

Monday, 4 July 2022

CABINET

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

Tuesday, 12 July 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

To confirm as a correct record the Minutes of the meeting of the Cabinet held on 14 June 2022.

(Pages 4 - 15)

3. Disclosure of Interests

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

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

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

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

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

4. Communications

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

5. Urgent Items

To consider any other items the Chairman decides are urgent.

6. Matters for Consideration

7. Torbay Local Plan Update

To consider a report that summarises the feedback on the growth options consultation, and recommends the next steps of an updated Local Plan.

(Pages 16 - 112)

8. Kerbside Green Waste Collection Service

To consider a report that seeks to introduce an opt in, charged for kerbside green waste collection service.

(Pages 113 - 121)

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| 9. | Torbay Economic Growth Strategy and Action Plan
To consider a report that seeks approval to launch public consultation on the Torbay Economic Growth Strategy and Action Plan. | (Pages 122 - 218) |
| 10. | Turning The Tide on Poverty Update - Report of the Overview and Scrutiny Board
To consider the recommendations of the Overview and Scrutiny Board on the Turning the Tide on Poverty update and formally respond to the recommendations contained within the submitted report. | (Pages 219 - 231) |
| 11. | Joint Health and Wellbeing Strategy
To recommend to Council the adoption of the Joint Health and Wellbeing Strategy. | (Pages 232 - 264) |
| 12. | Adult Social Care - Annual Local Account 2021/22
To consider a report that seeks approval of the Annual Local Account 2021/22. | (Pages 265 - 332) |
| 13. | Final Budget Monitoring 2021/22 (April 2021 - March 2022)
To consider a report that provides a high-level budget summary of the Council's revenue and capital position for the financial year 2021/22. | (Pages 333 - 350) |

Meeting Attendance

Please note that whilst the Council is no longer implementing Covid-19 secure arrangements attendees are encouraged to sit with space in between other people. Windows will be kept open to ensure good ventilation and therefore attendees are recommended to wear suitable clothing.

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.

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

14 June 2022

-: Present :-

Councillor Steve Darling (Chairman)

Councillors Cowell, Law, Long and Morey

(Also in attendance: Councillors Amil, Barnby, Brown and Chris Lewis (virtually))

352. Apologies

Apologies for absence were received from Councillors Carter and Stockman.

353. Minutes

The Minutes of the meeting of the Cabinet held on 24 May 2022 were confirmed as a correct record and signed by the Chairman.

354. Communications

The Leader of the Council, Councillor Steve Darling, thanked the Events Team, SWISCo, wider Council staff and the voluntary sector for their contribution and hard work that ensured all the events held over the Jubilee Weekend were a success.

The Cabinet Member for Children's Services, Councillor Law welcomed the news that the statutory direction on Children's Services has been lifted following the recent 'Good' Ofsted rating.

355. 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.

356. Notice of Motion - Cost of Living Crisis

357. Levelling Up Fund Round 2 and UK Shared Prosperity Fund

358. Youth Offer and Torbay Youth Trust (Youth Work and Young Carers Services)

359. Torbay Youth Justice Plan 2022-23

360. Community Safety Case Management System Contract Approval

Chairman/woman

Record of Decisions

Notice of Motion - Cost of Living Crisis

Decision Taker

Cabinet on 14 June 2022.

Decision

That the Cabinet declares a 'Cost of Living Emergency' and instructs the Leader and Deputy Leader of the Council to write to Chancellor of the Exchequer to:

- Welcome the imposition of the 'Windfall Tax' on the super profits of oil and gas companies and question whether this has gone far enough.
- Immediately reduce the standard rate of VAT from 20% to 17.5% for one year, saving the average family £600.
- Immediately re-introduce the pensions triple lock to support Torbay's pensioners.
- Extend free school meals to all those families on universal credit.

Reason for the Decision

To support the Motion in respect of the financial challenges being faced by Torbay residents as a result of the cost of living crisis.

Implementation

This decision will come into force and may be implemented on 27 June 2022 unless the call-in procedure is triggered (as set out in Standing Orders in relation to Overview and Scrutiny).

Information

The Cabinet considered a motion in relation to the current cost of living crisis, notice of which was given in accordance with Standing Order A14.

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

It is shocking and extremely worrying for many local residents in Torbay on limited incomes, that Ofgem announced that the energy price cap could rise to £2,800 in October 2022.

Earlier this year on 1 April 2022, Ofgem increased the energy price cap by 54 per cent.

Over the coming summer months, Torbay residents who in the main are already financially challenged, face the average standard tariff energy bill increasing by £693 per year. The average pre-pay meter energy bill increasing by £708 per year (Ofgem, 2022)

On 6 April 2022, the Government increased National Insurance by 1.25 percentage points, which is projected to cost the average Torbay family an additional £108 per year.

The Government has suspended the pensions 'triple lock' for 2022/23, meaning that Torbay's 37,143 pensioners will see a rise of 3.1 per cent this year (instead of 8.3 per cent under the triple lock formula). This year, this will cost a Torbay resident on the full new state pension an average of £487, and a Torbay resident on the full basic state pension an average of £373 (TUC, 2022)

Torbay has opened a Household Support Fund upon which there has been phenomenal demand, demonstrating a significant unmet need.

This Council therefore declares a 'Cost of Living Emergency' and instructs the Leader and Deputy Leader of the Council to write to Chancellor of the Exchequer to:

- Welcome the imposition of the 'Windfall Tax' on the super profits of oil and gas companies and question whether this has gone far enough.
- Immediately reduce the standard rate of VAT from 20% to 17.5% for one year, saving the average family £600.
- Immediately re-introduce the pensions triple lock to support Torbay's pensioners.
- Extend free school meals to all those families on universal credit.

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

June 2022

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

Record of Decisions

Levelling Up Fund Round 2 and UK Shared Prosperity Fund

Decision Taker

Cabinet on 14 June 2022.

Decision

1. That, Cabinet accept the Harbour Committee's recommendation to invest in port infrastructure at Brixham Harbour, as set out in appendix 1 and that the Divisional Director of Economy, Environment and Infrastructure instructs TDA to develop a revised application for Levelling Up Fund Round 2.
2. That £125,000 capacity funding be utilised to procure services in support of the development of the Levelling Up Fund Round 2 application.
3. That the Divisional Director of Economy, Environment and Infrastructure instructs TDA to develop the UK Shared Prosperity Fund Investment Plans using, principally but not exclusively, the emerging Economic Strategy as the foundation for this Plans.
4. That the £20,000 UK Shared Prosperity Fund capacity funding be utilised to develop the UK Shared Prosperity Fund Investment Plans
5. That, in order to meet the deadlines for the funding bids, the Director of Finance, in consultation with the Leader of the Council, be requested to exercise his delegated authority (under paragraph 5.5 of Financial Regulations) to approve the revised application for Round 2 Levelling Up Fund and the Divisional Director of Economy, Environment and Infrastructure be given delegated authority, in consultation with Cabinet Member for Regeneration, Tourism and Housing and the Section 151 Officer, to approve the UK Shared Prosperity Fund Investment Plans.

Reason for the Decision

Both the Levelling Up Fund and UK Shared Prosperity Fund are designed to level up opportunity and prosperity, develop places and communities. These focus on infrastructure that will drive regeneration, build pride in place, create high quality skills training, support pay, employment and productivity growth.

Implementation

The decision in respect of the Levelling Up Fund and UK Shared Prosperity Fund 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 31 May 2022.

Information

Government has recently announced Round 2 of Levelling Up Fund and UK Shared Prosperity Fund

The Levelling Up Fund is a £4.8Bn UK wide fund which will be allocated over 4 years and is

designed to drive growth and regeneration in places that Government has assessed need it most to reduce economic inequality. Funding proposals are to be led by Local Authorities with support and endorsement from stakeholders, particularly MPs.

Government has also released guidance on UK Shared Prosperity Fund. Torbay has been allocated £1.76M under the core UK Shared Prosperity Fund programme with an additional allocation of £614,000 for the Multiply element focusing on adult numeracy.

The Cabinet's approval was sought to develop and submit bids and investment plans to both the Round 2 Levelling Up Fund and the UK Shared Prosperity Fund. At the meeting Councillor Long proposed and Councillor Morey seconded a motion that 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 commission an external provider to develop the bids on behalf of Torbay Council however they will not have the local knowledge or partnership links needed. Furthermore, the procurement process will further delay progress. Therefore this option was discounted.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

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

None.

Published

17 June 2022

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

Record of Decisions

Youth Offer and Torbay Youth Trust (Youth Work and Young Carers Services)

Decision Taker

Cabinet on 14 June 2022.

Decision

1. That authority be delegated to the Director Children's Services to commission an independent review and future option appraisal, including an appraisal of a collaborative approach with key partners, of Torbay's youth offer and young carers service, and
2. That an extension to the existing contract with Torbay Youth Trust on a 6 month + 6 month basis be approved.

Reason for the Decision

The Council has a statutory duty under section 507B of the Education Act 1996 (by virtue of section 6 of the Education and Inspections Act 2006) to secure, as far as is reasonably practicable, positive educational and recreational leisure time activities for young people aged 13 to 19, and to those with SEND up to the age of 25, in its area that is sufficient to meet local needs and improve well-being and personal and social development.

The Council also has a statutory duty to undertake young carers needs assessment. A young carer is someone aged 18 and under who cares for a friend or family member who, due to illness, disability, a mental health problem or an addiction, cannot cope without their support.

Implementation

This decision will come into force and may be implemented on 27 June 2022, unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The contract with Torbay Youth Trust for the targeted youth and young carers services is due to expire on 31 January 2023. It was recognised that these services needed to align with the Council and wider stake holding partners offer to our children and young people, including a Torbay wide youth offer and also young carers. Therefore, a review and options appraisal would be undertaken and informed by the voice of children and young people.

At the meeting Councillor Law 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

Several options were set out in the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None.

Published

17 June 2022

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

Record of Decisions

Torbay Youth Justice Plan 2022-23

Decision Taker

Cabinet on 14 June 2022.

Decision

That Cabinet recommends approval of the Torbay Youth Justice Plan 2022-23 to the Youth Justice Board.

Reason for the Decision

Torbay Council has a statutory duty to submit its Youth Justice Plan to the Youth Justice Board by 30 June 2022. Failure to do so may result in Youth Justice Board funding being withheld or delayed which would impact the ability to provide the service specified within the plan.

Implementation

The decision in respect of the Torbay Youth Justice Plan 2022-23 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 31 May 2022.

Information

Torbay Council is required by the Crime and Disorder Act 1998 to approve an annual Youth Justice Plan that has been prepared in consultation with its partner agencies, staff and service users. The plan addresses the functions assigned to the youth justice service, and includes how services will prevent offending behaviour and reduce reoffending.

At the meeting, Members were advised that the Children and Young People Overview and Scrutiny Sub-Board had, earlier in the day, endorsed the Torbay Youth Justice Plan 2022-23 and recommended its approval.

Councillor Law 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

There were no other options considered as there was a legal requirement to deliver the Youth Justice Service and produce the Youth Justice Plan.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

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

None.

Published

17 June 2022

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

Record of Decisions

Community Safety Case Management System Contract Approval

Decision Taker

Cabinet on 14 June 2022.

Decision

1. That a 2+1 year contract for a Community Safety Case Management System be approved as set out in Exempt Appendix 3.
2. Cabinet to note that this will be funded from existing budgets.

Reason for the Decision

It is essential to procure this contract for Community Safety services to continue business as usual while the procurement and implementation of an alternative cloud-based system takes place.

Implementation

The decision in respect of the award of contract for the Community Safety Case Management System 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 31 May 2022.

Information

The current contract for the case management system in Community Safety and Customer Services is due for renewal. The current system, whilst performing key functions and tasks, is not fit for the purpose of hybrid or remote working conditions. Initial research through the publishing of an Expression of Interest (EOI) have shown that there are multiple alternative cloud-based solutions to replace both the current system and another application for licensing that is also used in day-to-day business. Therefore the proposal is for the rebuy of licenses for two years and two months with the option to extend a further one year, if required at that time, enabling the procurement of an alternative case management system to take place.

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

Alternative Options considered and rejected at the time of the decision

Alternative options were set out in the exempt appendix to the submitted report.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

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

None.

Published

17 June 2022

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

Meeting: Cabinet

Date: Cabinet 12 July

Wards affected: All

Report Title: Torbay Local Plan Update

When does the decision need to be implemented? September 2022

Cabinet Member Contact Details: Mike Morey, Cabinet Member for Infrastructure, Environment and Culture.

Director/Divisional Director Contact Details: David Edmondson Divisional Director - Planning, Housing & Climate Emergency Place Directorate

1. Purpose of Report.

- 1.1 This report summarises feedback on the Growth Options Consultation that took place January 10th – February 28th 2022, and recommends the next steps of an updated Local Plan. Officers are aware of the sensitivities of the sites involved. Because of the extent of issues under consideration, it is recommended that a consultation is carried out under Regulation 18 “Issue and Options”. This allows greater latitude to consider options than a “Regulation 19” Preferred Option consultation. The consultation will seek views on which of the sites or clusters of sites are acceptable to bring forward.
- 1.2 For the reasons set out in the report below, it is recommended that the Local Plan Update focusses on brownfield regeneration sites and promotes development in town centre and waterfront locations. Those brownfield sites also need to maximise their contribution with higher yields arising from taller buildings and a focus on delivery of housing at every opportunity on those sites. There is a case to provide modular affordable homes on some key town centre brownfield sites to provide homes until longer term regeneration schemes are implemented.
- 1.3 However, to do everything we can to try to meet the need for affordable housing some greenfield sites should also be considered. Options for limited additional greenfield development is therefore proposed, subject to detailed assessment of sustainability and their in-combination effects upon important environmental assets. Officers recognise that Torbay has very few developable greenfield opportunities left, and these sites have environmental and/or infrastructure constraints. We are therefore seeking views on their suitability.

