences to drive more visits, tackle the seasonal imbalance and increase spending and benefits for local communities and businesses.

Tourism faces some big challenges generally – not least how to develop sustainably and respond to the climate crisis, there is also a need to think about growth that is sustainable. New developments, including those identified below, should all aim for zero carbon, and this should be evaluated as part of the business case/feasibility assessments. Finally, there is a need to manage expectations. Changes take time to deliver and are part of a ‘long game’ if the destination is to emerge stronger from the pandemic.

The priority themes which follow are not everything that can or will happen. Rather they are the focus for development which is pragmatic, deliverable and catalytic and which responds to the market opportunities for the English Riviera.

The four priority development themes are:

- 1. Food and Drink**
- 2. On The Water**
- 3. UNESCO Global Geopark**
- 4. Culture and Events**

These development themes are explained in detail below, setting out the next steps and priority actions with a clear rationale validating their status as the major strategic action areas of this DMP:



THEME 1 - FOOD AND DRINK

Expand and bring England's Seafood Coast concept to life. Re-launch with a focus on high-quality, local food and drink. Develop a reputation for food and drink that emphasises the sustainable production and consumption with stronger local supply chains across the English Riviera, and potentially wider into Devon and the South West.

RATIONALE

Food and eating out is increasingly important to visitors who seek authentic local experiences, but it is hard to be distinctive. The seafood sourced from Tor Bay's local waters is a strong Unique Selling Point. For visitors, it offers a 'flavour of the English Riviera and UNESCO Global Geopark' and the same product you can find in high end London restaurants at much better value. As well as flavours of the sea, there are flavours from the land to enjoy. Food and drink also offers an opportunity to fill and reinvigorate redundant spaces; and combined with music and entertainment can be a significant part of major events, as well as an opportunity for a standalone event in its own right.

ACTION	OUTCOME	MEASURED BY	DELIVERY (WHO)	RESOURCES	TIMETABLE
4. Sustainable Food and Drink Destination – revive the ERBID food and drink focus group, explore options to work with the Devon Food Partnership and Sustainable Food Place award. Focus on initiatives to promote local producers/businesses to 'taste the English Riviera and UNESCO Global Geopark', reduce food waste, sustainability and improve local supply chains. Develop appropriate support tools for businesses. Increase food and drink experiences, including pop-ups, 'try-me', making, tasting and cookery experiences.	5% annual growth in spend on local suppliers	Business Survey	ERBIDCo, Private Sector	£10,000 (per annum)	2022-27
5. Relaunch Seafood Feast as a Signature Event - the September food and drink event should become a signature event in the destination calendar. Increase annual visitor footfall, overnight stays and spend.	£2.5m of annual economic impact	Event Impact Survey	ERBIDCo, Private Sector, Torbay Council	£50,000 (per annum)	2022-27
6. Inspiring Dining – enable inspiring dining spaces, such as around the waterfront, pop-ups and redundant spaces/buildings to create special and unique places to eat and drink with a focus on quality and local.	£100,000 equivalent PR/media	Media Monitoring	Private Sector,	Existing resources	2023-27

	media coverage		Torbay Council		
OUR INSPIRATION					
<p>Shelter Hall is situated on Brighton’s seafront in a formerly derelict 15,000 sq. ft Victorian building. It is a pop-up food market that brings together seven independent kitchens and a bar, split over two indoor floors and an outdoor terrace. It offers emerging chefs a four-month residency, opening their first physical space and gain access to up to 100,000 customers at the venue including mentorship and training. Sessions, which operates Shelter Hall, is currently looking to expand to new destinations.</p>		<p>Duke Street Market opened in the heart of Liverpool city centre in 2019. Self-described as a ‘social eating concept’, it features six resident kitchens providing individual food concepts, a coffee kiosk, and bar within the shell of a restored 100-year old warehouse covering 5,000 sq. ft.</p>			



THEME 2 - ON THE WATER

Develop on/in the water products and activities across the destination with world class provision for ‘try-me’ visitor experiences, as well as providing adequate facilities and services for self-equipped enthusiasts. Develop the connection with the UNESCO Global Geopark designation, improving visitors’ awareness of the environment and link to land-based active experiences. Ensure all existing and new developments are designed, developed and operated sustainably and with a low-carbon impact.

RATIONALE

The 2021 ERBIDCo Visitor Survey found that 84% of visitors visited the beach/sea (23% of visitors gave this as the main reason for the visit). Water-based activities were pursued by 21% of visitors (5% of all visitors gave this as the main reason for their visit). 46% of those who did not take part in water-based activities found the idea appealing. Sport England states that 27.6% of the total active population are active outdoors, and according to the Watersports Participation Survey (2018) the volume of participants increased for the third year in a row. 94% of all watersports activities in 2019 took place at the coast, and 38% of all activities were in the South East and South West. The south coast dominates participation in boating activity. The most popular activities in 2018 included spending leisure time at the beach, coastal walking and outdoor swimming. There is a long-term trend for growth in surf/body/paddle-boarding, canoeing and small sailboat activities. Covid-19 has increased the interest and appeal of water-based activity and personal wellbeing, as evidenced through VisitEngland Covid-19 Sentiment Trackers (undertaken by BDRC).

ACTION	OUTCOME	MEASURED BY	DELIVERY (WHO)	RESOURCES	TIMETABLE
7. Watersports Hub Development – undertake a feasibility study into a watersports hub development ensuring any new facilities align to Carbon Neutral Torbay and the English Riviera UNESCO Global Geopark Environmental Policy Framework. Use any resulting new facilities to interpret the UNESCO Global Geopark telling ‘the story of the landscape’.	Feasibility study delivered	DMG monitoring	Torbay Council, Tor Bay Harbour Authority, TDA, ERUGGp	£20,000 (one off)	2023-24 (feasibility)
8. Business Development – enable on the water/watersports development by supporting businesses to establish themselves and grow.	10 businesses supported	Business Survey and DMG monitoring	Torbay Council, Private Sector, TDA	Existing resources	2022 – 27
9. Packaging On The Water Experiences – develop ‘On The Water’ experiences for distribution through new and established channels.	10 new experiences	Business Survey and	ERBIDCo, Private	Existing resources	2022 – ongoing

	presented over DMP life	DMG monitoring	Sector, Meet English Riviera		
OUR INSPIRATION					
<p>Coppet Hall Beach Centre in Saundersfoot, Pembrokeshire is a new building that contains a restaurant, watersports retail, activity centre, new public conveniences including family changing spaces and external beach showers. The Beach Centre is an environmentally friendly building - solar panels, air source heat pumps, a sedum roof, and improved footpath and cycling access all contribute to its BREEAM 'Excellent' rating. The restaurant 'Coast' focuses on using local ingredients and is recommended in the Michelin Guide. It was funded by a mix of private and public investment including Visit Wales' Coastal Tourism Project, part funded by the European Regional Development Fund through the Welsh Government.</p>		<p>Sideshore is a community-owned watersports centre that opened in 2020 in Exmouth. As well as a watersports centre offering equipment hire, lessons and wellness activities, the development includes a casual seafront bar, restaurant and café run by Exeter celebrity chef Michael Caines. It is a Community Interest Company (CIC) made up of representatives from the local area. It aims to be the most sustainable building it can possibly be - all tenants have signed "green leases" to ensure there is a ban on all single use plastics, twice as many solar panels were installed than the recommended coverage to generate as much renewable energy as possible, EV charging points and bike racks have been installed to encourage greener modes of transport, and construction was undertaken by a local firm, using 100% local staff.</p>			

THEME 3 - UNESCO GLOBAL GEOPARK

The UNESCO Global Geopark designation is an international mark of quality and distinctiveness. Because Geoparks are about the connection between a landscape and people, the UNESCO Global Geopark essentially tells the story of the English Riviera and the story of its landscape. Key opportunities are to use existing and new experiences and locations to tell those stories in original and imaginative ways, highlighting and reinforcing the designation and running the UNESCO Global Geopark ‘story of the landscape’ through themes such as Heritage, Culture, Food and Drink, and Leisure. Sustainable tourism, Geo-tourism and ‘Slow Tourism’ initiatives are consistent with protecting and interpreting the landscape and reinforce the UNESCO Global Geopark designation.

RATIONALE

2020 research¹⁰ showed that 76 UK UNESCO designated destinations benefited from £151m of additional revenue as a result of their designation, mostly in the form of tourism revenues. The designation is more than geology – it is a wraparound for the heritage and culture of this unique area. While Geoparks are not well understood by visitors, the UNESCO designation nonetheless brings with it a reputation for quality and distinctiveness that should be the foundations for destination development. As the designation must be revalidated every four years, the development of relevant tourism product strengthens the likelihood of retaining the designation.

ACTION	OUTCOMES	MEASURED BY	DELIVERY (WHO)	RESOURCES	TIMETABLE
<p>10. Geopark Interpretation – integrate UNESCO Global Geopark into more products, experiences, visitor information and support businesses with creative storytelling and visual branding. Explore the options to further engage with businesses to develop ideas, such as simple toolkits and workshops. Explore developing Geopark Ambassadors to help tell the story of the Geopark while supporting the visitor welcome.</p>	<p>10% of tourism businesses using UNESCO Global Geopark in information/marketing</p>	<p>Business Survey</p>	<p>English Riviera UNESCO Global Geopark (ERUGGp), Private sector</p>	<p>£10,000 (one off)</p>	<p>2022-27</p>

¹⁰ UNESCO National Value Report UK (2020)

ACTION	OUTCOMES	MEASURED BY	DELIVERY (WHO)	RESOURCES	TIMETABLE
<p>11. Digital Geopark trails – develop options and implement digital trails for use on mobile devices with integrated interpretation.</p>	<p>3 new digital trails created and 5000 users/ downloads</p>	<p>Usage figures for trail downloads</p>	<p>ERUGGp, ERBIDCo</p>	<p>£15,000 (one off)</p>	<p>2023-27</p>
<p>12. Designated Landscape Partnership Trails and Promotion – explore opportunities to work with other designated landscapes across the South West to promote the collection of unique landscapes and monuments.</p>	<p>Twice yearly planning meetings held</p>	<p>DMG monitoring</p>	<p>ERUGGp</p>	<p>Existing resources/ to be determined</p>	<p>2023 - 27</p>

OUR INSPIRATION

The Jurassic Coast stretches 95 miles along England’s South West coast from Exmouth in Devon to Swanage in Dorset. It became a World Heritage Site in 2001 for the outstanding universal value of its rocks, fossils and landforms. It celebrates the UNESCO World Heritage Site status it has been given by explaining on its [website](#) ‘what’s in it’ for a prospective visitor and making it meaningful to them. [Visitdorset.com](#) uses the strapline ‘Home of the Iconic Jurassic Coast’, giving prospective visitors the idea that they are going to experience something of real significance with a visit to the destination.



Isle of Wight was declared a UNESCO Biosphere in 2019. The focus on the tourism side has been to use the Biosphere status as a stamp of a high quality environment and to underline the opportunities to explore that natural environment sustainably on foot or on a bike. It links existing quality natural environment experiences to the new designation. In particular, it uses the Biosphere designation to underline the quality of its stargazing experiences and Slow Travel. It explains what Biosphere means to its visitors simply and clearly on its [website](#) and provides hyperlinks to more information where appropriate. It provides a joined-up visitor experience in the natural environment via an app with cycle and walking routes, incorporating attractions and places to stay, maps and user reviews. It encourages and incentivises tourism businesses to value the environment via a green star programme that also helps visitors know which establishments support slow travel and other environmental actions.



THEME 4 - CULTURE AND EVENTS

Identify and develop four Signature Events for the English Riviera. This might include support for the growth and development of existing or new events to align with the objectives in the DMP. The cultural offer across Torbay includes a variety of venues and a programme of visual and performing arts. Given the importance of the UNESCO Global Geopark and the natural environment, it would be beneficial to consider how culture can be delivered in the natural environment as part of regeneration projects, UNESCO Global Geopark plans, orientation and interpretation. The use of sculpture and public art, lighting and events can help animate and interpret these special places.

RATIONALE

Culture and events can bring a range of direct (economic) and indirect (reputation, wellbeing, quality of life) benefits. They help animate the destination, local cultural and event programmes can strengthen the sense and distinctiveness of the place, and these are the reasons why the Council has planned significant investment over the next three years. The benefits and opportunities are well articulated in the English Riviera Cultural Tourism Strategy and these recommended actions align with the ERBID2 Business Plan and Torbay Council Outdoor Events Strategy.

ACTION	OUTCOMES	MEASURED BY	DELIVERY (WHO)	RESOURCES	TIMETABLE
13. Signature Events – undertake a critical appraisal of current programming against clear criteria (e.g. seasonal benefits, environmental impact, market focus, economic impacts, reputation etc) Identify and delivery four Signature Events that align to the objectives, key themes and audiences of the DMP.	£8m of annual economic impact	Event Economic Impact surveys	Torbay Culture, Torbay Council, ERBIDCo	£200,000 (one off, existing)	2022-27
14. Animating the Destination – explore options to commission a series of public art installations over the life of the DMP. Work with Torbay Culture and local artists to enliven and animate the destination. Thread the UNESCO Global Geopark story through these projects.	5 new installations over life of the DMP	DMG monitoring	Torbay Culture, Torbay Council	£75,000 (one off)	2022-27

OUR INSPIRATION

Blackpool’s CultureBlackpool project showcases and highlights the cultural offer that currently exists in-resort to visitors and residents. It has created a new partnership between public and private sector partners to promote Blackpool’s back story of architecture, heritage, exhibitions, internationally acclaimed installations and events to its 142,000 residents and 18 million visitors. It has launched a new *B/Side* Campaign in a bid to flip expected perceptions of Blackpool and persuade people to ‘tune in’, look up and around, and to appreciate the cultural side of the resort.