- 1.4 In order to achieve urban regeneration, a longer Plan period of 2040 “and beyond” is recommended, with a more detailed trajectory for the first 15 years. This approach recognises the time it takes to deliver regeneration sites and is based in the hybrid option coupled with a scenario between Option 2 and Option 3 in the scenarios consulted on in January 2022. The strategy highlights the emphasis on promoting brownfield regeneration whilst also providing for the needs of the community by addressing the housing crisis locally.
- 1.5 Members’ attention is drawn to representations relating to development in the south of Torbay, particularly within the South Devon AONB. Whilst this is the environmentally most constrained area, it is the location where the greatest amount of deliverable development land is being actively promoted and could boost numbers, albeit at an environmental cost, and contrary to the expressed wishes of the neighbourhood planning bodies in the area and the vast majority of representations received at the previous consultation. For the reasons set out in this report and based on initial discussions with Members, it is recommended that the policy of restraint towards the south of Torbay (i.e. the Broadsands Churston Galmpton Villages and Brixham) is continued into the updated Plan. It is recommended that development in the AONB should be resisted due to the sensitive landscape and ecology and poor connectivity in this area.
- 1.6 A headline level of growth of 300 dwellings a year is recommended, scaling up as follows: 250 dwellings a year for years 1-5; 300 for years 6-10 and 250 for years 11-15, reverting to 300 dpa for the last 3 years of an 18 year Plan period. This figure is considered to be deliverable over the Plan period, but will necessitate a concerted effort to regenerate town centres and achieve optimal densities within them. Some limited additional greenfield development is also required, but this growth rate is likely to preserve the most environmentally sensitive areas. The figure is, therefore, consistent with seeking to achieve biodiversity net gain and address the Climate Emergency.
- 1.7 Because the proposed level of housing falls below the likely need, it will be necessary to ask neighbouring authorities to seek to accommodate unmet need. However, Torbay’s population growth is entirely driven by domestic inwards migration, and there is concern that the government’s “standard method” which currently relies on 2014 based demographic data is seriously flawed.
- 1.8 Many representations to the recent consultation pointed out that housing does not operate in a vacuum, and that other policies relating to employment, infrastructure, the natural environment and addressing the Climate Emergency will also need to be updated in concert with housing policies. There is also a need to identify two transit pitches for travellers. Accordingly, it is recommended that the Local Plan updates other strategic and County matter policies on matters such as affordable housing, employment, climate change and environmental protection. Because most of the time at Local Plan examinations tends to be

taken up with housing growth levels and locations, this will not significantly lengthen the plan making process.

2. Reason for Proposal and its benefits

- 2.1 The proposals in this report help us to deliver the council's ambitions by seeking to boost delivery and quality of affordable housing, help reduce deprivation, regenerate, and reinvent the town centres and support new economic investment in them. The proposed level of growth will seek to balance environmental impact with the need for housing, and to avoid the most environmentally sensitive areas of Torbay. As a tourist resort, the protection of Torbay's environment is of paramount economic importance. This relates to both Torbay's green and "blue" (i.e. maritime and marine) environments. The proposals will also raise environmental standards and resilience to climate change.
- 2.2 The proposal would not fully meet Torbay's housing need, and accordingly discussions need to take place with neighbours about how unachievable need can be met. This will be a difficult "ask" of neighbours and they reasonably want further evidence that Torbay faces substantial environmental constraints. In their representations to the January consultation, several nearby authorities expressed dissatisfaction with the government's "Standard Method". Neighbour authorities have also asked for more evidence of who the unmet housing need most affects. Torbay does have a pressing need for affordable housing, and it will be important to maximise the delivery of this, and to ensure that urban areas are genuinely regenerated to create high quality living environments.
- 2.3 In order to support the rejuvenation and provision of housing in town centres emphasised by the "Hybrid Option", it is recommended that developer contributions are collected towards town centre regeneration. Under the current legal framework, this would require a change to Torbay's approach to Community Infrastructure Levy (CIL), S106 priorities and Local Plan Policy SS7 "Infrastructure, Phasing and Delivery of development"¹.

3. Recommendation(s) / Proposed Decision

- 3.1. That, based on Torbay's exceptional circumstances, an alternative approach to the Government's "standard method" calculation of housing need should be carried out based on current and future demographic trends and market signals.
- 3.2 That members approve a draft "Regulation 18" consultation on site options to commence in September 2022 based on the contents of this report.

¹ "Town Centre Regeneration" contributions would probably be a CIL item in most instances. The Levelling Up and regeneration Bill proposes changing CIL to a broader "Infrastructure Levy" and the progress of the Bill will need to be kept under review.

- 3.3. That the scope of the Local Plan Update also be expanded to update policies on Climate Emergency, infrastructure, employment and the Strategic (“SS”) policies in the Local Plan.
- 3.4. That the plan period is extended to 2040 “and beyond” in recognition of the urban regeneration opportunities and requirements of national planning policy to have a minimum of 15 years for strategic policies.
- 3.5. That the Local Development Scheme is updated according to the content of this report and be published accordingly.
- 3.6. That the Divisional Director of Planning, Housing & Climate Emergency Place Directorate, in liaison with the Cabinet Member for Infrastructure, Environment and Culture continues “Duty to Cooperate” discussions with neighbouring authorities, based on Officers’ current advice that Torbay does not have the environmental capacity and there is insufficient viability to deliver the Government’s “Standard Method” local housing need figure, despite the pressing need for affordable housing.

Appendices

Appendix 1: Assessment of Representations made on the Regulation 18 Local Plan Update Growth Options (January 2022)

Appendix 2 Sustainability Appraisal of Local Plan Growth Options (I.e., the January 2022 consultation options).

Appendix 3: Recommended development sites.

Background Documents

- Adopted Torbay Local Plan 2012-30
- Housing and Economic Land Availability Assessment 2021 (HELAA)
- Housing and Economic Needs Assessment 2022 (HENA)
- Torbay Housing Delivery Test Action Plan 2021
- National Planning Policy Framework 2021 (NPPF) and online Planning Practice Guidance (PPG)

1. Introduction

Summary

- 1.1 Following assessment of the Local Plan Regulation 18 Growth Options consultation responses that took place between January 10th – February 28th 2022, this note outlines recommended next steps.
- 1.2 The growth options consultation sought views on five possible housing growth scenarios. These sought to test how far Torbay is able to achieve the Government's "Standard Method" growth rate of at least 600 dwellings per year. In summary the Growth Options consultation focussed on five options:

- **Option 1: No further greenfield allocation beyond already allocated or approved sites.** This is estimated to provide between 190-250 dwellings a year.
- **Option 2: Limited further greenfield development.** As per option 1 plus a limited number of greenfield sites deemed as having relatively minor constraints. This is estimated to provide between 250/300 dwellings a year.
- **Option 3: One or two further urban extensions.** As per option 2 plus one or two further urban extensions. Several possible "sub-options" for the location of the potential urban extension exist. However, further expansion at the west of Paignton appears to be the most likely area. This option is estimated to provide between 320-380 dwellings a year.
- **Option 4: All sites that have not been ruled out in principle.** This includes sites which have significant environmental constraints. This option could provide between 470-500 dwellings a year.
- **Option 5: Meeting full needs (as required by Government).** To achieve a growth rate of around 600 dwellings per year, all sites including many rejected by the HELAA as unsuitable for development, would need to be allocated.

The Options Consultation also asked whether there is scope for a **hybrid option** that would allow us to set a minimum housing requirement, but also have a more ambitious target for urban regeneration sites.

- 1.3 A full summary of representations received is included at Appendix 1. The consultation received over 1,400 responses, the majority of which were opposed to additional greenfield expansion. However, responses from neighbouring authorities, government guidance and evidence of significant affordable housing need in Torbay all point to the need for Torbay to do all it can to boost housing supply, consistent with this being sustainable development as defined by the NPPF.
- 1.4 Whilst a good level of response was received from homeowners, there was very little response from people in housing need or younger people. Future consultation rounds need to try to engage younger people more actively. New engagement platforms will be utilised going forward.
- 1.5 A number of additional developers/agents promoted sites to the Local Plan. These were most significantly in the south of the area within the South Devon AONB.

Should Torbay Challenge the Government's Standard Method Local Housing Need?

- 1.6 Some consultation responses (including from neighbour LPAs) argued that Torbay should challenge the government's "standard method" formula. Housing need has been established by the Courts as being different from environmental capacity and represents a "policy off" assessment of how many homes are needed (sic) in an area². It is also a different concept from effective demand for housing, which relates to how many homes could be bought and sold at market prices.
- 1.7 Challenging the Government's Standard Method requires councils to demonstrate that *"exceptional circumstances justify an alternative approach which also reflect current and future demographic trends and market signals"*³. In addition to the local housing need figure, any needs that cannot be met in neighbouring areas should also be taken into account in establishing the amount of housing to be planned for. It therefore benefits our conversation with neighbours if Torbay demonstrates and evidences a reduced headline rate of need, as it reduces the figure we need our neighbours to accommodate.
- 1.8 The Government's Standard Method relies on 2014 based demographic projections⁴, which are themselves based on trends dating from 2009. which are seen as increasingly unreliable and do not reflect the huge changes that have taken place since 2014, including Brexit. Some authorities are now challenging the Government's Standard method, including Bournemouth, but it remains to be seen whether they are successful.
- 1.9 Initial indications are that the 2020 based population projections forecast a lower rate of national population increase than previous projections. This is driven by lower fertility and lower life expectancy, and international migration will be an increasingly important element in the UK's population. This may be lower than pre-Brexit forecasts. It remains to be seen how this plays out locally, and particularly what the 2021 Census results say about Torbay's

² The landmark ruling on this is [Hunston Properties Ltd v St Albans City and District Council \[2013\] EWCA Civ 161](#) [St Albans v Hunston Properties Ltd, R \(On the Application Of\) & Anor \[2013\] EWCA Civ 1610](#) | England and Wales Court of Appeal (Civil Division) | Judgment | Law | CaseMine

The Appeal Court Judge, Sir David Keene ruled that environmental constraints could not reduce need. He also stated that: *"29. But there may be other factors as well (in addition to a housing supply shortfall) . One of those is the planning context in which that shortfall is to be seen. The context may be that the district in question is subject on a considerable scale to policies protecting much or most of the undeveloped land from development except in exceptional or very special circumstances, whether because such land is an Area of Outstanding Natural Beauty, National Park or Green Belt. If that is the case, then it may be wholly unsurprising that there is not a five year supply of housing land when measured simply against the unvarnished figures of household projections. A decision-maker would then be entitled to conclude, if such were the planning judgment, that some degree of shortfall in housing land supply, as measured simply by household formation rates, was inevitable. That may well affect the weight to be attached to the shortfall"*.

The principle of need being a "policy off" assessment has been somewhat eroded by the government's attempts to reform the Government's Standard Method, and further possible changes to government policy may affect it further. These will need to be kept under review.

³ NPPF (2021) paragraph 61

⁴ Sub National Population Projections (SNPP) and Sub-National Household Projections (SNHP). Subsequent projections based on 2016 and 2018 data have been published; and the 2020 based Projections are forthcoming. Headline Census results are due in late June 2022.

population growth since 2011. Torbay's population increase is entirely driven by net domestic inwards migration, with deaths outweighing births by 4,239 between 2011-21. Net inward domestic migration is also a significant driver of population growth throughout Devon. Therefore, migration assumptions are the key driver of population growth.

- 1.10 It is recommended that a final view is taken on this when the results of the 2021 Census and 2020 based population and household projections are available. However, it is noted that other authorities are now seeking to challenge the Government's Standard Method formula. Members' concern about the assumptions made by the formula and the unsustainably high numbers it produces for Torbay is recognised.
- 1.11 However, there is evidence within Torbay of pressing affordable housing need. The Council's 2022 Housing and Economic Needs Assessment (HENA)⁵ indicates that there is a need for 721 affordable homes a year in Torbay between 2021-31, of which 387 are for rent and 334 for sale. It is noted that a significant element of the need for affordable homes for sale arises from people already housed in the private rented sector, who "need" a different tenure rather than a net new dwelling. This specific need would not be met by just setting a figure in line with the Government's standard method, neither the number nor type of homes would be sufficient.
- 1.12 An alternative assessment of housing need must also be "objective" and there is a possibility that an alternative objective assessment of need may actually be higher than the Government's Standard Method. However, prior to the introduction of the Government's "Standard Method" (in the 2018 NPPF), assessments of Full Objectively Assessed Need (FOAN) were not expected to automatically add the need for affordable housing (assessed through a Housing Needs Survey) to the FOAN figure. There was a tacit acceptance that affordable housing need may be greater than FOAN; and that although they both use the word "need" they referred to subtly different concepts.
- 1.13 As well as the demographic aspect of development, the financial impact of development must also be taken into account. Most significantly providing new homes reduces the cost (and social impact) of temporary accommodation. More family housing is likely to allay somewhat the ageing population structure, maintain workforce numbers, and the viability of facilities such as schools. Conversely, additional population places additional demands on physical and social infrastructure that developer contributions (S106, CIL etc) are unlikely to cover in full.
- 1.14 Taking the above into account, and recognising the methodological problems with the Government's Standard Method, and concerns that its findings if implemented would cause severe environmental harm, this report recommends that the Council challenges the Government's Standard Method. Additional assessment of demographic trends will need to be carried out.