Galway is renowned for its vibrant lifestyle and for hosting numerous festivals such as [Galway International Oyster Festival](#), an annual free event held on the last weekend of September in the centre of the city attracting tens of thousands of visitors. According to Tourism Ireland, it has been called “one of the greatest events on earth”.



6 DESTINATION MANAGEMENT

The visitor experience must be a consistent high-quality right across the destination with 'brilliant basics' (parking, access, toilets, services, waste etc), animated and attractive towns in which to stay, linger, shop and eat, alongside the attractions and experiences that are the main draw.

The 'brilliant basics' are things which don't in themselves drive visits, but influence visitor's enjoyment, spend and dwell-time in the destination; and crucially if they are missing or poorly managed will negatively influence the resort's reputation.

The public sector usually has an important role to play and while the Destination Management Group is not responsible for these services, it needs to influence and engage with those who are responsible.

There are seven Destination Management Priorities as illustrated in Figure 2. The actions for each priority are set out below.

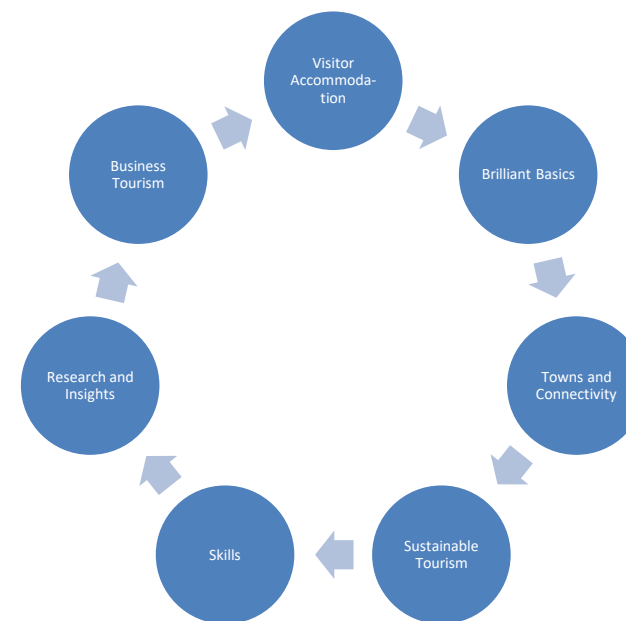


Figure 2: Destination Management Priorities

PRIORITY 1 - VISITOR ACCOMMODATION					
<p>The management of accommodation change of use with Council planning policies is essential to avoid the risk and drift toward low quality visitor accommodation. This includes the provision of temporary, emergency and short-term residential accommodation within the areas of tourism, (e.g. Core Tourism Investment Areas), which could damage the reputation of the destination and create conflict with neighbouring visitor-focused businesses. It is better to support the transition to alternative uses which complement the ambitions for the remaining visitor accommodation and the objectives set within this Plan to drive the visitor economy. Torbay has 31,000 bedspaces and, even though half of it is non-serviced, the remaining 15,000 spaces still represents an over-supply.</p>					
ACTION	OUTCOME	MEASURED BY...	DELIVERY	RESOURCES	TIMETABLE
<p>15. Policy Review – review the Local Plan and prepare supplementary planning documents to assist in transition of redundant accommodation.</p>	<p>2% reduction in serviced accommodation stock</p>	<p>Hotel Stock Study in 2027</p>	<p>Torbay Council</p>	<p>Existing resources</p>	<p>2023-27</p>

PRIORITY 2 - BRILLIANT BASICS					
<p>Public services and open spaces, such as beach management, cleansing, signage, toilets, grounds maintenance, planting, parking, public safety and lighting are all examples of things which contribute to the visitor welcome, experience, enjoyment and overall satisfaction of the destination. Consideration is therefore needed for the management of these services to support the objectives of this plan to grow the visitor economy all year round. Service providers, such as Torbay Council, should welcome the findings from visitor surveys and the DMG should ensure this happens and for the relevant services to proactively engage and where possible improve these ‘Brilliant Basics’.</p>					
ACTION	OUTCOME	MEASURED BY...	DELIVERY	RESOURCES	TIMETABLE
<p>16. Joint Response to Visitor Surveys – undertake a review exercise across delivery teams to plan actions that address the findings of visitor surveys.</p>	<p>Lift all survey scores above 4 or by 0.5 points ('21 baseline)</p>	<p>(Annual) Visitor Survey</p>	<p>Torbay Council, ERBIDCo, TDA (support)</p>	<p>Existing resources</p>	<p>2022-27</p>

PRIORITY 3 - TOWNS AND CONNECTIVITY

There are examples of excellent public realm across the three towns, but there are also areas in which it is poor and areas where retail is struggling. In some cases, investment through the Towns Fund and other programmes are being used to improve the public realm, but further work is needed in areas that include for example around the Inner Harbour in Torquay and the area around Brixham Harbour. These are areas with potential for visitors and which would benefit from improved design and investment.

The three towns are part of the 'English Riviera' offer and connectivity between the towns should be reviewed to see how it can be improved for visitors. This includes travel on foot and by bike, as well as public transport by water and bus. Future development of cruise-tourism by Tor Bay Harbour Authority and ERBIDCo, should aim to maximise the impact from day visitors in terms of spend and actively address and mitigate environmental impacts.

ACTION	OUTCOME	MEASURED BY...	DELIVERY	RESOURCES	TIMETABLE
17. Public Realm Improvement – further develop public realm improvement plans for visitor areas. Focus on Brixham Harbourside and Torquay Inner Harbour to complement and enhance improvements around the Strand.	Score 4.5 on Visitor Survey in these specific locations	(Annual) Visitor Survey	Torbay Council, TDA (support)	£75,000 (tbd, one off)	2022-27
18. Bus Network Improvements – explore options to rename (rather than number) the visitor routes and align to the Geopark story e.g. 'The English Riviera Route'.	Score 4.5 on 'Public Transport – Quality'	(Annual) Visitor Survey	ERBIDCo, ERUGGP, transport providers	Tbd	2022-23
19. Cruise Development – develop shore excursions and tailor-made experiences for cruise operators which relate to the development themes of this DMP.	Three new shore excursion programmes developed	Business survey and cruise arrivals	Private sector, ERBIDCo, Tor Bay Harbour Authority	Existing resources	2022-24

PRIORITY 4 - SUSTAINABLE TOURISM

There is a growing imperative to address climate change and consider measures that would have the greatest impact in reducing the climate impact from tourism to the English Riviera. Baselineing the current impacts and developing measures that work across the three domains of business, visitors and the destination (public sector) will drive improvements. Ensuring low-carbon actions are implemented as part of any new developments, including those outlined in our development priorities, is necessary if the English Riviera is serious about becoming a sustainable destination. There is an opportunity to use the UNESCO Global Geopark designation as a focus for sustainable tourism in the area and a hook to engage with businesses.

ACTION	OUTCOME	MEASURED BY...	DELIVERY	RESOURCES	TIMETABLE
20. Green Tourism Awards for Business – businesses encouraged to achieve the Green Tourism Award (or other scheme) to showcase exemplars of good practice and supporting the overall reputation of the destination.	5% of tourism businesses accredited by Green Tourism	Award take up	ERUGGp, Private sector, ERBIDCo	Funded by business	2022-27
21. Glasgow Declaration – explore the options to sign up to the UNESCO Glasgow Declaration on Climate Change as a commitment to a more sustainable visitor economy.	Deliver Declaration Action Plan	Annual monitoring of Plan	DMG	Existing resources	2022-27

PRIORITY 5 - SKILLS

Making tourism an attractive career choice for young people with exciting career pathways needs to start early and is essential to growing the visitor economy. Connecting businesses with educational establishments for work experience, career talks and to highlight the career pathways will help to relaunch the sector and recover from the impacts of Covid-19.

Tourism is a broad sector encompassing accommodation, culture, heritage, activities, events, hospitality, attractions, tour operators and more, all requiring a mixture of universal and specialist skills and offering long term, all year-round career options. The English Riviera is fortunate to have South Devon College in its boundary. There are a wide range of skills and education programmes delivered by the College including 16-18 year old studies, Apprenticeships, Adult Skills and Higher Education, which can support increasing skills and employment in the sector. The College also has a good reputation of working with businesses to develop curriculum to meet the needs of the sector, (e.g the alignment of the UNESCO Geopark with outdoor curriculum). These opportunities should be further explored further, as well as improving links with local schools and Careers Information Advice and Guidance.

ACTION	OUTCOME	MEASURED BY...	DELIVERY	RESOURCES	TIMETABLE
22. Education Business Plans for Tourism – annual plan for business engagement in education supporting career pathways for young people.	10 businesses engaged	Review of annual plan	SDC, Private Businesses	Existing resources	2022-27
23. Workforce Skills – annual plan to increase business engagement to improve the skills of the workforce (and the unemployed) through take up of programmes.	10 businesses engaged	Review of annual plan	SDC, Private Businesses, TDA	Existing resources	2022-27

PRIORITY 6 - RESEARCH AND INSIGHTS

Research, data and insights is an important function which will help better understand English Riviera visitors, track performance and assess the impact of the DMP. As well as visitor research, economic impact studies and accommodation performance should be used to track destination performance. A small number of KPIs including accommodation occupancy and yield, destination spend and employment are the best measures for tracking performance. More detailed analysis can be added to this baseline and ad hoc studies (e.g. Visitor Surveys, Overseas Market Studies etc) can be undertaken over time.

ACTION	OUTCOME	MEASURED BY...	DELIVERY	RESOURCES	TIMETABLE
23. Annual Performance Review – deliver a number of annual surveys to review destination performance.	Surveys delivered and shared with businesses/ stakeholders	Review of ERBIDCo business plan activity	ERBIDCo	£40,000 (per annum)	2022-27

PRIORITY 6 - BUSINESS TOURISM

Support should be given to the development of Meet English Riviera to capitalise on the growth opportunities for business tourism. While competition is fierce, the range and quality of venues in the English Riviera and the proximity to business and universities in Exeter, Plymouth and the surrounding area does present some opportunities. In the short term, many of these opportunities are constrained by Covid-19, but over the period of this DMP the sector is likely to recover. The £70bn value of the sector dropped by £59bn in 2020 and, despite some recovery in late 2021, is likely to take some time to fully recover due to international travel restrictions and risks to event organisers. Improving the capability of businesses to offer hybrid events will continue to be important for future success.

ACTION	OUTCOME	MEASURED BY...	DELIVERY	RESOURCES	TIMETABLE
24. Meet English Riviera – develop activity to support conference sales and marketing activity over the life of the DMP.	£5m value of conference bookings over life of DMP	Enquiry monitoring	Meet English Riviera	£25,000 (per annum)	2022-27

7 DELIVERY AND ORGANISATION

ROLES AND RESPONSIBILITIES

The Destination Management Group (DMG) has a critical role in bringing the different organisations and tourism businesses together to create an integrated approach to development, marketing and management of the English Riviera. Places that do tourism ‘well’ are joined up in their ambition and approach – a fact highlighted in the recent independent De Bois review of DMOs and further reinforced locally by the rollout of the ‘Torbay Story’.

The English Riviera should therefore continue with its approach to destination management, with the DMG having collective responsibility for implementing the new Destination Management Plan, making best use of existing resources, working together in partnership and attracting further investment where needed to deliver the DMP's objectives.

There are some clear roles and responsibilities for the different DMG partners, and for this plan to be effectively implemented public services, operational leads and frontline tourism businesses should also be involved. This will help to drive the experience and offer for visitors, supporting the marketing of the destination and working collaboratively to progress the DMP priorities. The approach to take with involving tourism businesses should be led by the English Riviera BID Company (who represent all ERBID levy paying businesses).

The DMG is working well. With the fresh impetus and focus of this Plan, the DMG should be the main body for delivering and monitoring progress. The mix of private and public sector partners is representative of the sector and while membership should be continually reviewed, the DMG should not grow too big and unmanageable. Within the partnership different organisations will lead on priorities relevant to their specialist knowledge and capabilities E.g:

- ▶ ERBIDCo will lead on destination marketing, brand delivery, industry engagement and visitor research.
- ▶ South Devon College will lead on skills and connecting the tourism industry to careers advice.
- ▶ TDA will continue to provide secretariat support to the DMG.
- ▶ Torbay Council will lead on public services and the ‘brilliant basics’.
- ▶ Meet English Riviera, English Riviera Global Geopark Organisation, Torbay Culture Board, Torbay Business Forum and Tor Bay Harbour Authority will lead or support on the specific actions identified within the DMP.

It is also important to recognise that the DMG and its members are giving their time in addition to their ‘day job’ and there are demands arising from the DMP which need a resourced executive to take them forward (secretariat support is currently provided by TDA).

This document clearly sets out who is responsible for different priorities and actions and this reflects the specialism, knowledge and capabilities of the DMG partners.

ACTION	OUTCOME	MEASURED BY...	DELIVERY	RESOURCES	TIMETABLE
25. DMG Terms of Reference and Annual Review – Terms of reference, including membership, frequency of meetings, responsibilities for actions and progress monitoring on an annual basis	Annual TOR and action plan progress	Annual Review	TDA	Existing resources	2022-27

INVESTMENT AND RESOURCES

The DMP provides a strategic approach to developing the destination over the next five years. In some cases, the immediate next steps necessitate further work such as feasibility studies or development plans, and the DMP provides the template against which future investment can be evaluated. Detailed planning will identify specific resource requirements over and above existing allocations.

Delivery may require re-allocation or re-focussing of existing resources. Having a detailed DMP will also support funding bids from Government or other agencies. The UK Government published its Tourism Recovery Plan¹¹ in June 2021 and will identify the support available at business, destination and national level. While the overall headline budgets are substantial, the funds identified in many cases cover a range of economic sectors and the whole of England. Nonetheless for a destination with a clear plan and a built-in commitment to partnership working, the following in particular offer opportunities for the English Riviera, (some of which you have already secured support from):

¹¹https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/992974/Tourism_Recovery_Plan_Web_Accessible.pdf

- ▶ Town Fund Investment
- ▶ Future High Streets Fund
- ▶ Cultural Investment Fund
- ▶ Green Recovery Challenge Fund
- ▶ £900m Getting Building Fund
- ▶ Levelling Up Fund
- ▶ UK Shared Prosperity Fund
- ▶ Lottery Funding

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It is also expected that Net Zero 2050 policies will result in investment in carbon reduction initiatives.

ACTION	OUTCOME	MEASURED BY...	DELIVERY	RESOURCES	TIMETABLE
26. Resource schedule –development of detailed plans against the DMP actions, identify resource requirements and sources of funding	Investment for DMP actions	Annual DMG Review	DMG partners	Existing resources	2022-27
27. Investment criteria – agree criteria to support investment decisions within DMP actions, vision and objectives	Clear criteria for DMP action and investment	Annual DMG Review	DMG partners	Existing resources	2022-27

Note:

Resource requirements within this DMP are estimated and further detailed review is required to determine the extent to which costs can be met from existing resources. Delivery arrangements and lead organisations are subject to change and re-allocation by DMG partners.

Meeting: Cabinet **Date:** 24 May 2022

Wards affected: All

Report Title: Torbay on the Move; ‘More people, more active, more often’

When does the decision need to be implemented? May 2022

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

Director/Divisional Director Contact Details: Kevin Mowat, Director of Place. Kevin.mowat@torbay.gov.uk

1. Purpose of Report

- 1.1 In 2018 a series of recommendations were made through the Director of Public Health’s Annual Report; Torbay on the Move. In partnership with Active Devon, we have undertaken a review of Torbay on the Move and delivered a consultation with partners and key stakeholders across Torbay.
- 1.2 The consultation models used have increased our understanding of the strengths of Torbay and its residents as well as the opportunities for making a difference for our communities.
- 1.3 Four main findings have arisen from the consultation process. These are set out in the supporting document and below, together with a series of recommendations which the Council is asked to consider and commit to.
- 1.4 Eight Strategic Outcome Themes have been identified for Torbay on the Move:

Active Environments	Active Travel	Active Schools	Active Health
Active Clubs	Active Places	<i>Active for All</i>	<i>Active Workforces</i>

The final two themes in *italics* are cross-cutting in nature and underpin the other six themes.

2. Reason for Proposal and its benefits

- 2.1 The proposals in this report help us to deliver against our corporate objectives of wanting our residents to thrive; turning the tide on poverty; reducing inequalities and making Torbay a premier resort in the UK. We will help to deliver this ambition by;
- 2.1.1 Increasing physical activity levels across Torbay, which has the potential to make a positive contribution, not just to the health and wellbeing agendas but also to the local economy and the environmental agenda with an established link to cleaner air, less carbon produced and cleaner and safer roads.
 - 2.1.2 Realising the range of benefits of physical activity (including sport) at both an individual and societal level. It is proven to have significant health benefits for hearts, bodies and minds and it contributes to the prevention and management of noncommunicable diseases such as cardiovascular diseases, cancers, and diabetes.
 - 2.1.3 Reducing the symptoms of depression and anxiety, as well as the enhancement of thinking, learning and judgement skills through physical activity; ensuring healthy growth in young people and improves overall wellbeing.
 - 2.1.4 Addressing physical inactivity which is known to increase the risks of experiencing poor physical and mental health and has a strong link with lower life expectancy. In Torbay there is a gap in life expectancy between the most and least deprived quintiles of 8 years.
 - 2.1.5 Improving the physical inactivity profile of Torbay were currently 1 in 4 Adults and 1 in 4 Children & Young People are physically inactive. The impact of physical inactivity and obesity falls hardest on those from lower income backgrounds rates for both being higher among children and adults from the most deprived areas. Children aged five from the poorest income groups are twice as likely to become obese compared to their more well-off counterparts and by age eleven they are three times more likely to become obese.
 - 2.1.6 Reducing the burden on the public purse by helping Torbay residents become more resilient to the daily challenges they face; challenges which have increased in recent times as a result of the pandemic and inflation.
- 2.2 The Torbay on the Move strategy has close alignment to other key strategic priorities including the Torbay place story and 'One Torbay: Working for all Torbay', the Community and Corporate Plan 2019-2023.
- **Active Environments** has alignment with the **Thriving People** vision
 - **Active Travel** has alignment with the **Tackling Climate Change** Vision
 - **Active Schools** has alignment with the **Thriving People** Vision
 - **Active Health** has alignment with the **Thriving People** Vision
 - **Active Clubs** has alignment with the **Thriving Economy** Vision
 - **Active Places** has alignment with the **Council fit for the Future** Vision

Sharing the Torbay on the Move strategy across the council and aligning with other key strategic objectives is important to increase the likelihood for success and reduce the potential for duplication or confusion. Page 89

- 2.3 Investing in the proposed way of working will require a sizeable shift from transactional behaviours to transformational. Typically, a shift of this nature takes long-term sustained commitment alongside investment in people and resources to develop and implement new ways of working.
- 2.4 There is a significant opportunity to continue to engage with Community Partners and capitalise on the commitment and energy given to the consultation process. Delivering Torbay on the Move will require close community working and supporting local solutions resulting in increased community resilience with the Council as an enabler for change.

3. Recommendation(s) / Proposed Decision

That the Torbay on the Move Findings Report and recommendations as set out below, be approved:

- i) Endorse the proposed Strategic Outcome Themes and pull them together into overarching strategy documentation;
- ii) Commit to a 'Whole Systems' approach as the way of working to deliver the outcomes of Torbay on the Move;
- iii) Communicate Torbay on the Move internally within the Council (including SWISCO & TDA) to ensure broad support for the strategy, break down silos and foster internal collaboration; and
- iv) Give its support to the formation of a 'Strategy Oversight Group' to consist of leaders from within the Council and Community partner organisations. Group's remit to be taking forward delivery, overseeing and distributing investment (where available) and providing collective leadership.

Appendices

Appendix 1: Torbay on the Move; 'More people, more active, more often' Findings Report

Background Documents

None

1. Introduction

- 1.1 Torbay on the Move was launched in 2018 with a series of recommendations that sought to increase physical activity levels in Torbay.
- 1.2 Work has been done and progress has been made but a lot more is needed to ensure a positive behaviour change and a shift in activity levels to improve overall population health and wellbeing.
- 1.3 A simple vision statement is being proposed to act as a unifying force for Torbay Council and its partners.
- 1.4 With investment and capacity, increasing activity levels across Torbay has the potential to make a positive contribution, not just to health and wellbeing agendas but also to the local economy and the environmental agenda with an established link to cleaner air, less carbon produced and cleaner and safer roads.
- 1.5 The Torbay on the Move Findings Report concluded that the following approach is required to make a significant impact on activity levels and overall health and wellbeing in Torbay:

Overarching Strategy - There is a requirement to produce external facing strategy documentation which clearly articulates the Council's vision for Torbay on the Move and the intended audiences.

Priority Audiences - Torbay on the Move should aim to support people with lower incomes or experiencing poverty; people with a disability or long-term health conditions including mental health difficulties, and children and young people. Focusing on these groups will provide the biggest gains and best value for public investment and shared resources.

Whole Systems Approach - There is a requirement to adopt an overarching methodology for Torbay on the Move, to assist with tackling the complex challenge of inactivity. [A whole system approach works with communities and stakeholders to both understand the problem and to support identification and testing of solutions.

Maximising Strategic Alignment - Torbay on the Move needs to be recognised across the various Council Departments as an enabling strategy that can support wider corporate goals.

2. Options under consideration

- 2.1 If we do nothing at all, we will have very little impact on activity rates in Torbay. Overall health and wellbeing will not be supported by improvements in our population's participation in physical activity.
- 2.2 If we carry on with the silo, disconnected approach currently being taken which will have little impact on activity rates and improved health and wellbeing of our population.
- 2.3 If we move forward with a strategy for physical activity and sport, we will have strategic alignment within the Council and with external partners as well as a strategic direction for gaining the best possible impact on physical activity rates and therefore improvements in overall health and wellbeing.

3. Financial Opportunities and Implications

- 3.1 The consultation process has unearthed opportunities to make a difference without additional investment using the capacity that already exists in the system. To capitalise on these opportunities, there needs to be a clear 'call to action' and we consider producing and sharing the strategy is the catalyst for this.
- 3.2 Other opportunities exist where small amounts of funding can make the difference between something 'happening' and 'not happening' so investment will make the difference here.
- 3.3 Finally, there are of course bigger opportunities where more significant funding either into capacity or resources is needed.
- 3.4 Decisions taken over funding and investment will need to be consistent with the aim of tackling inactivity and supporting those that are most disengaged.

4. Legal Implications

- 4.1 None

5. Engagement and Consultation

- 5.1 Recognised methodologies have been used to gather and interpret insight from key partners, stakeholders, and members of the community.

5.2 Efforts were made to identify a broad range of stakeholders who had an interest in improving the lives of people in Torbay. These stakeholders were then surveyed. A small number of stakeholders were invited to take part in focus groups and workshops. A small number participated in deep-dive 1:1 interviews.

5.3 Fifty-two organisations completed the survey, with a further eight individuals being interviewed. Thirty-five individuals attended focus groups and 39 individuals attended two workshops to codesign the vision.

Approach	Date	Stakeholders Consulted
Survey	12 th October – 18 th November	52 responses from individuals
Interviews	November – February	8 x 1-2-1 interviews
Focus groups	November – January	5 (5 different stakeholder focus groups)
Workshops	19 th & 25 th January	19 & 20 participants

6. Purchasing or Hiring of Goods and/or Services

6.1 Not applicable

7. Tackling Climate Change

7.1 Active Travel has a key role to play in the council's commitment to tackling climate change being a key contributor to reducing Torbay's carbon footprint.

7.2 This theme featured strongly throughout the consultation within the survey and workshops, with active travel helping to connect people with place. Torbay's Local Cycling and Walking Infrastructure Plan (LCWIP) is clear in its statement that this adoption is a crucial step for Torbay in achieving our vision for Torbay to be a place that thrives. Investment in cycling and walking schemes can help address challenges and supporting improved public health through active travel.

7.3 People in Torbay want to feel safe within their local communities, and identified that good clear pathway's, improved lighting, safer cycling and walking routes, a reduction of cars on the road and enhanced bus routes will help to support more people choosing active travel.

7.4 Taking a whole systems approach and applying behaviour change principles and methodologies will help to increase physical activity with more people walking and cycling, creating a safer, greener, more connected place.

8. Associated Risks

8.1 If this strategy is not implemented, an efficient, cohesive approach would be missed, and we would forego the opportunity to achieve the greatest impact to overall health and wellbeing through increased physical activity.

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	YES		
People with caring Responsibilities	YES		
People with a disability	YES		
Women or men	YES		
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)	YES		
Religion or belief (including lack of belief)	YES		
People who are lesbian, gay or bisexual	YES		
People who are transgendered	YES		
People who are in a marriage or civil partnership	YES		
Women who are pregnant / on maternity leave	YES		
Socio-economic impacts (Including impact on	YES		

child poverty issues and deprivation)			
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	YES		

9.1 This strategy supports the promotion of and participation in physical activity and sport for all, no matter age, gender, ability, disability, sexuality, nationality, race, religion etc. This is clearly identified in the Active for All strand of the strategy.

10. Cumulative Council Impact

10.1 Torbay on the Move will see a positive impact across several areas including but not limited to; reducing the Council’s carbon footprint through encouraging walking and cycling; improved benefits to overall health and wellbeing; benefits to mental health, benefits to our Tourism offer and reducing demands on other health services.