Environmental Constraints

- 1.15 As noted, "housing need" is different to environmental capacity, and Torbay has substantial environmental constraints that make achieving the Government's Standard Method figure extremely difficult. The consultation pointed to a need for more detailed assessment of environmental capacity, landscape impact, flooding etc. However, nothing indicates that Torbay has the environmental capacity to deliver a growth trajectory of 600-720 dwellings a

⁵ [Local Plan Update - Torbay Council](#)

year. There is also a problem with viability with urban regeneration sites and limited market capacity to deliver the number of homes needed – particularly without public subsidy. Whilst building upwards may avoid some of the environmental impact, there is limited demand for apartments and Torbay's town centres contain significant heritage assets (Conservation Areas, Listed Buildings, Scheduled Monuments). Town centre sites also tend to deliver apartments rather than family housing and a lack of varied housing approaches could worsen existing deprivation levels if not managed effectively.

- 1.16 Responses from neighbours and planning agents also pointed out that housing is a strategic matter that cannot be divorced from other issues such as infrastructure or the Climate Emergency, and that many of the regeneration proposals in the Plan will take beyond 2030 to achieve.
- 1.17 In terms of sites that were promoted for development, the strongest and most active developer/land promotion interest is in the AONB in and around Brixham, which is the most environmentally and infrastructurally constrained part of Torbay. Appendix 1 sets out the sites that have been promoted for development.

Historic Completions

- 1.18 Torbay's monitoring data goes back to 1981. Between 1981-2021 the long term average of homes built is 429 dwellings a year, but this includes significant areas of urban expansion including The Willows, and some of Veille Park in Torquay, Great Parks, some of Roselands and Hookhills, Yalberton Road and White Rock in Paignton and former holiday parks in Brixham. Over the decade 2011-21 average completions were 343 dwellings a year, but have fallen off in the last two years. Therefore, whilst future build-out rates are not certain, the historic rate of growth in Torbay has been significantly lower than the Government's "Standard Method" even when large urban extension areas were available. This raises a concern over market capacity in the area to deliver a higher number of homes but also questions the 'need' as the market demand does not appear to match the Government's standard method or interest from house builders.

2 Recommended Growth Option

- 2.1 Whilst the high level of opposition to greenfield expansion is noted, Officers recommend that some limited additional greenfield expansion is necessary to help address the very pressing need for affordable and family housing. In addition, although there was strong in principle support for a "hybrid" option that prioritises brownfield development, proposals and consultations in the town centres have not revealed an appetite for high rise buildings on key waterfront sites that could make a significant boost to housing numbers.
- 2.2 Accordingly, Officers recommend that a Local Plan growth strategy of between Option 2 and 3 is pursued, but maintaining an emphasis on urban regeneration. Key elements of this strategy would be:
- A growth target of at least 300 dwellings a year over the Plan period. It is proposed to set a stepped trajectory, which would give time for regeneration sites to be unlocked and implemented. The proposed trajectory is:
 - 250 dwellings a year 2022/3 to 2026/27 (equal to 1250 dwellings over 5 years)
 - 300 dwellings a year 2027/28 to 2031/32 (equal to 1500 dwellings over 5 years)
 - 350 dwellings a year 2032/33-2036/37 (equal to 1750 dwellings over 5 years).
 - 300 dwellings per year for the 3 remaining years 2037/8-2039/40
 - This will need to be kept under review to assess its deliverability.

- That there is a Plan period of 2022-2040 with an overall target of at least 5400 dwellings.
- This is a minimum figure that can be exceeded particularly on urban regeneration sites.

- 2.3 Whilst the difference between housing need and the 300 dwellings a year average requirement will have to be assessed, it is highly likely that Torbay will not be meeting its needs in full. It will be necessary to ask neighbouring authorities to seek to accommodate unachievable need. Torbay needs to demonstrate that it has done all that it can to meet its own needs, and that there are sound reasons why it cannot meet these in full.
- 2.4 The following sections set out officers' recommendations for sites that should be considered for development. The extremely difficult nature of many of these is acknowledged, particularly in the context of Torbay's strong support for neighbourhood planning and the tireless work of the neighbourhood planning bodies in preparing plans that have largely sought to protect these areas. The recommendation does seek to protect Torbay's most sensitive areas and in particular resist major development in the AONB and its rural setting.

The Basis for Accepting or Rejecting Sites/Broad Locations

- 2.5 The Local Plan will, when it goes to Examination, be tested on the Tests of Soundness in paragraph 35 of the NPPF (2021) and upon the Presumption in Favour of Sustainable Development as it pertains to Plan making. This sets out:

11. Plans and decisions should apply a presumption in favour of sustainable development.

*For **plan-making** this means that:*

(a) all plans should promote a sustainable pattern of development that seeks to: meet the development needs of their area; align growth and infrastructure; improve the environment; mitigate climate change (including by making effective use of land in urban areas) and adapt to its effects;

(b) strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas [6](#), unless:

(i) the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area [7](#); or

(ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

The NPPF sets out in Footnote 7 a close list of NPPF policies that can provide a strong reason for restricting the overall scale of development:

(7) The policies referred to are those in this Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in [paragraph 181](#)) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other

heritage assets of archaeological interest referred to in [footnote 68 in chapter 16](#)); and areas at risk of flooding or coastal change. ↵

- 2.6 The operation of the Presumption at plan making is similar to its operation in Development Management, although the NPPF indicates that there must be a “**strong reason**” not to allocate sites, rather than a “**clear reason**” in relation to development management considerations at 11D)i) of the Framework.
- 2.7 The Local Plan will be tested on this basis, and whilst Neighbouring Authorities reasonably expect that Torbay does all it can to meet needs, it would be inappropriate for Torbay to breach the above tests when allocating land or broad locations. Accordingly, if Members wish to remove or reject any of the sites or broad locations below, officers ask that they are satisfied that they do so taking into account these tests, viz that:
- There are “strong NPPF Footnote 7” reasons to restrict development or;
 - The adverse effects of allocating the site would significantly and demonstrably outweigh the benefits.
 - The SA and HRA findings will inform this decision. Preliminary findings indicate that development in the AONB and close to the South Hams SAC raises significant concerns. From a social point of view there is a benefit in providing additional development in clusters where they can benefit from infrastructure investment. For this reason, a version of “Option 3” scored best overall. Options 4 and 5 raised significant environmental concerns, whilst Options 1 and 2 do not meet social objectives.
- 2.8 The converse holds true if Members wish to allocate sites that officers have not included.

Components of the recommended Growth Option

- 2.9 It is recommended that the Local Plan Growth Strategy should focus on urban regeneration in the town centres and waterfront areas. This may entail significant remodelling on the urban area and will take into the medium term to accomplish. Such development is likely to require funding to help support it, hence a Plan period 2022-2040 is recommended. The following areas are already largely allocated for redevelopment in the Local Plan or Neighbourhood Plan, and Torquay and Paignton are supported by Masterplans. These areas will need to maximise their delivery, for example with the use of taller and more dense development.
- Torquay Town Centre
 - Torquay Harbourside and Waterfront (Pavilions, Debenhams, Living Coasts)
 - Paignton Town Centre (Crossways, Victoria Square, Station Lane, Paignton Harbour).
 - Brixham (Middle Street).
- 2.10 Because of the length of time it will take to achieve comprehensive regeneration of some of these areas, it is likely to be feasible to provide temporary solutions such as modular housing in the short to medium term on some of the most sustainable and easy to redevelop sites, such as Temperance Street/ Lower Union Lane. This would be a quick way to boost affordable housing delivery and meet some of the most acute needs.
- 2.11 It is recommended that all of the Local Plan 2012-30’s Future Growth Areas and allocated sites should remain designated (“proposed”) for development. However, a more realistic assessment of their achievable numbers will need to be taken, on review of deliverability for some sites. The sites/ areas to remain allocated for development are:
- Torquay Gateway/Edginswell
 - Hollicombe

- Great Parks Phase 2
- Totnes Road/Collaton St Mary
- Brixham Road/Yalberton Road (Berry Acres)
- White Rock
- Inglewood

2.12 The above sites would equate to Option 1 in the January 2022 Growth Options Consultation. Whilst numbers are approximate, the HELAA and Growth Options Consultation suggests that they would deliver a housing trajectory of around 190 dwellings a year (based on a 15 year trajectory). A slightly higher number of (say) 250 dwellings a year may be achieved in the longer term if significant regeneration projects come to fruition.

“Option 2” Sites Assessed in the HELAA as having relatively minor constraints

2.13 The Growth Options consultation (based on the HELAA) identified a number of sites which were assessed as having relatively minor environmental constraints, although it is acknowledged that there will be significant local concerns about these sites. These sites are in addition to those above. Due to the pressing need for housing, it is recommended that all of the sites identified below should be proposed for development.

HELAA Reference	Sites to be allocated (Formerly included under Option 2).	Likely number of dwellings (Subject to further assessment)
Torquay		
21T050	Land adjacent to Broadley Drive, Livermead, Torquay	50
21T064	Sladnor Park, Maidencombe. Due to a High Court decision the principle of development has been established through the High Court, see application P/2020/0315	120
21T072	Babbacombe Business Park, Babbacombe Rd, Torquay	12 (could be increased with higher density)
21T125	Kingsland, Maldon Road (part of existing Future Growth Area but currently designated for employment use).	70 subject to achieving an acceptable level of industrial development and satisfactory buffering to protect amenity.
21T030	Land at Viewpoint, Kingskerswell Road	6
21T055	Watcombe Beach Car Park, Watcombe Beach Rd, Torquay	6
21T056	Kingskerswell Fields A & B, Kingskerswell Rd, Torquay	10
21T118	Rear of Farmhouse Tavern, Newton Road, Torquay or elsewhere on Torquay Hospital campus (Key workers)	50
21T145	Land North of Bottompark Lane, Torquay	20
21T148	Brunel Manor, Conversion of buildings only	15

	Torquay Sub Total	(359)
Paignton - Some of these are “indicated” in Table 8.1 of the Paignton Neighbourhood Plan.		
21P009	Sandringham Gardens West of Preston Down Road, Paignton	20
21P017	Land at Preston Down Road North, Paignton	50
21P018	Land at Preston Down Road South, Paignton	50
21P034	Land North of Wilkins Drive/PMU, Paignton	30
21P051	Hilltop Nursery, Great Parks.	10
21P053	Land rear of Local Centre, Waddeton Close, White Rock Paignton	60
21P079	Land off Limekiln Close, White Rock, Paignton	20
21P081	Land off Fishacre Close, Great Parks, Paignton	10
21P087	Land at James Avenue and east of Reservoir, Paignton	10
21P039	Land R/O 24 Grange Rd, Paignton	25
	Paignton Sub Total	(285)
Brixham and BGC Villages		
21B001	Gliddon Ford Filling Station, Dartmouth Road, Churston Ferrers	6
21B026	Wall Park Extensions (R/O Wall Park Farm, 39 Wall Park Rd), Brixham	20
	Brixham Sub total	(26)
	Total	670

- 2.14 Assuming all the sites are developed in the Plan period, this would achieve around an additional 670 dwellings or roughly 37 per year over an 18 year Plan period. In practice there will be some non-delivery.
- 2.15 If the “option 1 sites” provide 250 dwellings a year, these sites would provide an additional circa 37, making a trajectory of about 287 dwellings a year. This is similar to Option 2 in the previously consulted on options. This gap will fall further if any of these sites are removed (and not replaced). There is still a shortfall below likely need and therefore additional ways of boosting housing supply should be considered.

What about windfalls?

- 2.16 Torbay has recently achieved about 91 dwellings a year on small windfall sites of 1-5 dwellings and 32 on unallocated sites of 6-9 dwellings (“larger non-major sites”), i.e. 123

dwellings per year⁶. The NPPF supports the development of windfall sites (paragraph 69 c). Paragraph 71 indicates that *“where an allowance is to be made for windfalls as part of anticipated supply, there should be compelling evidence that they will continue to provide a reliance source of supply. An allowance should be realistic having regard to the HELAA, historic delivery rates⁷ and expected future trends”*. The Neighbourhood Plans have allocated smaller sites, and a great many of the urban regeneration sites and developments in the built up area (which are needed to provide at least 250 dwellings a year) will be from smaller sites. The above figures assume that all of the relatively small sites will be built out, which may not be the case; but other urban sites may come forward as windfall development. Moreover, overreliance on conversions of existing houses into apartments can have negative impacts on regeneration and deprivation in Torbay’s “inner urban” Wards. On this basis an additional windfall allowance is not recommended as it could result in double-counting and an overly optimistic assessment of urban capacity. However, this will be kept under review.

Local Green Spaces

- 2.17 The Housing and Employment Land Availability Assessment (HELAA) “scoped out” Local Green Spaces identified in Neighbourhood Plans. They were assessed by Independent Examiners in 2018 as meeting the relevant tests for adoption⁸, and this assessment was unanimously approved by full Council in 2019 when the Plans were “Made”. The LGSs are designated in Neighbourhood Plans and rule out most development other than in “very special circumstances”. In planning terms LGSs are akin to Green Belts in their level of protection.
- 2.18 The provision of limited affordable housing for community needs is classed in the NPPF as a potential exception to green belt policy (NPPF paragraph 49). Given the need for affordable housing and difficulty of finding sites, it may be appropriate to ask the Neighbourhood Forums to consider whether any of them provide opportunities for limited local-needs affordable housing development. However, following discussions with Members, and in recognition of the very high local value afforded to them, it is recommended that any proposals would need to come forward through Neighbourhood Plans. On this basis, it is recommended that LGSs remain a matter for Neighbourhood Plan designation, and no Local Plan expectation or number is placed on them.