11. Cumulative Community Impacts

11.1 Torbay on the Move will see a positive impact across several areas including but not limited to; reducing the Council’s carbon footprint through encouraging walking and cycling; improved benefits to overall health and wellbeing; benefits to mental health, benefits to our Tourism offer and reducing demands on other health services.

Torbay on the Move

*‘More people, more active,
more often’*

TORBAY

COUNCIL



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1. Executive Summary

Torbay on the Move was launched within Torbay Council in 2018 as a series of recommendations that sought to increase physical activity levels in Torbay. Active Devon and Torbay Council's Public Health team have undertaken a review of Torbay on the Move and a consultation with partners and key stakeholders across Torbay.

Use of the recognised SOAR model for the consultation (see appendix 2) has increased understanding of the strengths of Torbay and the opportunities for making a difference for our communities. Four main findings arise from the consultation process. These are set out below, together with a series of recommendations which the Council is asked to consider and commit to: -

Finding 1 – Overarching Strategy

There is a requirement to produce external facing strategy documentation which clearly articulates the Council's vision for Torbay on the Move and the intended audiences.

Finding 2 – Priority Audiences

Torbay on the Move should aim to support people with lower incomes or experiencing poverty; people with a disability or long term health conditions including mental health difficulties, and; children and young people. Focusing on these groups will provide the biggest gains and best value for public investment and shared resources.

Finding 3 - Whole Systems Approach

There is a requirement to adopt an overarching methodology for Torbay on the Move, to assist with tackling the complex challenge of inactivity. [A whole system approach works with communities and stakeholders to both understand the problem and to support identification and testing of solutions.]

Finding 4 – Maximising Strategic Alignment

Torbay on the Move needs to be recognised across the various Council Departments as an enabling strategy that can support wider corporate goals.

Recommendation 1 – Endorse the proposed Strategic Outcome Themes and pull them together into overarching strategy documentation.

Recommendation 2 – Commit to a 'Whole Systems' approach as the way of working to deliver the outcomes of Torbay on the Move.

Recommendation 3 – Communicate Torbay on the Move internally within the Council (including SWISCO & TDA) to ensure broad support for the strategy, break down silos and foster internal collaboration.

Recommendation 4 – Give its support to the formation of a 'Strategy Oversight Group' to consist of leaders from within the Council and Community partner organisations. Group's remit to be taking forward delivery, overseeing and distributing investment (where available) and providing collective leadership.

2. Introduction

The Torbay on the Move strategy aims to support and encourage residents to be active in a way that works for them and at a level that provides significant benefits to physical and mental wellbeing.

A range of partners across Torbay joined together to contribute to the consultation process and have provided insight on the strengths and assets of Torbay and shared experience. They also contributed to the creation of a vision for Torbay on the Move;

Torbay on the Move

'More people, more active, more often.'

This simple vision statement is being proposed to act as a unifying force for Torbay Council and its partners.

With investment and capacity, increasing activity levels across Torbay has the potential to make a positive contribution, not just to health and wellbeing agendas but also to the local economy and the environmental agenda with an established link to cleaner air, less carbon produced and cleaner and safer roads.

Eight Strategic Outcome Themes have been identified for Torbay on the Move:

- Active Environments
- Active Travel
- Active Schools
- Active Health
- Active Clubs
- Active Places
- Active for All
- Active Workforces

The final two themes are cross-cutting in nature and underpin the other six themes.

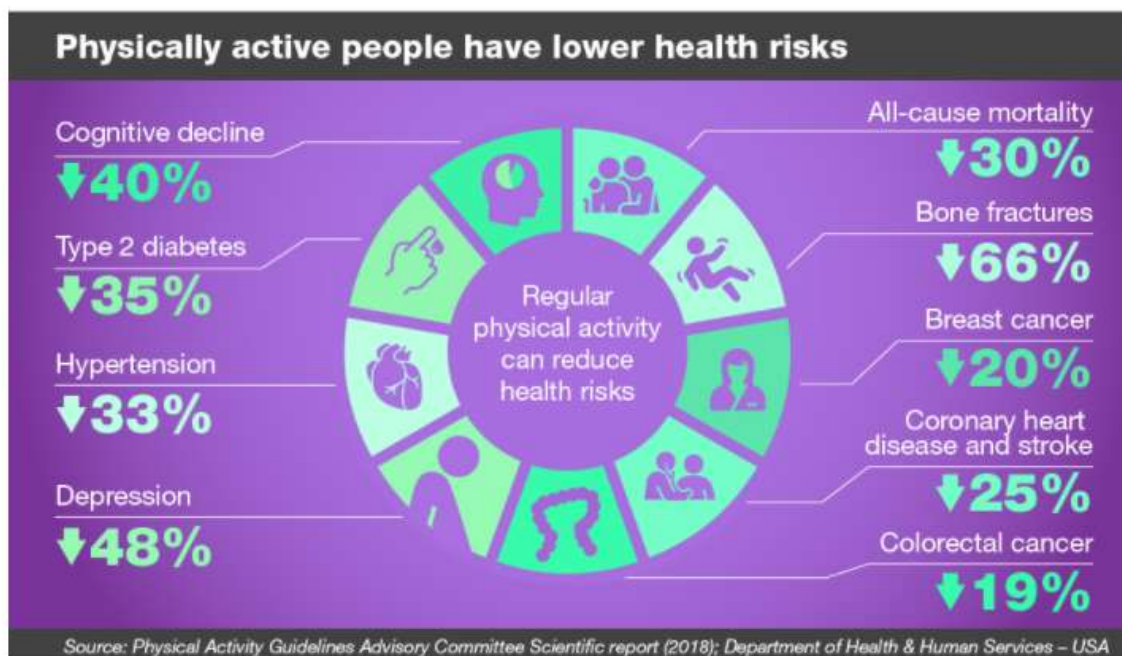
Equally important to the identification of the Strategic Outcome Themes is the approach taken in the development and roll out of Torbay on the Move. Adopting a place based and whole system approach is considered critical to increasing the likelihood of population level change.

3. Context

Physical Activity & Sport

Physical activity (including Sport) has a range of benefits at both an individual and societal level. It is proven to have significant health benefits for hearts, bodies and minds and it contributes to the prevention and management of noncommunicable diseases such as cardiovascular diseases, cancers and diabetes. Physical activity reduces symptoms of depression and anxiety, enhances thinking, learning and judgment skills, ensures health growth and development in young people and improves overall wellbeing. [Source: World Health Organisation(WHO)].

The Sport and physical activity sector has a significant contribution to the economy. Every year, leading an active lifestyle prevents 900,000 cases of diabetes and 93,000 cases of dementia (the UK's leading cause of death) – a combined saving of £7.1 billion to the UK economy (Sport England, Uniting the Movement). Every £1 invested into community sport and physical activity generates nearly £4 for England's economy and society.



Conversely, inactivity increases the risks of experiencing poor physical and mental health and has a strong link with lower life expectancy. In Torbay there is a gap in life expectancy between the most and least deprived quintiles of 8 years.

- Globally, 1 in 4 adults do not meet recommended physical activity levels
- Up to 5 million deaths a year could be averted if the global population was more active
- People who are insufficiently active have a 20% to 30% increased risk of death compared to people who are sufficiently active
- More than 80% of the world's adolescent population is insufficiently physically active [Source: World Health Organisation (WHO)].

Deprivation in Torbay

Torbay has areas of severe deprivation. As a local authority area, Torbay is amongst the most deprived in England. It is the most deprived local authority area in the Southwest region. Within Torbay around one-in-three of the population live in areas in the top 20% most deprived in England, (Population Overview, Torbay).

Activity rates within Torbay

Data from the Adult Active Lives Survey and Children & Young People's survey shows that 1 in 4 Adults in Torbay and 1 in 4 Children & Young People are physically inactive. The impact of physical inactivity and obesity falls hardest on those from lower income backgrounds rates for both being higher among children and adults from the most deprived areas. Children aged five from the poorest income groups are twice as likely to become obese compared to their more well-off counterparts and by age eleven they are three times more likely to become obese. The inactivity figure for adults living in areas of highest deprivation significantly rises to 1 in 3.

Within Torbay there are 24% of adults living with a long term health condition or disability. Research shows that individuals with a long-term health condition or disability are twice as likely to be inactive.

Pre-pandemic, 52.6% of Children and Young People were not active enough to receive the full health benefits. Whilst no like for like data is yet available, it can reasonably be assumed that this figure will have increased as a result of the impact of the pandemic.

By increasing physical activity, we not only increase wellbeing. We also reduce the impact on the public purse and help make Torbay residents more resilient to the daily challenges they face, challenges which have increased in recent times as a result of the pandemic and inflation.

The pandemic has had a significant impact on Torbay. It has increased existing deprivation, widened social inequalities, and increased the number of residents who are in crisis.

4. Key Findings

Finding 1 – Overarching strategy

Torbay on the Move requires a more coherent overarching strategy and governance framework to help bring its vision to life and provide a catalyst for partners to come together and work collaboratively.

The SOAR consultation (process outlined in Appendix 2) has identified a number of strategic outcomes that together can form a strategic framework for Torbay Council and its partner organisations.

Committing to the shared vision for Torbay on the Move and communicating the strategic framework is essential to keep momentum on this agenda and prevent a disjointed approach to tackling inactivity.

Strategic Outcome Themes

Feedback from partners has shown opportunities to impact community health and well-being which have given rise to eight interconnected Strategic Outcome Themes.

Each Strategic Outcome Theme has been identified following the consultation process and is a reflection of what is working well in Torbay, together with opportunities to make the greatest impact for those in the community experiencing inequalities.



The final two themes are cross-cutting in nature and underpin the other six themes.

The 'Active for All' theme ensures a focus on removing barriers to participation and supporting those in the community that are least active. This provides the greatest opportunity to make a positive impact and reduce demand on health and other services.

The 'Active Workforce' theme focuses on those that support Torbay residents to get active. They may be coaches, volunteers, or community groups, paid or voluntary. It is about supporting our workforce to ensure that the needs of participants are well understood and that those individuals taking their first steps into activity have a positive experience.

The proposed strategic outcome themes are explored in further detail in section 5.

Finding 2 – Priority Audiences

Torbay on the Move sets out to support those in the community that are impacted by multiple inequalities and who would benefit most from increasing activity levels. Research clearly demonstrates that individuals who are not active are also likely to belong to groups who experience inequalities.

Tackling inactivity and focusing on those groups in the population who are least active, will provide the biggest gains and best value for public investment and shared resources.

Priority audiences identified as part of the consultation process are: -

- people with lower incomes or experiencing poverty
- people with a disability or long-term health condition, including mental health difficulties
- children and young people

See appendix 1 for background data on these audiences.

Prioritising these groups provides a significant opportunity to create systemic change. Focusing on Children & Young People is intended to provide a lifelong love of being active. Supporting those in the community experiencing poverty and long-term health conditions can help to reduce demand on existing health systems by contributing to the management and prevention of noncommunicable diseases.

Finding 3 – Whole Systems Approach

Physical inactivity is a complex problem which requires time, the building of trust, strong local understanding, and a coordinated approach. Taking learning from National and local insight and making a deliberate move to focus on the systems that impact activity levels can create the conditions to address entrenched social challenges by addressing the root causes.

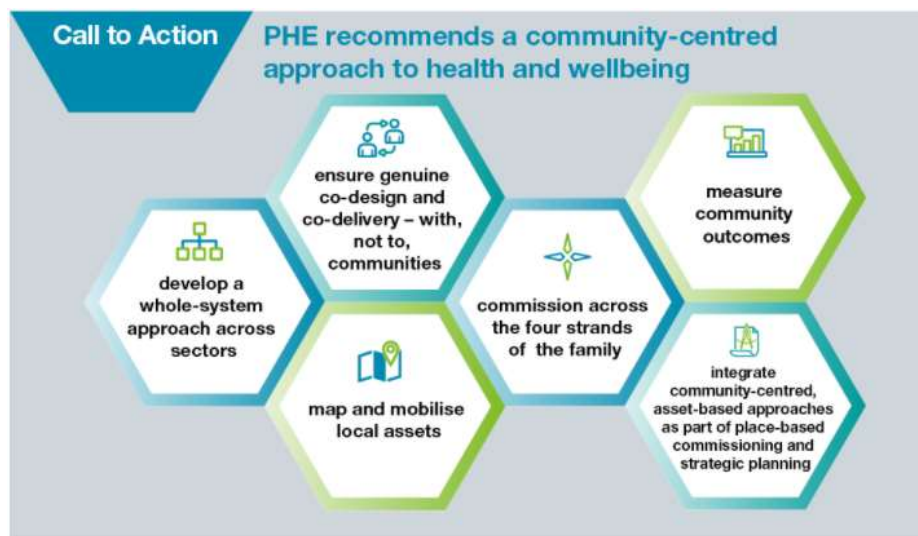
Adopting a whole system approach enables Torbay Council, together with its partner organisations, to address opportunities and challenges that are specific to a location and community. The approach seeks to empower local communities to develop holistic solutions that are appropriate for them. The result is tailored solutions which are likely to look different between the three towns and between wards. System change is a long-term undertaking, often delivered through incremental steps and collaboratively with many partners

Sport England is a key strategic stakeholder and an advocate of the whole system approach. It published a toolkit in September 2021 titled 'Putting it into practice: Tools to support tackling inactivity through system change'.

'We're all influenced by lots of different factors that surround us in our daily lives, especially when it comes to how active we are. To really change how active a person or a community is, all of these influencing factors need to work coherently as a 'system' around them. If we're going to help foster positive change in these places, there needs to be a change of focus. (Source: Sport England, The Need for Change)

In setting out and designing the consultation process and the strategy development, attention has been paid to the principles of a whole system approach. This approach is key to successfully tackling the complex issue of inactivity. It also supports additional investment opportunities, aligning with the ways of working of national partners.

Whole system approaches are subject to variation but typically have a number of key elements, the model below taken from Public Health England provides a useful summary of the core elements to this approach: -



[Public Health England: Health Matters]

To understand impact of initiatives and the strategy as a whole we need to measure success in more varied ways to understand patterns and overall impact. This requires a move away from measuring success with a purely metric approach. Instead, it demands a more collaborative learning process, where measuring behaviours and metrics will create a deeper understanding of impact.

Core elements of the whole system approach will be:

- Identification of relationships key to the success of the strategy, mapping progress and identifying gaps.
- Codesigning local solutions with the community
- Embedding sport and physical activity into systems and measuring change.
- Developing community insight and understanding and telling the story of the place.

Finding 4 – Maximising Strategic Alignment

The Torbay on the Move strategy has close alignment to other key strategic priorities including the Torbay place story and 'One Torbay: Working for all Torbay', the Community and Corporate Plan 2019-2023.

Active Environments has alignment with the **Thriving People** vision

Active Travel has alignment with the **Tackling Climate Change** Vision

Active Schools has alignment with the **Thriving People** Vision

Active Health has alignment with the **Thriving People** Vision

Active Clubs has alignment with the **Thriving Economy** Vision

Active Places has alignment with the **Council fit for the Future** Vision

Sharing the Torbay on the Move strategy across the council and aligning with other key strategic objectives is important to increase the likelihood for success and reduce the potential for duplication or confusion.

Investing in the proposed way of working will require a sizeable shift from transactional behaviours to transformational. Such a shift takes time and a committed to exploring new ways of working. Typically, a shift of this nature takes long term sustained commitment alongside investment in people and resources.

There is a significant opportunity to continue to engage with Community Partners and capitalise on the commitment and energy given to the consultation process. Delivering Torbay on the Move will require close community working and supporting local solutions resulting in increased community resilience with the Council as an enabler for change.

5. Strategic Outcome Themes

Active Environments

Aligned with Torbay Council's **Thriving People** vision

The green and blue spaces in Torbay have been firmly identified as one of Torbay's greatest assets. This has been recognised in '**Our Torbay Story**', showcasing the strengths and assets of Torbay, '**The combination of active experiences on offer provides a celebration of outdoor enjoyment for all ages and abilities.**' (*Our Torbay Story*)

The unique landscape of Torbay is home to many calm natural bays, coastland, and parks for the local community to connect with and be active in nature. The Active Environment theme seeks to enable more people in Torbay to be active in their local environment to support physical and mental health.

There are perceptions that these green and blue spaces are not safe or accessible places for people to be active. The aspiration is that people in Torbay are empowered, confident and able to engage actively with their local green and blue spaces. Barriers to access are addressed to increase accessibility. Research shows, that 'where' and 'how' people can be active, has a significant impact on the likelihood that individuals will take part in activities and build activity into daily and weekly habits.

"Torbay is unique due to the natural surroundings and beautiful green and blue spaces. People in Torbay feel proud of their surroundings and their local area."

"There has been a rise in popularity for cold water swimming in the bay which is great! It's good for people's mental and physical health." (*Torbay Assembly*)

"Using accessible design and adaptations allows everyone to enjoy the place" (*Survey*)

"Disabled people need to be included. Make natural resources accessible from the start so that they can enjoy the natural environment easily." (*Survey*)

Suggested Initial actions:-

- Co-design community spaces to influence and impact the physical environment, bringing together internal departments, community partners and residents to create a shared purpose.
- Review the accessibility and inclusivity of green and blue spaces, such as those living with disabilities, older people that are more at risk of long term health conditions.
- Increase the opportunities for informal and formal activity to happen within the natural spaces within Torbay.

Active Travel

Aligned with Torbay Council's **Tackling Climate Change** vision

Active Travel has a key role to play in the council's commitment to tackling climate change being a key contributor to reducing Torbay's carbon footprint.

This theme featured strongly throughout the consultation within the survey and workshops, with active travel helping to connect people with place. Torbay's Local Cycling and Walking Infrastructure Plan (LCWIP) is clear in its statement that this adoption is a crucial step for Torbay in achieving our vision for Torbay to be a place that thrives. Investment in cycling and walking schemes can help address challenges and supporting improved public health through active travel.

People in Torbay want to feel safe within their local communities, and identified that good clear pathway's, improved lighting, safer cycling and walking routes, a reduction of cars on the road and enhanced bus routes will help to support more people choosing active travel.

Taking a whole systems approach and applying behaviour change principles and methodologies will help to increase physical activity with more people walking and cycling, creating a safer, greener, more connected place.

"Torbay to be a place where active travel can be a natural choice for an increasing number of people"

"I'd like to cycle more, but the absence of cycle lanes separate from roads is not encouraging me as Torbay's roads get busier" (Survey respondent)

Suggested Initial actions:-

- Create opportunities for collaboration between sector partners and the Active Travel teams to enhance the provision and strategic plans for walking and cycling in Torbay
- Establish and apply behaviour change principles to the design and delivery of active travel initiatives and programmes including engagement programmes across the Bay.
- Explore initiatives such as E-bike's to help support more people to cycle in Torbay and reduce known barriers such as the topography, long term health conditions and fitness levels.

Active Schools

Aligned with Torbay Council's **Thriving People** vision

Helping children and young people have more access and opportunities to be active will be critical to Torbay being a healthy, happy, and thriving place. 1 in 4 children are currently inactive, and children from the poorest income groups are twice as likely to become obese. Embedding activity into schools, creating daily movement opportunities will give a greater chance of normalising active behaviour throughout their lives. Working with schools in Torbay will help children and young people thrive physically, emotionally, socially, and academically. Torbay has seen rising levels of mental health concerns in Children and Young People following the pandemic and physical activity is a key tool to support and address this mental health crisis.

There is already a strong commitment from Torbay via the 'Child Friendly Torbay' initiative and networks such as the Imagine This partnership that puts the heart and voice of children and young people at the forefront of everything that they do. Collaborating with the physical activity sector and co-designing initiatives that improve the provision will strengthen this shared vision.

“Embedding physical activity and movement into a child's every day, normalises active behaviour and sets them up for life” (Torbay Sports Partnership)

“Schools can be used as a massive strength as part of the long term strategy. If you can capture interest and involvement for children in Sport and activity now it creates lots more young adults involved in activities in 10 years time” (Torbay Sports Partnership)

“That school facilities are open and shared with the local community out side of school hours. Local clubs can support with this. We can create a community hub within the school site” (Torbay Sports Partnership)

Suggested Initial actions:-

- In partnership with Community Providers, map physical and mental wellbeing provision for local schools. Identify the existing need and support currently being provided.
- Create opportunities to hear directly from Children and Young People and ensure their voice is at the heart of delivery.
- Creating opportunities/pathway for Sports and PA providers to link with schools to increase participation at grass roots level.

Active For Health

Aligned with Torbay Council's **Thriving People** vision

Physical activity has a key contribution to make to population health and can support outcomes for physical and mental health. Prioritising health and wellbeing is aligned with wider corporate objectives. Deepening partnership working between the Health and physical activity sector can support delivery of successful prevention and rehabilitation programs.

Torbay and South Devon NHS Foundation Trust has commenced work to adopt the Active Hospital model; part of Moving Medicine, a resource designed to support healthcare professionals to integrate physical activity conversations into clinical care. Torbay and South Devon (NHS Foundation Trust) are seeking to change the physical activity culture within the Trust to encourage staff to hold better conversations around physical activity and to support patients to move more. The benefits are significant when supporting patients to increase activity levels pre and post-surgery. Hearing directly from Consultants within the trust, opportunities have been identified to support referral pathways between the Trust and community offers.

The consultation benefited from direct input from a number of health care professionals from across the public, voluntary and community organisations.

This theme will support individuals who are below the CMO (Chief Medical Officer) guidelines for physical activity (32.2%, inactive and fairly active) in Torbay and those with longer-term health conditions (24%). Exploring the clear link between health and increasing activity levels.

“There are opportunities for different organisations and people within their roles to be more joined up in the way they work to avoid the duplication effect.”
(Torbay Healthy Lifestyles Team)

Strengthening the knowledge and ability of health care professionals to prescribe physical activity, supporting patients to improve their well-being and recovery will reduce the pressure on the primary care services and help people age well.

“Mapping the physical activity referral offer and the community offer. What is out there for people to be involved in and is it suitable for their ability and needs?” (Torbay Healthy Lifestyles Team)

Suggested Initial actions:-

- Improve the connections and pathways between healthcare and physical activity provision. Map and identify gaps of the provision of physical activity for our targeted audience
- Invest in capacity and leadership to co-design the physical activity-based programmes with social prescribers, hospitals and other services that reach our target audiences
- Provide training and development to strengthen skills relating to activating individuals to lead more active lifestyles

Active Clubs

Aligned with Torbay Council's **Thriving Economy** vision

There is a strong club network within Torbay developed over many years offering a variety of formal and less formal opportunities to be active ranging from wild swimming, football, gymnastics, and archery.

Clubs play an important role within communities, providing competition pathways, places to be active, volunteering and skill development for individuals and jobs and economic opportunities within this sector. Hosting events and competitions within the Bay supports local economy such as catering industries, car parks, and local tourism.

Clubs have identified that they can provide opportunities for everyone in Torbay to be active and there is awareness of the need to increase the inclusiveness of activity and sport as a core priority.

There is the aspiration from clubs to link with local schools to create pathways for children and young people to access their local clubs. A key finding has been the need to develop collaborative partnerships with organisations such as National Governing Bodies who are also taking a place based approach to their work and can provide a relevant and meaningful offer to local residents. An example of this is partnering with British triathlon who via their 'Big Active' strategy are encouraging individuals to try 'swim, bike and run' as an entry level opportunity for those that are inactive or fairly active.

"We need to focus on those who can't afford or are not able to take part in competitive sport. Getting them interested in just being active. Any activity is important, not just competitive sport" (Torbay Sports Partnership)

"It would be great if there was one website where everyone goes to for information sharing. We have to update our information in a lot of different places at the moment" (Torbay Sports Partnership)

"volunteers are recruited, empowered, inspired, trained and valued to deliver great activities to the community" (Torbay Sports Partnership)

Suggested Initial actions:-

- Focus on increasing volunteers within the sector to support Torbay clubs. Provide training, learning and development opportunities for the workforce to provide positive and inclusive experiences (link to Active Workforce supporting theme)
- Increase the collaboration between built facilities and community groups to utilise spaces to help provide more active options.
- Working with the Active Schools theme to develop relationships with local schools and local club pathways
- Improve the communication and promotion of active opportunities with local communities

Active Places

Aligned with Torbay Council's **Council fit for the Future** vision

Research has shown that being physically active can often start with the nudge and support of connecting with people around you, meeting others, exploring local areas, and learning new skills. Working through community builders and others based in the locality, including local community settings, leisure facilities, workplaces, community spaces can help make physical activity a part of communities and individual's everyday lives.

Working in a place-based way, nurturing, and building relationships with individuals and local community organisations to create an active culture where people live, will maximise the opportunity for people to lead active lifestyles. The consultation highlighted the greatest asset of Torbay – **Torbay's people**. Using asset-based community development principles, we can work with and support those using their skills and strengths to help others be active. Placing communities are the heart of public health discussions has been shown to reduce health inequalities and empower people to have a greater say in their health and lives and engage with those most at risk of poor health.

Harnessing the power of the people in the communities will help drive a healthier, happier Torbay. There is the desire for the community to work for the community, and helping people with lived experience to help others comes through in many themes.

“Empower communities via networking, small grants, advice” (Survey)

“...people being a part of creating their own opportunities” (Survey)

Suggested Initial actions:-

- Reinvigorate existing small grant pots of funding which provide a focus on tackling inequalities, prioritising the audiences identified and to be co-designed and delivered from ideas that will support people to move more and more often in that community.
- Collaborative approach – work in partnership with a variety of organisations across sectors who know and understand the specific audiences we want to target, including partners who have traditionally not engaged or worked with the physical activity and sport sector

6. Conclusion

Delivering against an ambitious strategy will require extensive collaboration between the Council and Community organisations. There has been significant engagement and contribution from a range of partners and moving towards delivery is an opportunity to capitalise on this engagement and build on the positive energy that has been created.

Each strategic outcome theme has identified a set of initial actions that will require capacity and or investment to progress. The Strategic oversight group should be tasked with prioritising actions and managing progress and ensuring ongoing focus on the most vulnerable groups within Torbay.

A strong commitment to working differently is needed to ensure that this strategy can contribute to a sustained improvement to activity levels across Torbay.