Further Broad Locations and sites with significant constraints

- 2.19 As noted above, the likely trajectory provides about 287 dwellings a year and is dependent upon brownfield regeneration sites delivering development, as well as allocated “Future Growth Areas” delivering. Even if the Government’s Standard Method can be successfully challenged, there is still a likely need to allocate additional greenfield development in order

⁶ [Evidence Base and Monitoring - Torbay Council](#)

⁷ Note the reference to delivery rates, rather than permissions granted. The council considers that numbers of permissions granted should count: but the NPPF states “delivery”.

⁸ Set out in Paragraph 102 of the NPPF. They should be a) in reasonably close proximity to the community they serve; b) demonstrably special to the local community and hold a particular local significance, for example because of their beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of wildlife; and c) be local in character and not an extensive tract of land. Policies for managing development in a Local Green Space should be consistent with those for a Green Belt.

LGS designations also need to be consistent with the local planning of sustainable development and complement investment in sufficient homes, jobs and other essential services.

to boost housing supply and to provide affordable housing. Moreover, some greenfield development is needed to provide family homes rather than apartments.

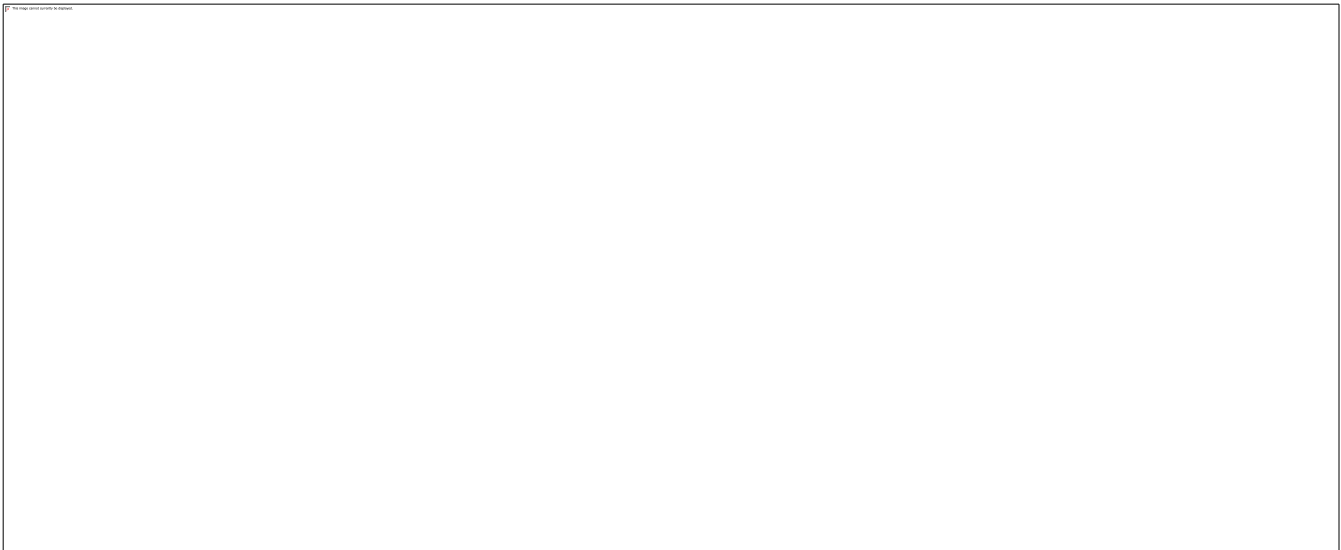
- 2.20 The HELAA has sought to identify sites and broad locations for development. Some sites were identified as “amber” in the HELAA which indicated that they had significant constraints. The HELAA did not consider the in-combination effects of sites, or whether a particular combination of sites represented a sustainable growth strategy. That is partly the purpose of this report and Member deliberations around it. The Sustainability Appraisal and accompanying assessments are also important in the plan making process.
- 2.21 The following options to boost numbers have been identified by officers as warranting further consideration. In order to meet a 300 dwelling per year requirement, a minimum of 234 additional homes would need to be found on sites that are not already identified above (i.e. $300 - 287 = 13$ dwellings a year $\times 18$ years = 234). This is not an upper limit if more sustainable locations can be identified; but as clearly stated above officers are aware of the very significant environmental challenges Torbay faces. It is recommended that this be rounded up to at least 300 to allow for an element of non-completion.
- 2.22 The following sites and broad locations have been identified by officers as being worth further consideration. The views of the community, Forums and other stakeholders are particularly sought. Most areas have significant constraints or difficulties, but have not been rejected in principle by officers when compiling the HELAA. Other options that were coloured “amber” in the HELAA are recommended not to be proceeded with, due to their environmental impact and the harm this would do to Torbay’s limited remaining countryside. In particular, despite deliverable sites being promoted in the AONB, it is recommended that a policy of restraint in the Brixham area and its urban fringe is maintained. This has endured for the three previous Torbay Local Plans (Adopted in 1991, 2004 and 2015) and the Brixham Peninsula Neighbourhood Plan. The policy reflects the high level constraints in the area and is considered to remain sound, and should be persevered with.
- 2.25 The sites and areas recommended for consideration are:
- Extension to the Collaton St Mary masterplan Area, Paignton
 - West of Long Road/Yalberton, Paignton
 - Archery Field Kennels Lane, Churston
- 2.26 If allocated, it is recommended that all of these areas would need to be subject to detailed masterplans and design codes, drawn up as far as possible in agreement with Neighbourhood Forums and local communities. The local plan will need to set out key infrastructure requirements, and how it can be funded. Not all of the areas shown on the maps could be built on- there would need to be strategic landscaping and ecological mitigation.
- 2.27 Given that there is a need to identify two transit pitches for travellers, the consultation will seek views on a potential site. Stantor Barton has previously been considered, although this may require further negotiations with the land owner. Another approach would be to locate them close to one of the broad locations for development as part of the overall master planning of the selected area.

Collaton St Mary, Paignton

- 2.28 Land at Collaton St Mary is already allocated as a Future Growth Area and has an adopted Masterplan, which is expected to deliver about 460 dwellings. The Local Plan consultation considers whether there is scope to expand the proposed development areas, including

further westwards towards South Hams. These sites are within the existing Future Growth Area (with the exception of the sites further to the west along Totnes Road) but are not shown on the Masterplan, and are Rural Character Area in the Paignton Neighbourhood Plan (PNP1(a) and PNP19).

- 2.29 Further development in this area would increase pressure on the A385 and landscape impact towards South Hams. However, it is in an area already identified for growth and may provide opportunities to rethink infrastructure delivery in the area. An updated masterplan showing how transport and drainage infrastructure will be delivered safely will be required. Extending beyond this area appear capable of achieving around 150 additional dwellings, which would be reasonably achievable within 15 years, as sites have been promoted by developers or understood to be controlled by housebuilders. It is acknowledged that there would be additional biodiversity and landscape impacts arising from this, but the most prominent sites to the south of St Marys Park have been rejected as unsuitable. There would need to be additional funding for drainage and transport infrastructure.



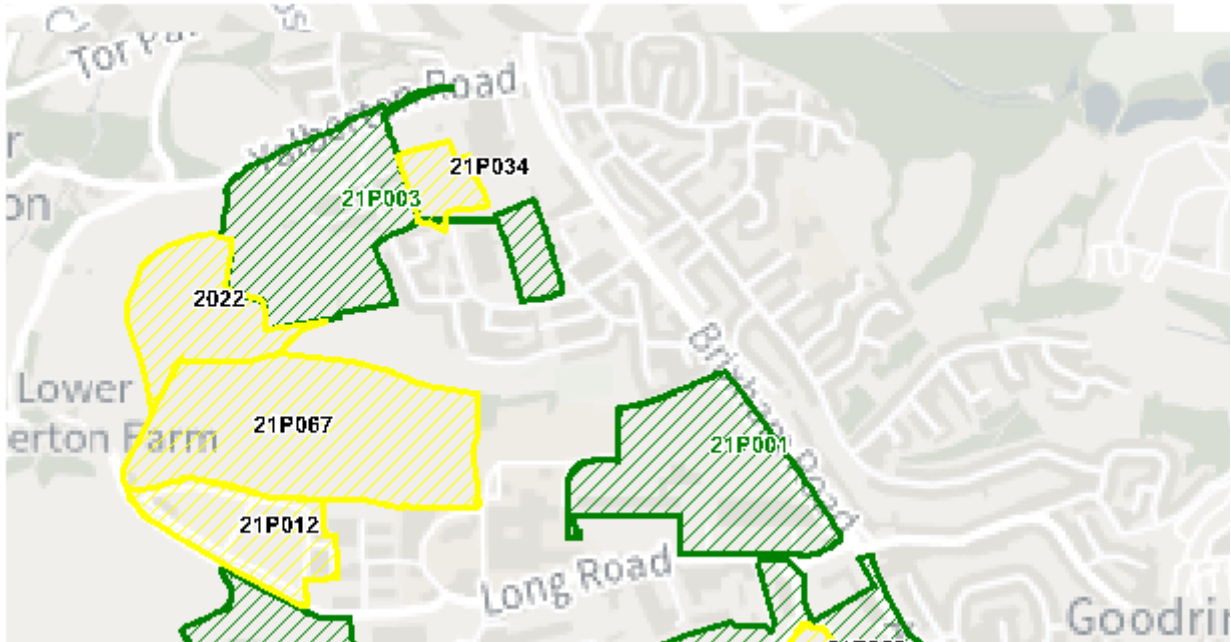
Key: Green= sites already in the Masterplan

Yellow= Sites that have significant constraints but are recommended for consideration.

Red= Rejected sites not recommended for inclusion.

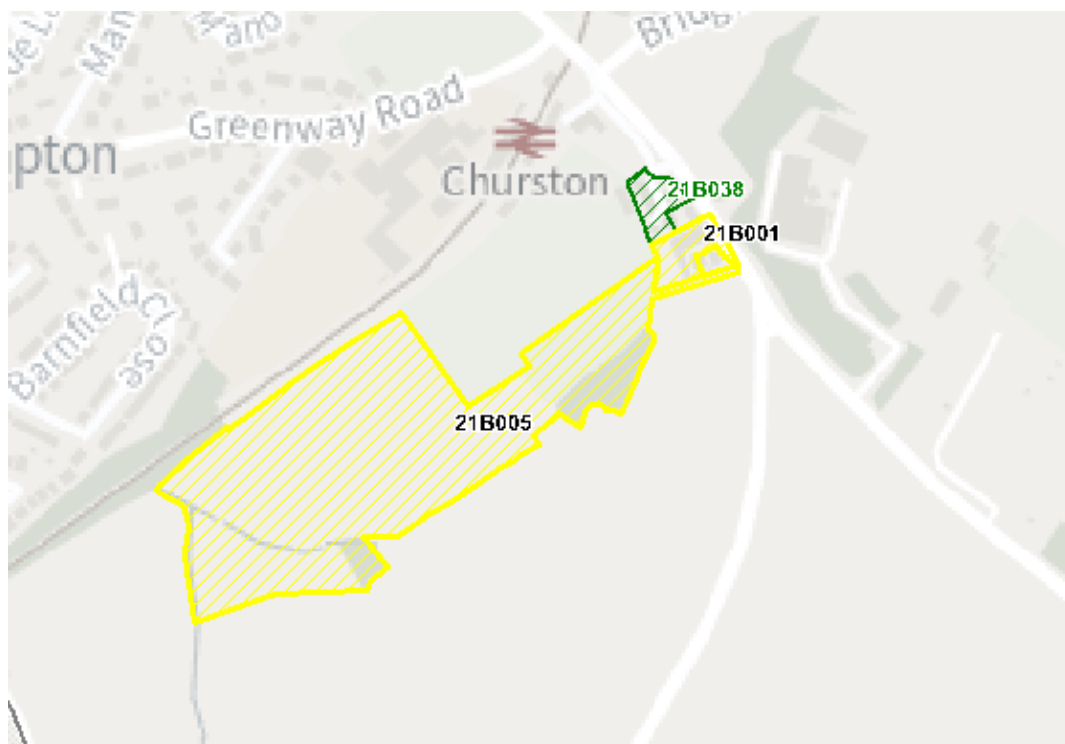
West of Yalberton/ Long Road and Berry Acres

- 2.30 Land to the west of Yalberton is already allocated as a Future Growth Area in the Local Plan and has provided a major source of Torbay's housing in the twenty-tens. Development of the existing allocated Future Growth Area is nearing completion, but sites to the West have been promoted for development. These appear to be deliverable, although they would need to be supported by detailed master planning. There would be some landscape impact into the South Hams and potentially to the setting of the South Devon AONB. As above, these are within the Rural Character Area of the Paignton Neighbourhood Plan. As with all development in Torbay the biodiversity impacts would need to be carefully assessed, including their in-combination effects alongside other proposals. The area could potentially achieve circa 200 additional dwellings as well as employment land. It appears that these would be developable within a 15 year timeframe.



“Archery Field” Land at Kennels Lane, Churston

- 2.31 Land to the SW of Brixham Archery Club (21B005). This site is within the setting of the AONB and outside of the Brixham Peninsula Neighbourhood Plan Boundary. It is located to the south of Windy Corner which is a recognised infrastructure constraint. However, the site is seen as the least harmful option in the South of Torbay and could provide local needs affordable housing. Although it does not allocate the site, the Neighbourhood Forum’s Housing Site Assessment (document 3) indicates that the land may be suitable for a specialist housing under Policy BH9 Rural Exception Sites PP94-96). The site could accommodate up to around 50 dwellings, although this would need to be the subject of further detailed assessment.



3. Summary of Likely Potential

- 3.1 The table below shows how a trajectory of 300 dwellings a year could be achieved. It is noted that the figures are close, and that even a 300pda target will be a challenge. If any of the sites identified are not proceeded with, and other alternative sites are not identified, then the achievable total is likely to fall.
- 3.2 It is reiterated that stating overoptimistic assumptions about urban sites or windfalls, may appear to allow controversial sites to be dropped, but will result in under-delivery and potential land supply or Housing Delivery Test problems.
- 3.3 A number of sites and broad locations have been considered by Officers, but not recommended to be included as potential consultation options. These are described and the reasons for rejection are set out in the “options under consideration” section below.

Option/Broad Location (Note that all numbers are provisional).	Total achievable over 18 years (2022-40)	Per annum
<p>“Option1 sites” – existing allocations and urban regeneration sites This number is approximate and assumes a very bold approach to providing dwellings through urban regeneration and maximising the potential of allocated sites. A more “trend based” figure is estimated to be around 190 dwellings a year).</p> <p>It is likely to take urban regeneration sites time to start yielding significant numbers.</p>	4500	250
<p>“Option 2” Sites with relatively minor constraints (option 1 plus 34 dwellings a year from sites with minor constraints).</p> <p>Major sites (10+ dwellings) should be allocated in the Local Plan, or remain allocated in the Neighbourhood Plan. Smaller sites can be delegated to Neighbourhood Plans.</p>	670 (in addition to “option 1” sites).	37
Further Sites/Broad Locations		
Collaton St Mary, Paignton	150	8

West of Yalberton/ Long Road and Berry Acres	200	11
Land adj. Archery Field, Kennels Lane, Churston	50	3
	5570	309

4. Consultation Stages, scope and timing.

- 4.1 It is recognised that the above options represent a significant decision and there will inevitably be significant controversy about sites, individually or as clusters. There would need to be more detailed assessment of landscape, biodiversity, agricultural land, highways, deliverability etc. before sites are formally allocated. We can also expect there to be objections from the promoters of non-allocated sites, particularly AONB sites where significant preparatory work has been carried out by promoters. On this basis it is recommended that the public consultation is carried out under “Regulation 18”⁹ informally known as an “Issues and Options” stage. The next stage “Regulation 19” pre-submission publication of the Plan, also known as the “Preferred Option” comes at a stage where the Local Planning Authority has a clearly worked up plan which it intends to submit to the Secretary of State for Examination. As such there is less scope at this stage for open consideration of options or stakeholders’ views. Due to the issues involved, it is recommended that a further regulation 18 Consultation would be appropriate.
- 4.2 The timescale for preparation of the Plan is as follows. This will need to be reflected in an updated local development scheme. Whilst it would be possible to begin a consultation in July, this will not provide an opportunity to “soft test” the proposals with Neighbourhood Forums, particularly relating to Local Green Spaces. Accordingly, a revised timescale is set out below to allow informal consultation with Neighbourhood Forums in July and August.
- Regulation 18(3) Proposed broad option consultation: September-October 2022 (6 weeks minimum).
 - Preparation of Preferred Option and completion of evidence base November 2022-May 2023
 - Consultation on Regulation 19 Preferred Option (post-election) June 2023-August 2023 (Needs Full Council approval).
 - Submission to Secretary of State: October 2023 (Needs Full Council approval).
- 4.3 It is recommended that the Plan period is rolled forward to provide detailed trajectory for 15 years and a longer term strategy to 2040 “and beyond” (to meet the requirements of paragraphs 22 and 68 of the NPPF). This makes an 18 year Plan period, although much of the town centre regeneration will take longer than this to achieve. Discussions will need to

⁹ [The Town and Country Planning \(Local Planning\) \(England\) Regulations 2012 \(legislation.gov.uk\)](https://www.legislation.gov.uk/uksi/2012/2746/contents/part-2/schedule-1/paragraph-18)

take place with the Planning Inspectorate and DLUHC about this approach as it may raise soundness concerns due to Torbay's difficulty in meeting its needs.

- 4.4 Extending the plan period will provide an opportunity to update other strategic policies (broadly the "SS" and SD-1 policies in the Local Plan) to provide a broader strategic framework and address the concerns raised during the last consultation. More detailed policies will need to be the subject of later development plan documents or neighbourhood plans. The Levelling Up and Regeneration Bill and the gist of the (2021) NPPF is that local plans should focus on strategic policies. The Levelling Up Bill proposes that binding national development management policies will replace local policies.

Duty to Cooperate with Neighbours.

- 4.5 Torbay needs to keep a constructive dialogue going with neighbouring authorities to inform them that Torbay is unlikely to be able to meet its housing need. Informal discussions have taken place at officer level as part of the Duty to Cooperate. Whilst Teignbridge and South Hams are Torbay's nearest neighbours, both of these areas are also constrained. It seems more sensible to consider the issues on a wider housing market area (HMA). Torbay abuts the Greater Exeter HMA to the north and Plymouth Joint Local Plan HMA to the west. The nature of population/ household growth in both Torbay and Devon is driven by net domestic inwards migration. Moreover, there is a sub-regional aspect to homelessness in Torbay due to the size of the lower quartile private rented sector, and number of hotel/hostel bedspaces and relatively low prices in Torbay compared to other parts of the adjoining housing market areas. It may therefore no longer be accurate to see Torbay as a self-contained housing market area.
- 4.6 Members have indicated that they believe there to be "exceptional circumstances" to justify challenging the Government's Standard Method. It is therefore too early to say exactly what the likely shortfall will be. However, based on the 2022 Standard Method of 600 dwellings a year and a housing trajectory of 300 dwellings per year, there will be an unmet need of 300 dwellings a year, which is a "worst case" ask from our neighbours. Dividing Torbay's shortfall equally between the 7 LPAs in the adjoining housing market areas¹⁰ would equate to 43 dwellings a year per LPA; although the nature of the division is more likely to be based on factors such as land availability, employment and transport links. This is a significant ask on neighbouring councils and is another justification for Torbay seeking to challenge the Government's Standard Method.
- 4.7 Neighbouring Authorities have indicated that they remain unconvinced that Torbay is unable to meet their needs. Additional landscape work is needed to provide evidence that Torbay is doing all it can to meet its needs. It will also be necessary to do additional work to identify who the "unmet need" are and from where they come. As noted above, Torbay's population increase (which is a major component in the SM) is entirely driven by net inwards domestic migration, even though there is a pressing need for "local" affordable housing. Both Devon and the neighbouring HMAs have significantly exceeding their housing targets in recent years. Based on recent Housing Delivery Test results, Torbay's shortfall would be more than compensated by oversupply elsewhere in the Greater Exeter and Plymouth Joint Local Plan areas. However, neighbour authorities have expressed concern that the HDT is backwards looking and an ongoing supply of housing land in these areas cannot be guaranteed.

¹⁰ Teignbridge, Exeter City Council, East Devon and Mid Devon in the Greater Exeter HMA, and Plymouth City Council, South Hams and West Devon in the Joint Local Plan area.

Levelling Up and Regeneration Bill 2022

- 4.8 The Government introduced the Levelling Up and Regeneration Bill to Parliament in May 2022. The scope of changes to local plans has been significantly scaled back from the Planning White Paper, for example proposals for a zonal system have been abandoned. Under the Bill's proposals, Local Plans will still be prepared, but are expected to set out a broad spatial development strategy. More detailed policies can be set out in Supplementary Plans (which are proposed to carry legal weight, unlike SPDs), Neighbourhood Plans (which have legal weight), and national development management policy. The "national development management policy" carries more weight than both local or neighbourhood plans (Clause 83) and can be introduced with minimal consultation by the Secretary of State (Clause 84). If this becomes law (and it is likely to run into opposition), the Levelling Up Bill would replace local development management policies with national ones, thereby removing the need for much of part 6 of the Local Plan (i.e. its DM policies). The clear direction of travel in the NPPF (paragraphs 17-23) and the Levelling Up Bill is that Local Plans should take a strategic approach and leave non-strategic policies to Neighbourhood Plans and generic detailed DM criteria based policies to national guidance.
- 4.9 Whilst the government has signalled an end to "Five Year Supply" considerations, these are set out in National Policy rather than Primary Legislation. The current proposals are that where a Plan has been adopted, there is a five year "break" from needing to demonstrate a deliverable five year supply. However, it appears that some other test such as the Housing Delivery Test will still be applied to monitor performance.
- 4.10 The police and NHS have continued to seek developer contributions from development. Officers also consider there is a case to seek brownfield regeneration contributions from greenfield sites, although CIL may be the best vehicle to achieve this. Consideration of these matters will need updated viability evidence, and the above timescale provides an opportunity to do this.

5. Next Steps

- 5.1 Following Members' advice, a refined draft consultation document will be prepared based on the options outlined above. This will seek views on which of the broad locations are acceptable, balancing the need to address the housing shortage and respect environmental constraints. The recommended consultation questions are:
1. Do you agree that Torbay has exceptional circumstances that justify challenging the government "standard method" for calculating housing need?
 2. Do you agree with sites from option 1 and 2 forming the baseline?
 3. Do you agree with the need to increase density and height of proposals in the urban area on brownfield sites?
 4. What are your views on each of the further sites/broad locations?
 5. Do you agree that the housing target of 300 dwellings a year, with a stepped trajectory (250dpa for the first 5 years, 300 in years 6-10 and 350 a year in years 11-15 (reverting to 300 for the three remaining years)?
 6. Do you agree with the need to update strategic policies on employment, climate, infrastructure and other matters?

6. Options under consideration

- 6.1 This document focusses on several growth options, based on the Issue Consultation that took place January- February 2022 (see above). It sets out further options for growth as outlined in the main report. It is noted that the overwhelming response from the public was opposed to additional greenfield development. It is noted that the current Torbay Local Plan 2012-30 makes significant greenfield allocations that have not been build out yet. Not-recommended options are set out below.

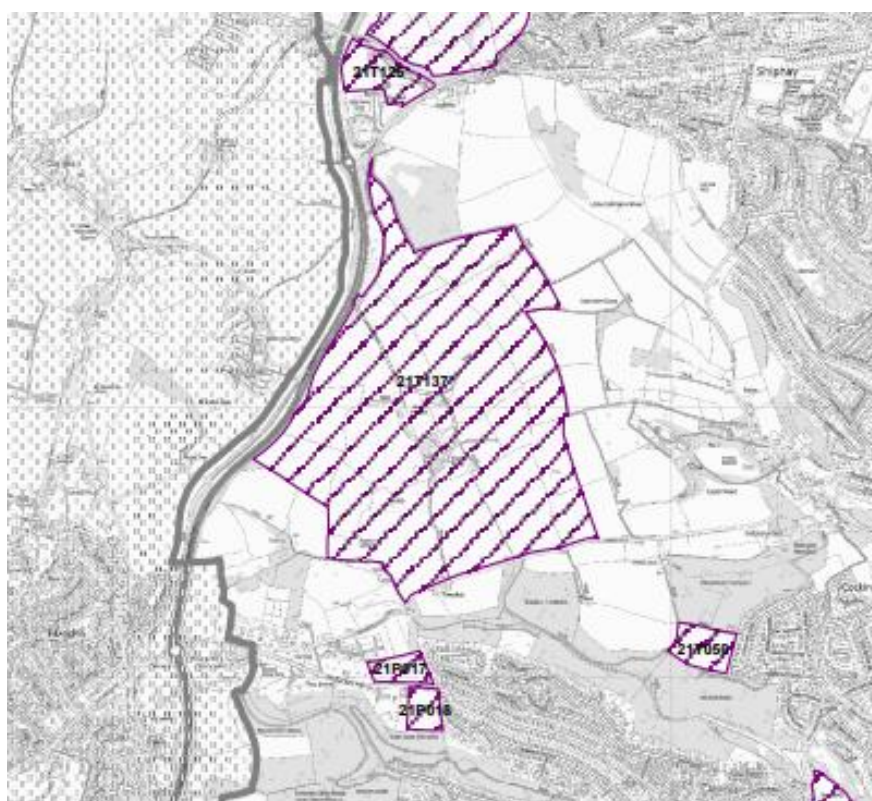
Not Updating the Local Plan or Postponing an Update

- 6.2 The council does have the option to postpone updating the Local Plan until the future of planning is clearer in relation to the Levelling Up and Regeneration Bill, standard method etc. This would allow more focus on neighbourhood planning. However, the Levelling Up Bill will take several years to come into force and much will need to be done through secondary legislation or guidance. Until the Local Plan is updated, planning applications will have to be determined on the basis of the Presumption in Favour of Sustainable Development, which reduces the ability of the council or neighbourhood planning bodies to influence the future of the area. There is good evidence that Torbay cannot meet the Government's "standard method" level of housing without causing severe environmental harm, but the only way to seek to establish a lower housing requirement is through an update to the Local Plan.