Appendix 1 – Torbay Data

Table 1.

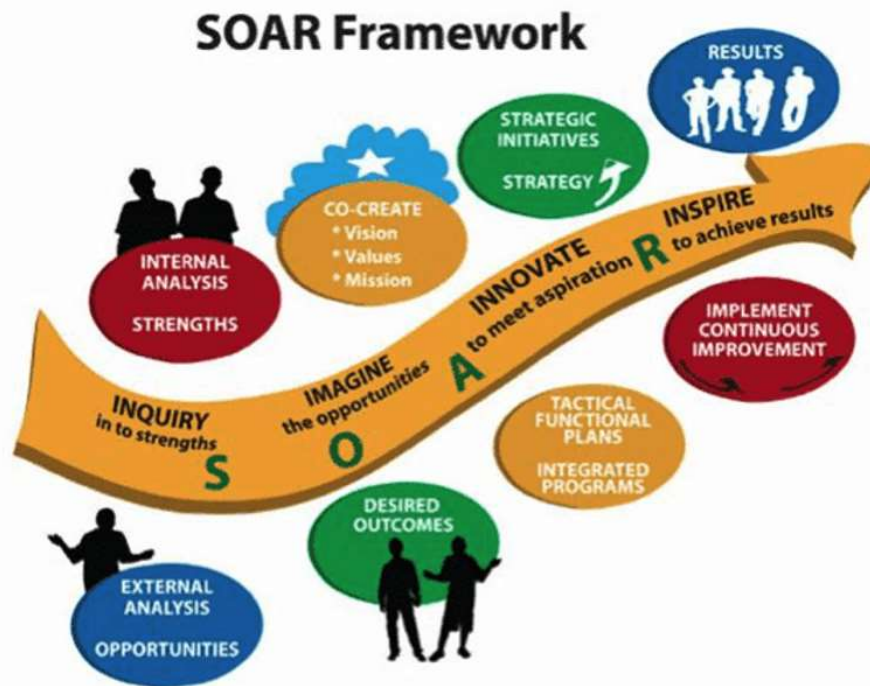
Groups of interest	Statistics	Source
Disability	12% of those living in Torbay say that their day to day activities are limited a lot	Source: Census 2011
	Also 12% of those living in Torbay say that their day to activities are limited a little	
Mental Health	18 in every 100 aged 16 and over are estimated to have depression or anxiety (2017)	Public Health - Torbay
	12 out of 100 aged 65 and over are estimated to have depression or anxiety (2017)	Public Health - Torbay
	68 out of 100 adult carers do not have as much social contact as they would like (2018/19)	Public Health - Torbay
	65 out of 100 adult social care users do not have as much social contact as they would like (2020/21)	Public Health - Torbay
	4 in every 100 16 to 64 year-olds are receiving Employment Support Allowance for mental and behavioural disorders (November 2020)	Public Health - Torbay
	17 out of 100 adult social care users aged 65 and over feel they have no control over their daily lives (2020/21)	Public Health - Torbay
	14 out of 100 adults have an unresolved diagnosis of depression on their GP record (2020/21)	Public Health - Torbay
Minority ethnic groups	95% of Torbay's population identify as White British. 2.5% identified within BAME group	Source: Census 2011
	There were population estimates in 2016 that showed 93% White British & 3% BAME but these statistics are not considered rigorous by the Office for National Statistics	Source: Office for National Statistics

Drug & Alcohol misuse	During 2020/21, 401 Torbay residents were in treatment at specialist alcohol misuse services. 45.1% successfully completed their treatment (England - 35%)	Source: Fingertips
	In 2020, 3.6% of opiate users successfully completed their drug treatment, this rises to 33.6% for non-opiate drug users	Source: Fingertips
	Hospital admissions relating to alcohol are significantly higher in Torbay when compared to England, this includes those under 18 as well. These have been consistently worse than England over the last decade.	Source: Fingertips
Lower Social economic groups	Children in receipt of free school meals within Torbay are less likely to have a good level of development at the Early Years Foundation Stage (Torbay 53% as opposed to 71% in the general Torbay population)	Source: Fingertips (2018/19) (Due to COVID, it hasn't been released since then)
	26% of Torbay resident pupils are eligible for Free School Meals but they make up 45% of those identified as having Special Educational Needs	Source: Department for Education (2020/21)
	Gap in life expectancy between the most and least deprived quintiles in Torbay is 8 years.	Source: Primary Care Mortality Database (2016 - 2020)

Appendix 2 – Consultation Process

Torbay Council has partnered with Active Devon to undertake a consultation with partners across the bay to increase understanding about the strengths and opportunities for this agenda.

The consultation has been run in full knowledge of the challenges and inequalities experience by many within the bay, however, the consultation framework chosen has been deliberately asset based, focusing on what Torbay has and not what it lacks. There has been a deliberate focus on bringing out the aspirations of partners and the opportunities that exist to make the greatest difference for Torbay residents.



SOAR is a strengths-based whole system approach to building strategic capacity.

In February 2020, prior to the commencement of the coronavirus pandemic, Torbay Council SLT considered a briefing paper proposing taking an Appreciative Inquiry (AI) approach to, 'Torbay on the Move'. The briefing paper set out the proposed approach for bringing together representation from the community, council, education, voluntary, judicial, leisure and commercial sectors to gain insight and knowledge into the strengths, opportunities, and barriers communities face to being physically active and the impact this has on their wider life. The paper highlighted the significant benefits being active produces on physical and mental wellbeing, together with a reduced reliance on interventions using public money. The consultation process was impacted by the pandemic which caused unavoidable delays.

In September 2021 SOAR (strength, opportunities, aspirations and results) was selected as an asset based methodology that could be adopted whilst meeting in person was not desirable due to the ongoing risks posed by the pandemic.

SOAR which stands for, Strengths, Opportunities, Aspirations and Results is a strategic planning methodology that supports organisations and stakeholders to focus on current strengths and collaboratively create a vision for the future. This approach is grounded in Appreciative Inquiry and, also complements SWOT approaches and supports stakeholders to focus on the issue at hand, enhance positive performance and visualise how to move forward. In a similar way to AI, this approach seeks to engage individuals at every level of the system who are connected or invested in Physical Activity in Torbay.

Using the SOAR methodology 9 steps were identified to gather and interpret the insight. These steps included: -

- Identifying stakeholders that have an interest and/or involvement in improving the lives of the people of Torbay.
- Surveying stakeholders using SOAR as a framework to determine questions and gather varied perspectives.
- Engaging with stakeholders via deep dive interviews to determine conditions that have led to the greatest success.
- Via interviews, survey work and focus groups, capturing the unique strengths of Torbay, what are its best qualities – resources, capabilities, natural environment, community groups and facilities.
- Conducting focus groups to share feedback and to collaboratively develop a vision for the future.
- Exploring the opportunities and experiences that meet the needs of all of the Torbay population and with particular awareness of the least active/lower socio-economic groups.
- Exploring goals for emerging opportunities and identify what measures we will use to track success toward that goal.

Approach	Date	Stakeholders Consulted
Survey	12 th October – 18 th November	52 responses from individuals
Interviews	November – February	8 x 1-2-1 interviews
Focus groups	November – January	5 (5 different stakeholder focus groups)
Workshops	19 th & 25 th January	19 & 20 participants

52 organisations completed the survey, 8 individuals were interviewed and 35 individuals attended focus groups and 39 individuals attended two workshops to codesign the vision.

The meetings that have taken place with partners, stakeholders and organisations include:

Torbay Community Development Trust Director, Simon Sherbersky and John Acrus
Social Prescribers & Link Workers – Compass House medical practice, Corner Place
Medical Practice & Croft Hall

Torbay Assembly Forum chaired by John Arcus

Torbay Council Leader – Steve Darling

Public Health Consultant - Mark Richards

Healthy Lifestyle Team Lead Andy Simpson

Community Builders – Focus group session with 4 builders

Sport Torbay Forum including Jim Parker

Active Travel Consultant – Andrew Gunther & Sustrans Coordinator – Mike Elm

Paignton Academy – Thomas Young (Mental Health Co-ordinator)

School Games Organiser – Annabel White

Hospital Consultants – David Levy & Adam Revil (Active Hospitals Team)

Appendix 3 – Acknowledgments

With thanks to the following partners who have given freely of their time and expertise to support the consultation process.

Baywide Primary Care Network	British Triathlon
Brixham Archers CIC	Eat that frog
Devon Training Hub	Freelance Outdoor Instructor
Furzeham Primary School	Groundwork South
Healthwatch Torbay, Plymouth & Devon & Engaging Communities South West	Marine Mind Space
Lifeworks Charity Ltd	Parent Carer
Paignton Academy	Play Torbay
Paignton Sailing Club and Paignton Junior Sailing Club	Residents
Shoalstone Pool CIC	South Devon College
South devon foundation trust, drug and alcohol service	South West Coast Path Association
Sustrans	Swim Torquay Ltd
The Wave Project	Torbay & South Devon NHS Foundation Trust
Torbay Community Development Trust	Torbay Council
Torbay Council Portage	Torbay Healthy Lifestyles
Torbay Older Citizens Forum	Torbay Over 50s Assembly
Torbay Youth Trust - Youth Service	Torre Table Tennis Club

Meetings: Cabinet

Date: 24 May 2022

Wards Affected: All

Report Title: Adults Social Care Governance Changes and appointment of Adults Continuous Improvement Board

Is the decision a key decision? No

When does the decision need to be implemented? From August 2022

Cabinet Member Contact Details: Cllr Jackie Stockman, Cabinet Member for Adult Services and Public Health, Jackie.stockman@torbay.gov.uk

Supporting Officer Contact Details: Joanna Williams, Director of Adult Social Services, 01803 2017175, Joanna.williams@torbay.gov.uk

1. Purpose of Report

The governance arrangements in this paper set out how the Council can assure itself that the functions it has delegated are being done to a good standard and to ensure that the strategic direction it is setting for adult social care is being delivered in practice and that the desired outcomes for the public are being secured. This includes the duties included in the recent White Paper, 'People at the Heart of Care'.

This paper proposes a revised ASC Governance system for Torbay Council. It is designed to ensure that The Council understands and is able to clearly articulate its duties. The Governance system must ensure that we are meeting these duties and that the expectations of the people of Torbay are being met.

2. Reason for Proposal and its benefits

This proposal seeks to ensure we have sound governance and oversight in place to assure ourselves, and the people of Torbay that Adult Social Care (ASC) is delivering what it should, and that the voice of the lived experience of the people and communities of the people of Torbay is informing and shaping everything we do.

Torbay Council is, and will remain, accountable for its statutory adult social care functions (ASC). Through a partnership arrangement, Torbay Council (the Council) has delegated responsibility for the delivery for much of those functions to Torbay and South Devon NHS Foundation Trust (TSDFT).

3. Recommendation(s) / Proposed Decision

1. That the current Adults Improvement Board be revised and replaced with a newly appointed Adults Continuous Improvement Board, with an independent Chair, to provide the principal mechanism by which Torbay Council oversees the delivery of Adult Social Care, jointly with Torbay and South Devon NHS Foundation Trust. The Head of Governance Support be delegated authority to prepare the terms of reference and membership for the revised Board in consultation with the Cabinet Lead for Adult Social Care and Director of Adult Social Services.
2. That the overall governance structure for Adult Social Care (as set out at Appendix 1 and 2), including relationship with the newly appointed Adult Social Care and Health Scrutiny Sub Board, be noted.

Appendices

Appendix 1: ASC Governance Proposals (Top Level)

Appendix 2: ASC Assurance – Integrated Level

Appendix 3: Torbay Council and Torbay & South Devon Foundation Trust Financial Arrangements – Process Outline

1. Introduction

1.1 Statutory Responsibility for Adult Social Care

Torbay Council is, and will remain, accountable for its statutory adult social care functions (ASC). Through a partnership arrangement, Torbay Council (the Council) has delegated responsibility for the delivery for much of those functions to Torbay and South Devon NHS Foundation Trust (TSDFT).

The governance arrangements in this paper set out how The Council can assure itself that the functions it has delegated are being done to a good standard and to ensure that the strategic direction it is setting for adult social care is being delivered in practice and that the desired outcomes for the public are being secured. This includes the duties included in the recent White Paper, 'People at the Heart of Care'.

As a fundamental principle, The Council seeks to ensure that the voice of the lived experience of the people and communities of the people of Torbay inform and shape everything we do.

1.2 Torbay's Model of Adult Social Care

The Vision for Adult Social Care in Torbay is:

Thriving communities where people can prosper

Our residents have a place to call home in a community they can be part of, while being empowered to achieve what matters most to them through the best care and support available.

Torbay is focussed on an asset-based way of working, which is co-designed and delivered with communities, adult social care providers and individuals. ASC Improvement plan is a three-year program, jointly undertaken with TSDFT to deliver this model of transformed ASC and substantially reduce cost.

The programs are outlined in the diagram below.