Rejected Sites and Options

- 6.3 The report considers the case to challenge the Government's Standard Method, due to Torbay's population being driven by inwards migration and the unreliability of 2014 based household projections. However, Torbay has a pressing need for affordable housing and needs to do all it can to boost housing supply, within its environmental limits. Officers' recommended options for consultation are set out in the main document. However, other sites and options have been promoted to the Local Plan Update, which are not recommended. These are assessed below, along with Officers' assessment that they would not be sustainable development as defined by the NPPF.
- 6.4 **Rejected Broad Location: Stantor Barton.** If land at Stantor Barton (21T136 and 21T137) were to become available for development, it would need to be carefully considered, as it is located in the north of Torbay away from the most significant environmental constraints. The site is not level and apart from the Ring Road running along its boundary is not especially well related to the built up area without significant additional sustainable transport infrastructure. There would be loss of agricultural land, and an impact on Local Green Spaces around the area. The area could perhaps provide 300 dwellings although this would need to be modelled in more detail. However, it is understood that the site is not available for development.

- 6.5 Conversely, the former Market Site adjoining Hellevoetsluis Way (21T136) has been promoted for development. Whilst the site may be suitable for other uses, and is ideally placed as a transport hub/park and ride¹¹; it is car dependent and there is a lot of vehicle noise. As a stand-alone site it would not be satisfactory for housing.
- 6.6 The Council may need to consider compulsory purchase if it wishes to pursue development at Stantor Barton. There are still matters such as agricultural land, topography, landscape, and accessibility (other than by car) that render it problematic as a potential development area. On this basis, without a willing landowner, compulsory purchase is not likely to be the best use of public money compared to other potential sites, particularly urban regeneration opportunities, particularly as the inherent suitability of the area has not been established.

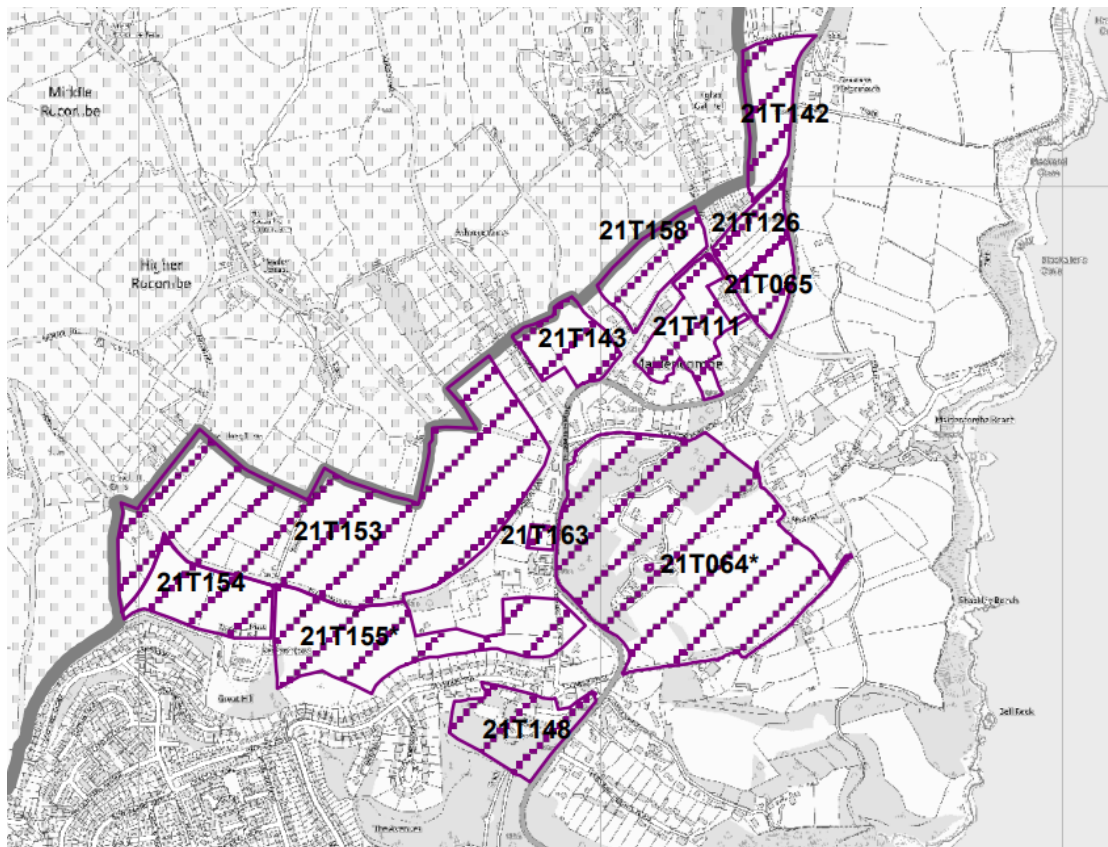


Rejected Broad Location: Great Hill/Maidencombe Cluster.

- 6.7 This land is within the Countryside Area and rolling Devon farmland but is not AONB. The sites are to the west (landward) side of the A379 Teignmouth Road, which would reduce the impact upon the coastal landscape. However, most of the sites are very elevated and would be highly visible from land within Teignbridge. None of the land is particularly flat which will affect the viability, constructability and the landscape impact of development. Whilst located away from Berry Head, the Maidencombe Cluster is within the South Hams

Landscape Connectivity Zone for the protected greater horseshoe bats and the western part of the cluster is classified as best and most versatile agricultural land. The lack of sewerage infrastructure, if not addressed, could result in adverse impacts on the Marine Special Area of Conservation in the surrounding sea.

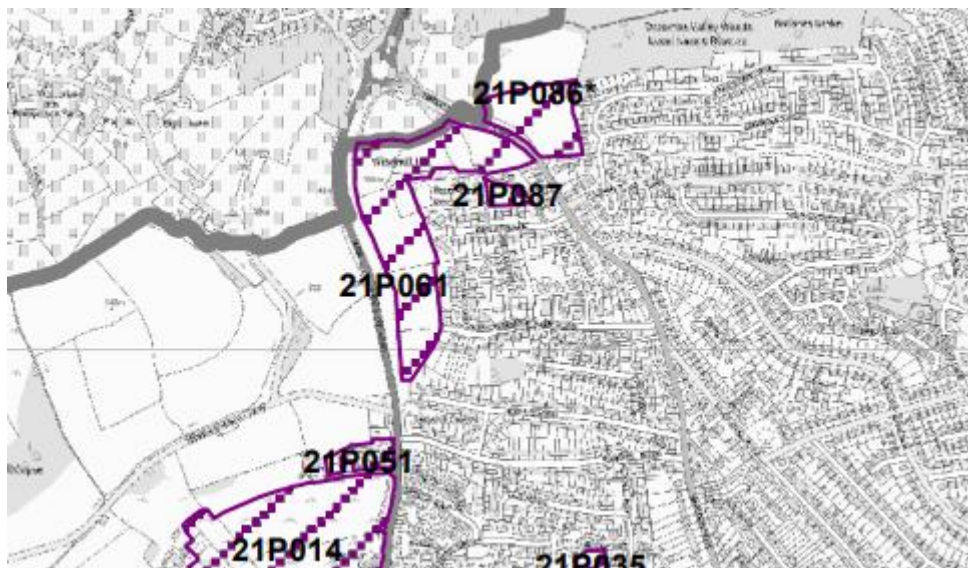
- 6.8 The site is not connected to the main sewer system, which would affect viability. Whilst on a main road (the A379) the area is poorly located to the main built up area and is distant from shops, schools and other facilities.
- 6.9 Some sites in the area appear to be available for development, but there are multiple ownerships which will lead to substantial site assembly problems. (Note that Sladnor Park, 21T064 is included earlier in this report, as the principle of development has been established through the High Court, see application P/2020/0315. Brunel Manor 21T148 recently became vacant. It has very significant heritage value, but a high quality conversion could achieve limited housing. Both these sites are physically separate from the rejected “broad location” options).



Rejected Broad Location: Land south of Churscombe Cross/Windmill Hill

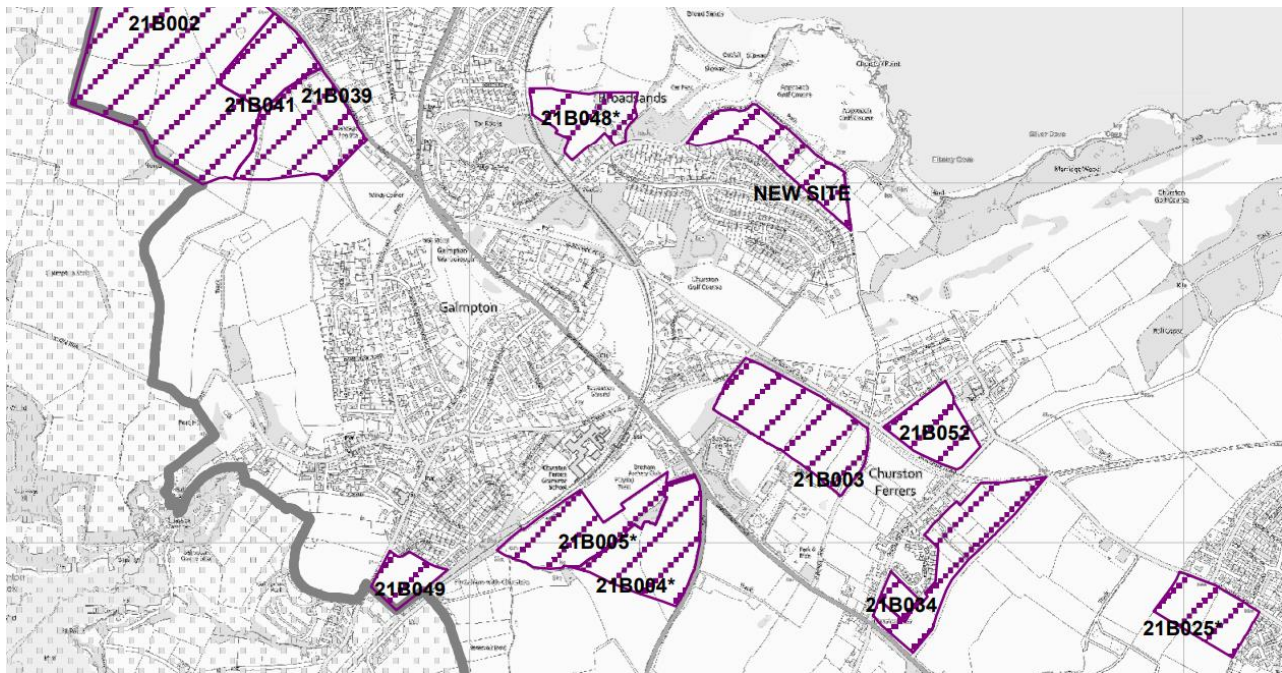
- 6.10 Land at Windmill Hill, to the south of Churscombe Cross., Paignton is very prominently located. And would adversely impact the Westerland Valley, as well as ecology. The land is not flat, which will affect viability. The area has not been actively promoted but considered through the HELAA as a potential option in order to demonstrate that a

proactive search for development land has taken place. However, it is considered unsuitable for development.



Rejected Broad Location: Broadsands, Churston and Galmpton Sites.

- 6.11 The bulk of sites within the Broadsands, Churston and Galmpton area are located to the south of Windy Corner and are therefore less accessible than sites located further north. The exceptions to this are land at the south of Inglewood (21B039 and 21B041) and land at Broadsands (21B048 and new site adjacent to Elberry Farm). Land in the BCG villages area is also within the setting of the South Hams AONB. Significant development in this area would cause additional harm to the AONB through urbanisation of its setting. The area is also within the sustenance zone for greater horseshoe bat roost at Berry Head and the in-combination effect of development is highly likely to have an adverse effect upon the South Hams SAC. Development of “Inglewood” was seen at the previous Local Plan as a possible southward limit to growth. This has now been approved at the expense of a significant erosion of the settlement gap between Paignton and Galmpton/Churston. Since the Inglewood decision, the NPPF has been amended to note the importance of minimising the impact on AONB from development in its setting (paragraph 176).
- 6.12 Whilst the area is likely to be viable for development, there are numerous land ownerships which would compromise effective site assembly and effective infrastructure planning. Development would come at a significant environmental cost in terms of urbanising the BCG Villages, and creating continuous urbanisation around Torbay with little gap between Paignton and the “Brixham Peninsula”. There would be further loss of best and most versatile agricultural land.
- 6.13 Note that a much more limited area (21B005 adjacent to Brixham Archery Club) is considered as a potential affordable housing site in the main report.



Rejected Broad Location: “Major” Development in the AONB

- 6.14 It has been noted that several sites and broad locations within the South Devon AONB have been promoted for development. Potential sites are 21B049 at Galimpton and 21B025 Copythorne Road, Brixham (but in the BCG Forum Area). Land to the North of Mathill Road (21B015) has also been promoted and would be deliverable. Land at Upton Manor Farm Camp site, St Marys Road (21B037) is the subject of a current planning application (P/2021/0890). Such sites are likely to be viable and would help boost housing numbers. There would be an option of either developing standalone sites for housing, or alongside broader areas for mixed use development, including commercial uses. A significant amount of detail and assessment has been submitted with these proposals. They probably provide the most developed set of proposals promoted for development. Because of this, the economic and social benefits that they could provide need to be carefully considered. But also balanced against the environmental impact.
- 6.15. The AONB is nationally important and has a similar planning status to National Parks. The Countryside and Wildlife Act 2000 requires local authorities to have regard to impact on AONBs when carrying out their functions. Government policy on development in the AONB is set out in Chapter 15 of the NPPF. AONBs should be given the highest status of protection in relation to the conservation and enhancement of landscape and scenic beauty (NPPF176).
- 6.16 Paragraph 177 relates to planning applications for major development in the AONB, rather than allocations within the development plan. However, the paragraph 177 criteria are sensible measures when considering whether major development is appropriate in development plans too. Whilst some AONB sites could be seen as relatively standalone, they are likely to fall into the category of “major development” as defined by footnote 60 of the NPPF¹². Paragraph 177 of the NPPF states that major development in the AONB

¹² Footnote 60 of the (2021)NPPF states: (60) For the purposes of [paragraphs 176](#) and [177](#), whether a proposal is ‘major development’ is a matter for the decision maker, taking into account its nature, scale and setting, and whether it could have a significant adverse impact on the purposes for which the area has been designated or defined.

should be refused, other than in exceptional circumstances and where development can be shown to be in the public interest considering:

- (a) the need for the development, including in terms of any national considerations, and the impact of permitting it, or refusing it, upon the local economy;
- (b) the cost of, and scope for, developing outside the designated area, or meeting the need for it in some other way; and
- (c) any detrimental effect on the environment, the landscape and recreational opportunities, and the extent to which that could be moderated

- 6.17 The AONB Partnership has indicated that it would object to developments within the AONB. Whilst it would boost housing supply, the general approach of planning policy is that major development in the AONB should be a last resort. Proposals would significantly urbanise the area and erode the rural character of the area.
- 6.18 As noted, the south of Torbay is the most significantly constrained in terms of proximity to the South Hams SAC (where in-combination effects need to be considered). Development has already advanced close to the Berry Head SAC, and further urbanisation around Brixham could harm it further. The road network is dependent upon Windy Corner and Brixham is the least accessible of Torbay's three towns.
- 6.19 Whilst development could support Brixham as a viable town and provide economic benefits, there remain allocated sites within Brixham, including Middle Street, that would deliver local needs in a more sustainable fashion. The existing barns/dairy buildings on the west of the St Marys/Old Dairy are already allocated for 25 dwellings in the Brixham Peninsula Neighbourhood Plan (H3-I2), whilst a small area of land at Wall Park (21B026) is also recommended for development. Development beyond these areas is likely to go beyond purely local needs.
- 6.20 There is no "larger than local planning system" in the UK, and the Duty to Cooperate is widely seen as an inadequate tool to allocate housing based on sub-regional need and constraints. However, there is a case that less environmentally constrained areas (i.e. non-AONB and further from a SAC) sites outside of Torbay represent a more sustainable option than promoting major development in the AONB around Brixham, particularly if development is catering to inward migration. Torbay will need to prepare statements of common ground with neighbouring authorities and they will naturally expect Torbay to do all it can to meet its own needs.
- 6.21 On the basis of the above, it is not recommended that major development in the AONB be pursued.

7. Financial Opportunities and Implications.

- 7.1 The Local Plan Update will provide opportunities for S106 and CIL funding. The primary purpose of this is to support infrastructure provision needed by the development. It is noted that both the NHS and Police have made representations seeking contributions towards funding shortfalls in their services resulting from new development.

- 7.2 The Local Plan update will need to be supported by a Whole Plan Viability Assessment that considers all planning contributions and viability issues, and ensures that the overall ask does not undermine development viability.

8. Legal Implications

- 8.1 The Local Plan must be prepared according to legal requirements set out in the Town and Country Planning Act 1990 and the web of subsequent legislation, regulations, policy and guidance. The Localism Act 2011 sets the current framework for local plans and the Duty to Cooperate with Neighbours. The most relevant secondary legislation is The Town and Country Planning (Local Planning) (England) Regulations 2012¹³
- 8.2 The National Planning Policy Framework (NPPF), currently 2021 is not law but is a material consideration. However, it has de facto legal weight in plan making since it contains tests that will be applied by an Inspector at local plan examination. Most significantly these requirements are: Paragraph 11(a-b) Presumption in Favour of Sustainable Development, as it applies to plan making; Chapter 3 Plan Making, and particularly the test of Soundness at paragraph 35. Chapter 5 “delivering a sufficient supply of homes” sets out housing requirements including the need to follow the Government’s standard method “local housing need” to calculate Detailed the minimum number of homes needed (paragraph 60). Detailed guidance and methodology is set out in the (National) Planning Practice Guidance (PPG). Where specific NPPF and PPG sections are relevant, they are referred to the main report.
- 8.3 The Levelling Up and Regeneration Bill 2022 proposes changes to local plans, but has only received its first reading. The main details are likely to be in secondary legislation (“Regulations”) or the “National Development Management Policies”. There will need to be transitional arrangements for plans already under preparation. Therefore, the Levelling Up Bill will take several years to come into effect. Nevertheless , the above report recommends that the Local Plan Update seeks to be consistent with the likely thrust of the Bill, in that Local Plans are intended to be more precise and strategic, with more detailed matters left to neighbourhood plans or nationally set Development Management policies.
- 8.4 The Government’s “Standard Method” and the NPPF are not set down in statute, but have a great weight in Inspectors’ decisions and set out a quasi-legal framework for examining plans. If the council does opt to argue that the Government’s Standard Method figure is too high, it is likely that support from counsel would be needed leading up to and at the Local Plan Examination.

¹³ [The Town and Country Planning \(Local Planning\) \(England\) Regulations 2012 \(legislation.gov.uk\)](https://www.legislation.gov.uk/uksi/2012/2617/contents/make)

9. Engagement and Consultation

- 9.1 This report builds in the Regulation 18 Growth Options Consultation that took place between 10th January and 28th February 2022. Detailed responses to this are set out in Appendix 1.
- 9.2 A particular issue noted is the need to engage with a broader cross section of the community, particularly younger people and people who are in housing need.

10. Purchasing or Hiring of Goods and/or Services

- 10.1 No direct impact. However, the Local Plan needs to be supported by evidence base documents. The Housing and Economic Needs Assessment (HENA) and Housing and Economic Land Availability Assessment (HELAA) have been carried out in house. However, other specialist evidence, including on, landscape impact, biodiversity, Water cycle, flooding and viability will need to be commissioned from external consultants.

11. Tackling Climate Change

- 11.1 Housing development has an effect on the Climate Emergency. The existing Local Plan contains policies that seek to mitigate the impact of development upon climate, to promote low carbon development and provide resilience to the effects of climate change (Policies SS14, ES1 and ES2). The Local Plan and the NPPF also contain policies to locate development away from flood risk areas as far as possible (see Policies ER1, ER2 and W5). Other policies such as transport policies (SS6, TA1-3) also seek to reduce the climate impact of travel.
- 11.2 Several representations from neighbouring authorities, and the recommendation of the council's Climate Emergency Officer, argue that the Local Plan's policies should be updated to address more fully the Climate Emergency. The Local Plan Update provides an opportunity to do this. Particularly Policy SS14 (and incorporating/updating parts of ES1 into SS14 or making "ES1" a strategic policy).
- 11.3 Several, otherwise sustainably located sites are within areas of flood risk, and this will need to be taken into account in the location of development proposals.

12. Associated Risks

- 12.1 Until the Local Plan is updated, planning proposals will need to be subject to the Presumption in Favour of Sustainable Development (NPPF paragraph 11(c-d)). However, the Presumption also applies to Plan making and there is an expectation in the NPPF that councils should seek as a minimum to meet their identified housing need.

- 12.2 The main danger of promoting a Plan that contains less than the areas identified need (600-720 dwellings a year) is that the Plan could be found unsound at Examination or would fail the Duty to Cooperate with neighbours. However, the Plan is still at a consultation stage where such issues can be discussed further with neighbours and the Planning Inspectorate.
- 12.3 The report acknowledges that many of the sites/broad locations identified are highly contentious. Torbay is nearing the end of its environmental capacity to deliver new greenfield development and the sites are sensitive and environmentally constrained. A growth rate in excess of 300 dwellings a year would necessitate the allocation of sites that are likely to have a severe impact on the environment. Keeping development to a trajectory of 300 dwellings a year is assessed by Officers to avoid the most egregious impacts.

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

	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people	Boosting the supply of housing will benefit younger people who are increasing unable to afford housing.	A shortfall below housing need will make housing less affordable.	
People with caring Responsibilities	Boosting housing numbers will provide opportunities for adapted housing and specialist housing to help those with care needs and responsibilities.	A shortfall below need will put additional pressure on the housing stock, which may impact people with care needs or responsibilities. .	
People with a disability	Boosting housing numbers will provide opportunities for adapted housing and specialist housing to help those with care needs and responsibilities.		
Women or men	There is evidence that a shortage of housing affects women disproportionately; although people of all genders will benefit from boosting housing supply.	There is evidence that a shortage of housing affects women disproportionately; although people of all genders will benefit	There is no differential impact

		from boosting housing supply.	
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)	<p>The need to identify two transit pitches for Travellers has been identified.</p> <p>Nationally there is evidence that a shortage of housing impacts most severely on people from a BME background.</p>		
Religion or belief (including lack of belief)			There is no direct differential impact'. The preservation of nature and meeting peoples' needs are both matters with a spiritual dimension.
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	Increasing housing supply is likely to help people start a family and "get on with their lives"	A shortage of family housing (which is most easily provided on greenfield sites) will make it more difficult for young couples to find a home.	
Women who are pregnant / on maternity leave	Increasing housing supply is likely to help people start a family and get on with their lives		
Socio-economic impacts (Including impact on child poverty issues and deprivation)	The Local Plan provides an opportunity to seek to meet housing and economic needs. Maximising the provision of affordable housing one of the most significant ways in which child poverty can be reduced.		

Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	Providing decent housing has a significant impact on health. There are significant health differentials between the most and least affluent areas in Torbay. The Local plan requires the provision of public open space and opportunities for active travel.	Because Torbay is reaching its environmental limits development above 300 dpa would impact on the natural environment, which is a major source of people's wellbeing.	
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14. Cumulative Council Impact

- 14.1 The Local Plan relates closely to the work of Tor Vista and the TDA and their development programmes. The Local Plan also has strong links to the Housing Strategy.

15. Cumulative Community Impacts

- 15.1 The Local Plan provides a strategic framework to the four neighbourhood planning bodies in Torbay, who are currently preparing refreshed Neighbourhood Plans. Until the local plan update passes Examination, it will be difficult for the Neighbourhood Plans to carry full weight unless they are able to fully meet the development needs of the area. Until and unless the Local Plan argues for a lower rate of growth than the Government's Standard Method, the Neighbourhood Plans will need to seek to achieve at least 600, and preferably 720 (i.e. a 20% buffer) dwellings a year.

Appendix 1 Subject: Assessment of Representations made on the Regulation 18 Torbay Local Plan Update Growth Options (January-February 2022)

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What is the proposal and its benefits?

1 Summary

- 1.1 This briefing note summarises feedback received on the Local Plan Housing Growth Options Consultation, which ran from 10th January 2022 to 28th February 2022. It seeks to brief Members on the main issues to arise from the consultation responses. This report does not make recommendations. The attached is intended to flag up issues and start a conversation with Members on the Local Plan Update. More detailed recommendations will be provided to Members on the 12th July 2022, and set out in a separate report.
- 1.2 The growth options consultation sought views on five possible housing growth scenarios, (which sought to test how far Torbay is able to achieve the “Standard Method” growth rate of around 600 dwellings per year). The consultation received slightly over 1,500 responses. These were made up of:
 - 844 responses to a short survey
 - 509 responses to a more detailed survey
 - 63 comments on Facebook.
 - 94 more detailed letters (55 individuals, 15 housebuilders/landowners, 8 Forums/partner bodies, 6 neighbour LPAs, 10 national bodies).
- 1.3 There is likely to be some overlap between the three sources of comments i.e., some people filled in the questionnaire as well as making a separate written representation. It is possible that some people filled in both questionnaires. As with all matters, the weight of the planning arguments put forward is important as well as the number of comments.
- 1.4 The overwhelming majority of survey responses from the public supported Option 1 “no more greenfield” development (estimated to provide between 190-250 dwellings a year). There was support for a “hybrid” approach that sought to maximise the potential of urban regeneration brownfield sites. When people’s first three options were taken into account, Option 3 emerged as the “least unfavourite” approach.
- 1.5 Responses were received from all Torbay’s neighbouring authorities. They indicated that Torbay should do all it can to meet its housing needs. ^{1[OBJ]} Most of the agents commenting on the consultation argued that housing numbers are a strategic matter and that the Plan period should be rolled forward to at least 2040 to ensure 15 year post adoption Plan period. Some neighbouring authorities and public responses also highlighted the need to give the Climate Emergency greater emphasis.

¹ Conversely some private representations argued for an even longer option than 1.

- 1.6 Several neighbouring authorities recommended that Torbay challenge the standard method of calculating housing need. This is understandable as it could hypothetically reduce Torbay's "ask" to them. The Standard Method is getting increasingly dated, being based on 2014 data. However, Torbay's affordable housing need is very high – The final HELAA identifies a need for 721 affordable house a year, of which 387 are for rent and 334 are for affordable housing for sale. This is likely to make present a difficulty should the council seek to challenge the Standard Method level of housing need. Note that the main report for Cabinet on 12th July 2022 discusses this matter in more detail and in the light of subsequent evidence.
- 1.7 Confirmation was given of site availability, and some additional sites were promoted for development. Most of the additional sites are in the Churston/Galmpton and Brixham area. It is noted that sites being most actively promoted are within the South Devon AONB.