PROJECT	KEY PRIORITIES		
Front Door	Care Act 2014: Prevention	Connecting to our communities	Reducing dependency on ASC
Gateway & Flow	Effective flow of people in ASC	One Bay wide service	Front End & Complex Care Service
Intelligent Brokerage	Care market knowledge	Care market relationships	Arranging affordable care
Information, Advice & Guidance	Understanding demand	Meeting demand	Building relationships between IAG providers
Professional Practice Improvement	Care Act compliance	Effective social work practice	Creative solutions with community partners
Data Culture	Understanding demand for ASC services and flow	Support care market capability	Plan for the future
Innovation Engine	Pipeline ideas from staff quickly	Support improvements across the integrated organisations	Enable change more quickly
Future QAIT	High quality assurance monitoring of Providers	Support Care Providers to be high quality	Improve regulatory compliance monitoring
Under 65 Mental Health Residential Review	Reduce unnecessary reliance on residential care	Support people to make their own decisions	Person-centred approach to accommodation
Review & Insights	Outcome focused packages which support not disable	Review clients in areas where Torbay benchmarks poorly – U65	Use a Community-Led Approach
Improved Contracting	Improve our Provider Frameworks	Ensure Value for Money	
Hospital Discharge	Begin discharge planning on admission	Use a "home first" approach	Analytical tools that can help discharge planning teams

2. Options under consideration

2.1 The revised ASC Governance system

The proposed Governance structure is designed to ensure that Torbay Council is aware, and can assure itself that we are meeting, the expectations of the people of Torbay. The Council must meet the requirements of the People at the Heart of Care White Paper, deliver our statutory duties, and deliver our vision via the commitments of the ASC Improvement Plan.

The ASC Governance Structure is attached as Appendix 1 and 2. It is a two-tier system of higher-level council governance, with a more complex integrated structure beneath the ASC Improvement Board.

2.1.1 The Adult Social Care Continuous Improvement Board

This review proposes that the current Adult Improvement Board is revised to be the principal mechanism by which Torbay Council oversees the delivery of ASC, jointly with TSDFT, and renamed to be Adult Social Care Continuous Improvement Board (ASCCIB). It has the voice of lived experience, understanding, and responding to population health and data as a fundamental principle.

This Board will oversee the Torbay Adult Social Care Quality Assurance Framework. The QA Framework enables a Fit for Purpose approach so that ASC services are suitable for their intended purpose and Right First Time where continuous improvement is a fundamental principle. It is proposed a role is created in ASC to lead on this work.

Sound financial governance and robust oversight of spend is key in the relationship. This is done via a Financial Governance process attached as Appendix 3.

This will be done via a new Quality Assurance Framework which will include:

- Delivery of Outcomes and Performance. (Transformation and Performance Committee)
- Oversight of budget management and assurance of financial process in TSDFT (Operational Finance Report, Budget Containment Meetings)
- Delivery of the Adult Social Care Improvement Plan, including ASC Precept transformation funding. (ASCIP Report, Transformation and Performance Committee)
- Oversight of the Adult Social Care Commissioning plan and development, including understanding unmet need. (Commissioning Blueprint)
- Oversight of Safeguarding Vulnerable Adults (Devon and Torbay Safeguarding Partnership)
- Consideration of priority areas needing focussed reporting and support. (People Target Operating models)

2.2 Health and Social Care Scrutiny

Scrutiny is a part of the Council's democratic structure led by non-executive councillors. The Overview and Scrutiny Board set up a sub-committee of the Board on 13 April 2022 to carry out this role. The Adult Social Care and Health Overview and Scrutiny Sub-Board works to the common aim of improving services for the local community and is involved in the following:

- Policy review and development: Helping to shape the way public services are delivered.
- Scrutinising decisions: Is the right action being taken? Are services working effectively?
- External scrutiny: Examining services that impact upon the local community.

Scrutiny does not make decisions; it uses evidence to make recommendations to the Cabinet to request change. The purpose of Scrutiny of ASC is to look at the impact of Council policy on ASC and its place in the wider Integrated Care System. The Sub-Board will provide constructive challenge to shape the Council's policy and decision-making that impacts on ASC.

The Adult Social Care and Health Overview and Scrutiny Sub-Board's function would be

- To review the implementation of existing policies and to consider the scope for new policies for all aspects of the discharge of the Council's functions concerning the provision of personal services for adults including social care, safeguarding and special needs services and relating to the health and wellbeing of the people of Torbay, including the activities of the Health & Wellbeing Board, and the development of commissioning strategies, strategic needs assessments and, generally, to discharge its functions in the scrutiny of any matter relating to the planning, provision and operation of the health service in Devon;
- To assess the effectiveness of decisions of the Cabinet in these areas of the Council's statutory activity.
- To relate scrutiny to the achievement of the Council's strategic priorities and to its objectives of promoting sustainable development and of delivering best value in all its activities.
- To make reports and recommendations as appropriate arising from this scrutiny to the Council and to the Secretary of State for Health, in accordance with the Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013.

The Adults Scrutiny will link with Children's scrutiny in key joint matters, this may be carried out by the main Overview and Scrutiny Board which includes members from both Sub-Boards.

2.3 Devon and Torbay Safeguarding Adults Partnership

Oversight of Safeguarding Adults will flow to Cabinet and Scrutiny. The Devon and Torbay Safeguarding Adults board will sit alongside the Continuous Improvement Board to oversee this.

The Partnership is a Safeguarding Adults Partnership established by Devon County Council, Torbay Council & South Devon NHS Foundation Trust under section 43(1) of the Care Act 2014.

The core objective of the Partnership, set out in section 43(2) of the Care Act 2014, is to help and protect adults in its area in cases where:

- The adult has care and support needs.
- They are experiencing, or at risk of, abuse or neglect; and
- As a result of those care and support needs, they are unable to protect themselves from either the risk of or the experience of abuse or neglect

The Partnership executes this duty on behalf of Torbay and Devon County Councils by co-ordinating and ensuring the effectiveness of what each of its members does. The Partnership is empowered to do anything which appears to it to be necessary or desirable for the purpose of achieving its objective.

The Care and Support Statutory Guidance paragraph 14.134 – 14.135 sets the following roles for the Partnership:

- It oversees and leads adult safeguarding across the locality
- It will be interested in a range of matters that contribute to the prevention of abuse and neglect, including:
 - The safety of patients in its local health service,
 - The quality of local care and support services
 - The effectiveness of prisons and approved premises in safeguarding offenders
 - The awareness and responsiveness of further education services
- It will be an important source of advice and assistance, for example in helping others improve their safeguarding mechanisms.
- It will make effective links with other key partnerships in the locality and share relevant information and work plans. It will cooperate to reduce any duplication and maximise any efficiency, particularly as objectives and membership is likely to overlap.

2.4 Links to other Boards

Adult Social Care in Torbay embraces its links and dependencies on other services, as we focus on joined up services for our residents. As such, Adult Social care also reports and is accountable to other boards and systems.

2.4.1 Torbay Children's Continuous Improvement board

This board oversees the delivery and improvement of services for children and their families in Torbay. The Adult Social Care Continuous Improvement Board is intrinsically linked to this board in formulating the joint delivery to key shared functions such as Transition to Adulthood; supporting young carers; the delivery of safe and high-quality housing and safeguarding priorities such as County lines and exploitation.

The Independent Chair of the Adult Social Care Continuous Improvement Board sits as a member of this board, and the arrangement is reciprocated for the independent chair of the Children's Board.

2.4.2 Torbay's Strategic Housing Board

Torbay's Strategic Housing Board is now established and will work collaboratively with ASC Improvement Board

2.5 Devon's Integrated Care System

ICSSs are partnerships of providers and commissioners of NHS, Social Care and Public Health services who work together with communities, independent sector, charitable providers, and the voluntary sector to plan and deliver care to meet people's needs.

Organisations in Devon have been working together for several years and, from July 2022, ICSSs will be put on a statutory footing. As part of this, a new NHS organisation called the Integrated Care Board (ICB) will be formed, responsible for planning (commissioning) NHS services.

Torbay Council is a partner in this arrangement and will link via the HWBB – our sovereignty and decision making is not affected or changed, but we are committed – and required – to focus on joint priorities in the Health and Care System. The reporting for the ASCCIB in relation to its role in supporting ASC and health integration will continue to evolve as the ICS governance arrangements develop

3. Financial Opportunities and Implications

3.1 Financial arrangements

A Section 75 in place with TSDFT to deliver operational services in relation to the Care Act 2014, the Mental Health Act 1983/2007, and the Mental Capacity Act 2005. Practically this means the delivery of Social Work Services, operational delivery of Safeguarding Adult Services, operational commissioning, and contract management of the social care market are delivered by TSDFT.

Demographic pressure on that spend is significant. For example, 27% of Torbay's population are aged 65 or over, compared to just 18% of population across England. By 2040, this is expected to rise to one in three (34%) of Torbay's population. As our population ages, we expect the number of frail people, people with physical restricted mobility, slowness, low physical activity, and people with dementia to increase over the coming years and require support from health and social care services.

- Frailty estimates for Torbay show that over the next 10 years frailty rates will increase by 25% to over 5000 people.
- Prevalence data estimates for Torbay show that over the next 10 years, the number of people living with dementia will increase by over 30% to 3300 people.
- People with poor physical health are at higher risk of experiencing common mental health problems, and those people with mental health problems are more likely to experience poor physical health.

- One-in-four adults will experience mental illness during their lifetime. Measures such as depression rates in primary care, and hospital admissions for self-harm and suicides, are higher in Torbay compared to wider England average.

Other issues affecting levels of need are prevalence of learning disability. A learning disability can be mild, moderate or severe, and affects the way a person understands information and how they communicate. The percentage of GP patients known to have a learning disability is higher across Torbay compared to England.

4. Legal Implications

4.1 Statutory Duty

Torbay Council holds the statutory duty to ensure that ASC is in place in Torbay. This consists of duties under The Care Act 2014, The Mental Capacity Act 2005 and the Mental Health Act 1983/2007. Duties are undertaken in a partnership arrangement:

- Torbay Council retains responsibility for oversight of the Adult Social Care market and the wider delivery of wellbeing and information and advice. This is done in partnership with the community and voluntary sector in Torbay.
- A Section 75 in place with Torbay and South Devon NHS Foundation Trust (TSDFT) to deliver operational services in relation to the Care Act 2014, the Mental Health Act 1983/2007, and the Mental Capacity Act 2005. Practically this means the delivery of Social Work Services, operational delivery of Safeguarding Adult Services, operational commissioning, and contract management of the social care market are delivered by TSDFT.

This proposed ASC Governance system for Torbay Council is designed to ensure that The Council understands and is able to clearly articulate its statutory duties. The Governance system must ensure that we are meeting these duties and that the expectations of the people of Torbay are being met.

5. Engagement and Consultation

- 5.1 Adult Social Care seeks to ensure that the voice and influence of people with lived experience, their carers, social care providers, statutory and voluntary/community sector partners are at the centre of all our decisions.
- 5.2 We undertake multiple and varied co-design, engagement and consultation exercises.

6. Purchasing or Hiring of Goods and/or Services

6.1 All allocation of monies will be undertaken in line with procurement regulations.

7. Tackling Climate Change

7.1 this is not applicable

8. Associated Risks

The Adult Social Care Risk Share caps the financial risk for Torbay Council until April 2025.

Without delivery of the plan, and due governance, there is the potential for increased cost to destabilise the arrangements. If Adult Social Care were to return to the Council we would regain responsibility for all spend.

Torbay and South Devon NHS Foundation Trust report that Adult Social Care spend is substantially higher than the financial arrangements agreed.

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	Vulnerable people will receive joined up services and access to preventative community-based activity.		

People with caring Responsibilities	There is a strong focus on supporting people with caring responsibilities.		
People with a disability	Vulnerable people will receive joined up services and access to preventative community-based activity.		
Women or men			N/A Adult Social Care is available equally to the whole population, dependent on eligibility.
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)			N/A Adult Social Care is available equally to the whole population, dependent on eligibility.
Religion or belief (including lack of belief)			N/A Adult Social Care is available equally to the whole population, dependent on eligibility.
People who are lesbian, gay or bisexual			N/A Adult Social Care is available equally to the whole population, dependent on eligibility.
People who are transgendered			N/A Adult Social Care is available equally to the whole population, dependent on eligibility.
People who are in a marriage or civil partnership			N/A Adult Social Care is available equally to the whole population, dependent on eligibility.

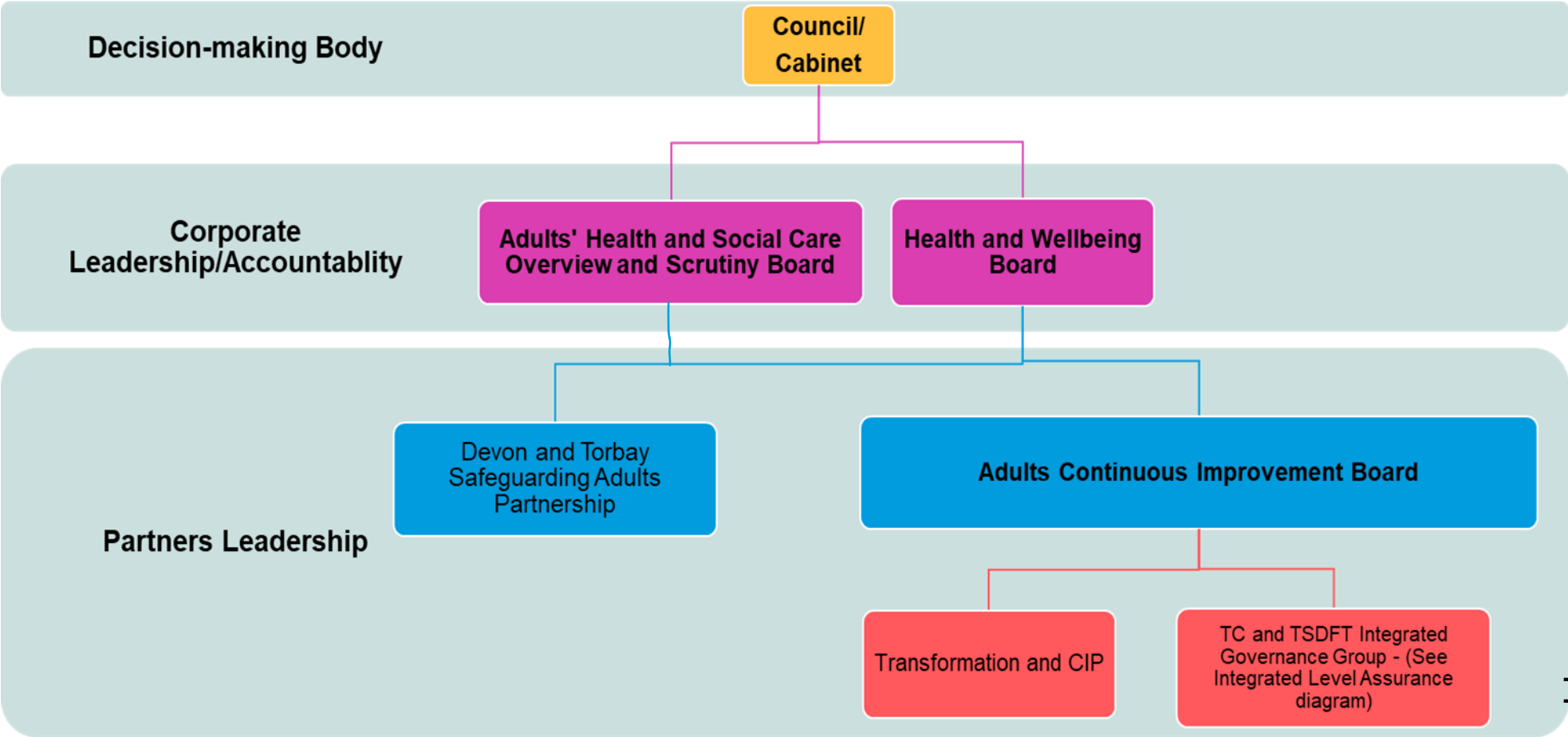
Women who are pregnant / on maternity leave			N/A Adult Social Care is available equally to the whole population, dependent on eligibility.
Socio-economic impacts (Including impact on child poverty issues and deprivation)			N/A Adult Social Care is available equally to the whole population, dependent on eligibility.
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)			N/A Adult Social Care is available equally to the whole population, dependent on eligibility.

10. Cumulative Council Impact

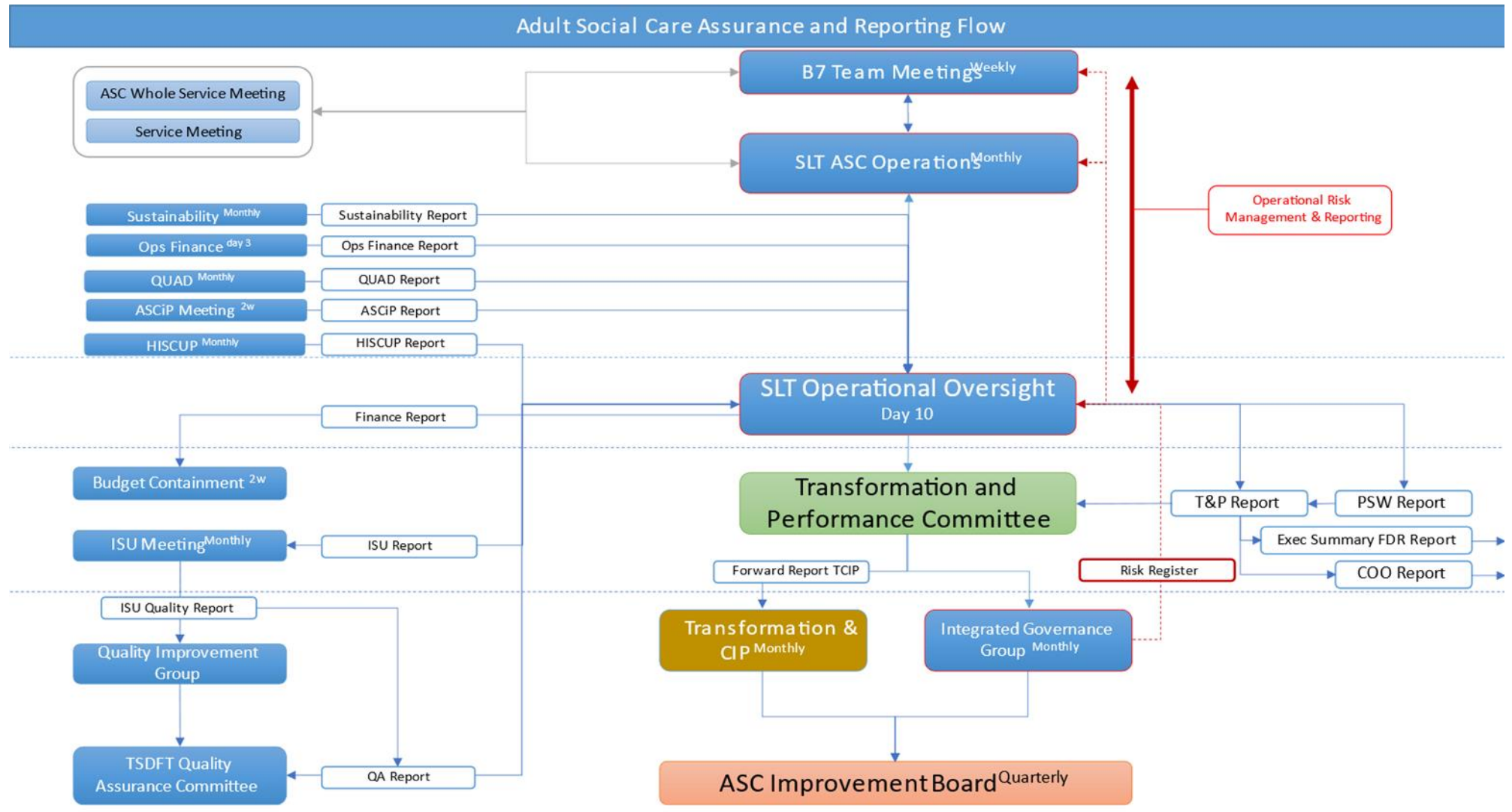
10.1 None

11. Cumulative Community Impacts

Appendix 1 ASC Governance Proposals (Top Level)

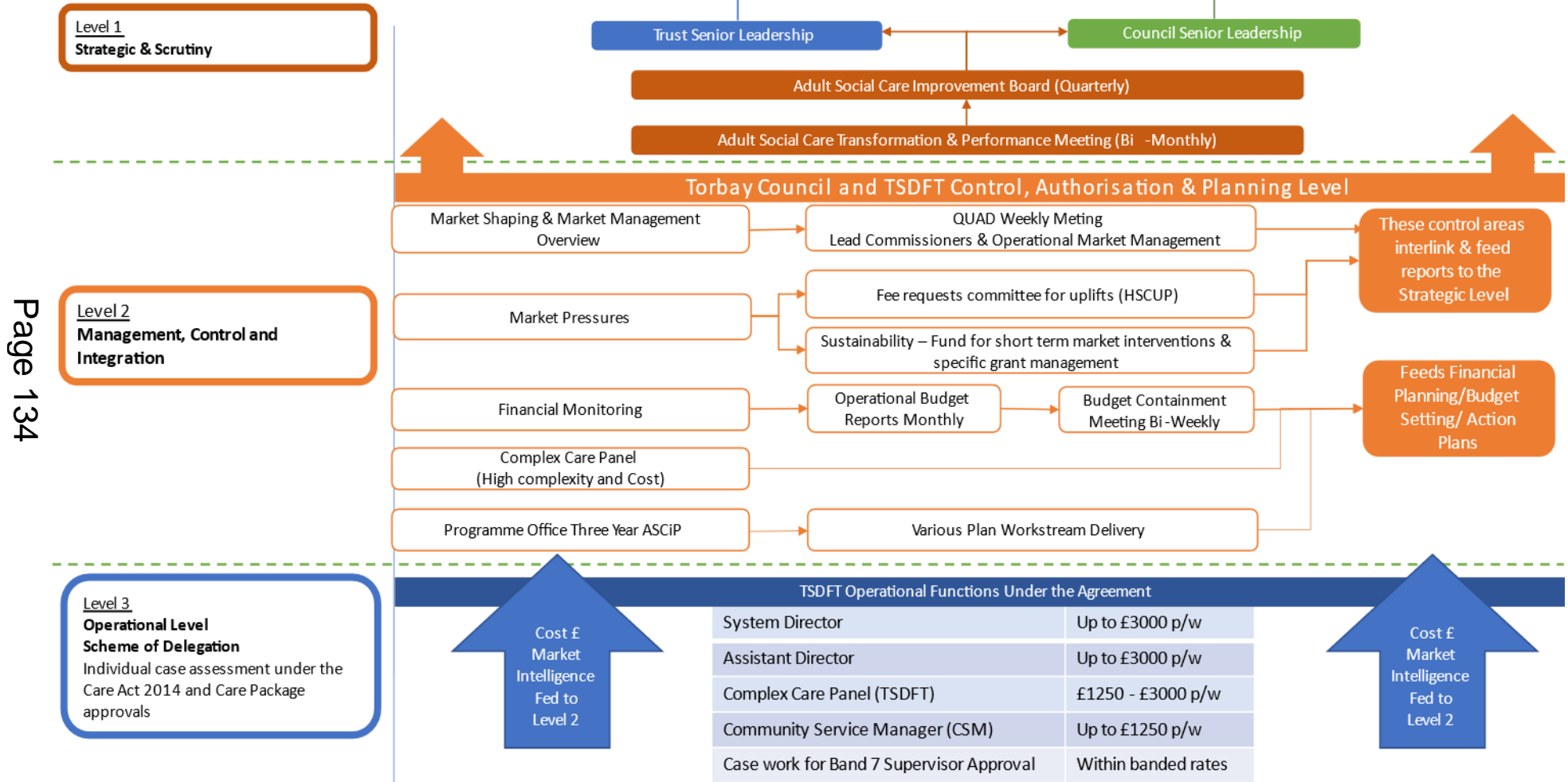


Appendix 2 – ASC Assurance – Integrated Level



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Torbay Council and Torbay & South Devon Foundation Trust Financial Arrangements – Process Outline



Safe Places for Young People – Report of the Children and Young People’s Overview and Scrutiny Board

Report to Cabinet on 24 May 2022

Background

1. The Children and Young People’s Overview and Scrutiny Board met on 28 March 2022 to receive an update on exploitation.
2. The Exploitation Team Manager, Katie Buckley, provided an update on the progress made to address issues in connection with exploitation as set out in the submitted presentation. Katie provided reassurance that some excellent work had been carried out across the partnership and she was working with peers across the Country to ensure that they provided key information and support in respect of vulnerable young people and those who had been involved in various aspects of exploitation. The website at <http://www.torbaysafeguarding.org.uk/> had been updated to provide clear messages to children, parents or carers and professionals around safeguarding and exploitation and the support available.
3. It was noted that many vulnerable young people were also living in poor family environments facing domestic abuse, or alcohol or substance misuse and partners were identifying parent’s vulnerability and also providing them with support. Education of children experiencing exploitation was identified as a high area for risk due to children often facing multiple exclusions due to deregulating or not attending school, which was not the appropriate course of action for these young people and work was underway with primary and secondary schools to raise awareness of these individuals to try to reduce some of these exclusions.

Inspector Ian Stevens provided an update on his role as part of the partnership dealing with exploitation in Torbay.

Katie responded to questions on the following:

- How have you been sharing good practice cross border.
- Was county lines the biggest problem or were other types of exploitation more of a concern e.g. sexual exploitation.
- How was antisocial behaviour addressed.
- What action was being taken to ensure that young people have a safe place to go and know where to find such places within their

communities where they can see someone that they know and feel safe.

- What after care was put in place for those who had been exploited.
- What was MACE (Multi-Agency Child Exploitation Forum).
- What progress had been made to improve the records for missing children through Liquid Logic.
- How far can you go with criminal exploitation prevention as this is a huge area.

Members noted the progress made and requested regular updates on this important issue.

4. That the Cabinet be recommended (unanimously):

That the Cabinet be recommended to support a review of the impact of the Safe Places project to develop and work with our partners and young people to identify safe places for young people to go to within their communities linked to the Family Hub and Spoke Model and learning from best practice from others.