2. Next Steps

- 2.1 No decision is needed on these issues at this meeting. A fuller Cabinet session is planned for 12th July 2022, and further information will be provided for this meeting. Advice on next steps will help officers compile the next stages of the Plan. Key issues that have arisen in the responses and will need to be considered and addressed are:
- Do Members wish to consider wider issues such as the Climate Emergency?
 - Should the Plan period be rolled forward to 2040 (or later?)
 - Which option should form part of the preferred option? Despite the high level of opposition to new greenfield land, there are strong indications that Option 1 would not meet Duty to Cooperate and Test of Soundness requirements.
 - If Members decide to promote a hybrid approach, further thought to how this would operate in practice (and a better title for it).
 - Which (if any) sites should be included in the preferred option?
 - Should the Local Plan challenge the Standard Method as a way of calculating housing need?
 - Section 106/CIL Priorities. Note that the Police and NHS are both seeking contributions from new development.
 - Should the next stage be a Regulation 19 "Preferred Option" or would Members prefer to "soft test" proposals through a further round of Regulation 18 consultation.
- 2.2 Nothing put forward in the representations suggests that Torbay *can* meet the standard method growth figure of 560-600 dwellings per year. (Exhortations that we "should seek to meet" our need is not the same as saying we "can"!). It is recommended that further evidence of environmental (landscape and ecological) capacity, and market capacity (viability and effective demand) is prepared in parallel to the next stage of Plan preparation. Work is currently taking to commission Landscape Character Assessment work, and other environmental evidence. This will be needed for the Local Plan Examination and our Duty to Cooperate discussion with neighbours.
- 2.3 The council has completed a Housing and Economic Needs Assessment (HENA) which assesses the need for affordable housing. However, need is not the same as effective demand or development viability. If Members do consider it worth challenging the standard method, a more detailed assessment of market capacity and viability would be necessary.

3 Background.

- 3.1 Cabinet resolved to carry out a limited review of the Local Plan to update its policies for housing supply, and also to test whether the government's "standard method" should be used to calculate the level of housing need. An initial issues consultation (Regulation 18) on the proposed limited update was carried out between Monday 22nd March 2021 to Tuesday 4th May 2021. The purpose of the consultation was to assess whether the option of updating housing numbers and retaining the existing terminal date of 2030. As such it was a technical consultation, and unsurprising that it

received a relatively low level of responses (26 in total). The council also prepared a Housing and Economic Land Availability Assessment during 2021, which was used as the basis for the Local Plan Growth Options consultation.

- 3.2 The consultation was at “Regulation 18” for the Local Planning Regulations, which is an “issues and options stage” where no key decisions have been made. The broad options that we are seeking views on are:

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

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

Option 3: One or two further urban extensions. As per option 2 plus one or two further urban extensions. Several possible “sub-options” for the location of the potential urban extension exist. However, further expansion at the west of Paignton appears to be the most likely area. This option is estimated to provide between 320-380 dwellings a year but will be dependent on further assessment and determination of the extent of an urban extension.

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

Option 5: Meeting full needs (as calculated by Government). To achieve a growth rate of around 560-600 dwellings per year, all sites including many rejected by the HELAA as unsuitable for development would need to be allocated.

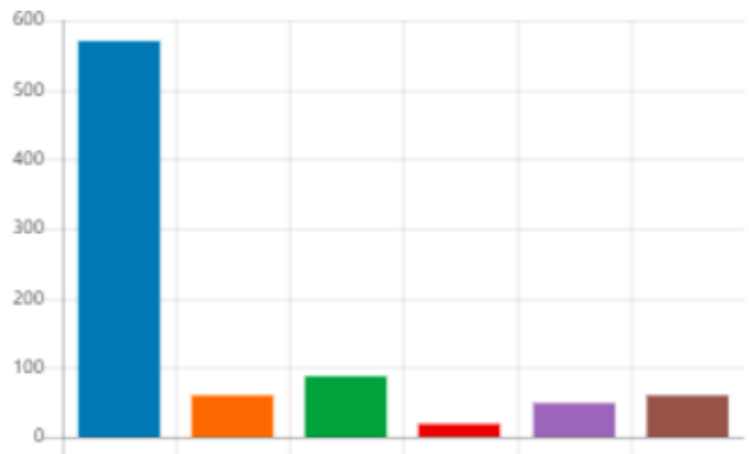
Views were also sought on a “hybrid” approach for the Local Plan to contain a split target, with a lower minimum requirement, but a more ambitious target specifically for urban regeneration sites

- 3.3 In order to get a wider range of responses the most recent consultation was conducted via a traditional “mail merge” of organisations and people on the Local Plan consultation database, as well as via questionnaires and social media. A short and long online survey was carried out. A number of (virtual) presentations were given to Neighbourhood Forums and other interested groups.

Quick Questionnaire

- 3.4 The quick questionnaire simply sought views on which growth option Torbay should follow. It received 844 responses, 789 (93%) of whom were Torbay residents. 496 (59%) responses were from people aged 55 or older. Option 1: no more greenfield development beyond already allocated/approved sites was the most favoured option, being the first option for nearly 68% of respondees, followed by Option 3 (although with only 10.4% of people’s first choices). Option 4 was the least favoured option with only 2.2% of the first choices.

Option 1: No more greenfield ...	570
Option 2: The first option and ...	59
Option 3: Includes option two ...	88
Option 4: All sites that could b...	19
Option 5: Meet the full needs ...	49
Option 6: A mixture of the 5 o...	59

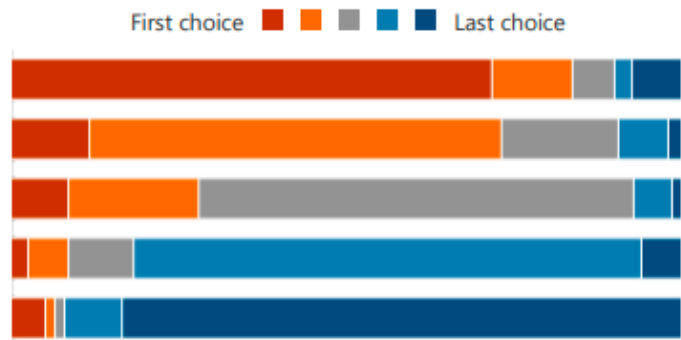


Detailed Survey

- 3.5 A more detailed survey asked wider questions about the growth options. It received 509 responses, 450 of whom were Torquay residents, 24 from elsewhere in Devon. There were 17 responses from organisations. 349 responses were from people aged 55 or older and 447 were homeowners. Over three quarters of responses favoured Option 1 and put option 5 as the last option. However, when totalling people's first three choices and discounting the two least favoured options), option 3 became the "least unfavourite" option followed by 2 and then 1. Somewhat surprisingly, Option 5 was more popular (that is less unpopular) than Option 4.

Rank Options

Rank	Options
1	Option 1: No further greenfiel...
2	Option 2: Limited further gre...
3	Option 3: One or two further ...
4	Option 4: All sites that have n...
5	Option 5: Meeting full needs ...



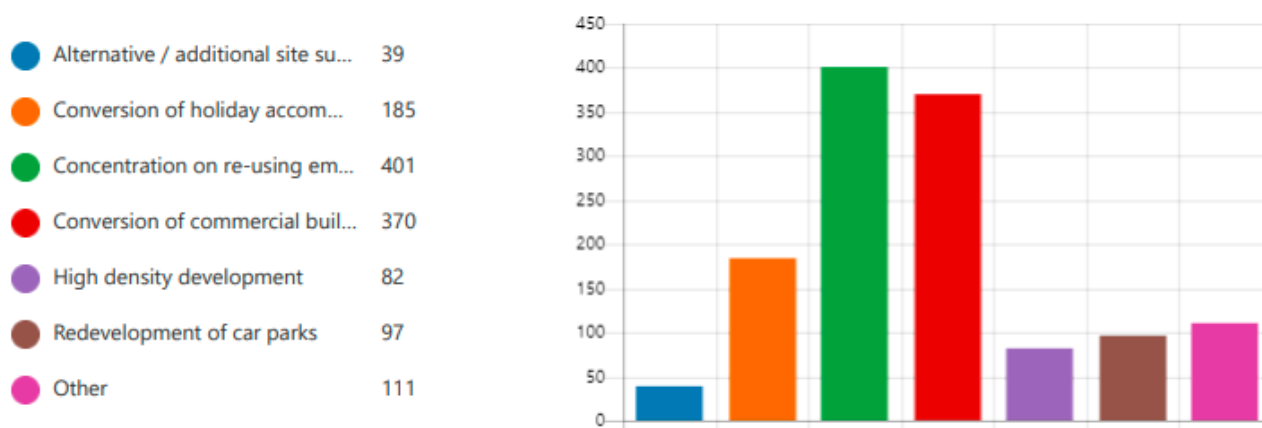
- 3.6 Environmental harm was the main reason stated for people's preference for no more greenfield development. 349 responses (69%) would support a hybrid option with a lower baseline figure but a higher potential figure that could only be met through brownfield sites, with about 75% of those who expressed a preference stating that "option 1" should be the baseline. There was fairly broad support for increasing housing densities.

12. Would you support a general increase in the density (number of homes) built on sites?

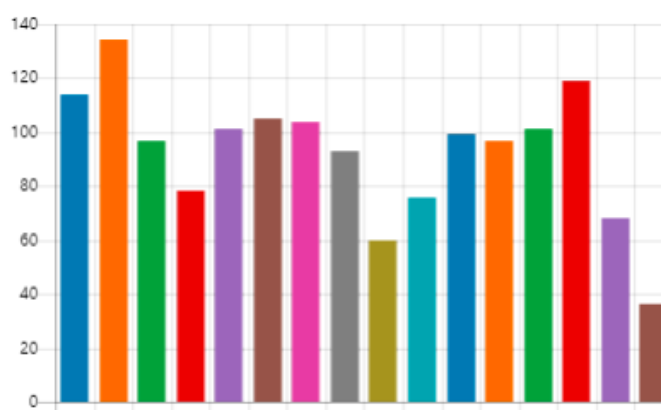
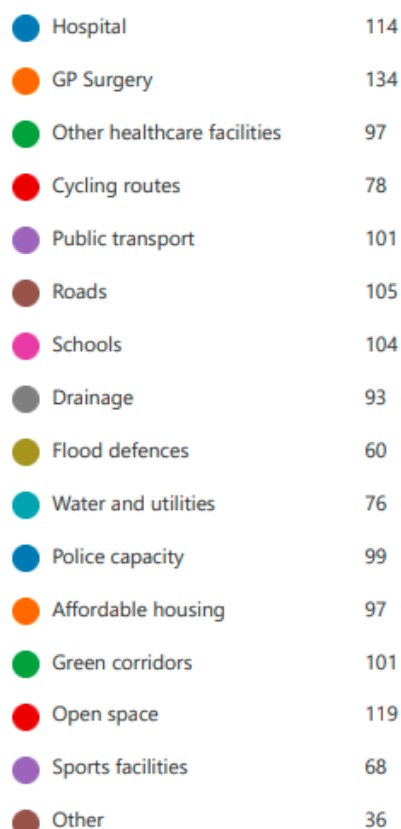
Yes, in all cases	45
Yes, on brownfield sites only	169
Yes, in town centres only	102
No	165



3.7 When asked about alternative ways of boosting supply, there was support for a range of brownfield options, including reuse of holiday accommodation and employment/ commercial buildings.



3.8 The questionnaire asked about infrastructure shortfalls. Although healthcare shortfalls were the main infrastructure reason why people expressed opposition to new development, a range of other matters were also raised. Clearly many respondents considered there to be multiple infrastructure shortfalls.



Facebook

3.9 The council also carried out social media posts on the Local Plan Update, which received 63 votes as follows: Option 1:43 votes, Option 2: no votes, Option 3: 7 votes, Option 4: 1 vote, Option 5: 3 votes, Hybrid option: 9 votes.

Detailed Letters/Email

- 3.10 In addition to the surveys, the Council received approximately 90 emails/written letters from national bodies, neighbour local authorities, house builders and land agents, and the general public. These comments are summarised in more detail in the table at the end of this briefing note. However, in summary the main issues raised are:
- 3.11 **National Consultees** (Natural England, RSPB, English Heritage, National Trust, Environment Agency, National Trust): Sites promoted in the growth options will need detailed assessment. Concerns were raised about Options 4 and 5 without further evidence. Objections to Options 4 and 5 from environmental charities such as RSPB and National Trust: “would be catastrophic”. Both Devon and Cornwall Police and the NHS Foundation Trust argued that new development should contribute towards meeting the needs arising from housing growth to policing and healthcare.
- 3.12 **Internal/Partner Organisations** (TDA, Torbay Housing Delivery Board): Need to identify more employment sites. Need to allocate more housing land to provide affordable housing.
- 3.13 **Neighbourhood Forums** (Torquay, Paignton, BCG Villages, Brixham Town Council): Support for a hybrid approach that would focus on regeneration, opposition to greenfield options, infrastructure and environmental constraints were noted. New housing should be targeted at local affordable needs rather than market housing for incomers. The council cannot control housing completions- there are sufficient sites allocated in the Local /Neighbourhood Plans and sites with planning permission, that are not being built out.
- 3.14 **Neighbouring LPAs** (DCC, Teignbridge, East Devon, Mid Devon, Plymouth and West Devon Joint Local Plan). A range of issues. Consideration of these is particularly important due to the statutory Duty to Cooperate, and there is currently no agreement for neighbours to take Torbay’s unmet need.
- Torbay should be doing all that it can to meet its housing needs.
 - More evidence is needed before neighbours are convinced that Torbay cannot achieve its housing needs.
 - The Standard Method may be challengeable given that it is based on 2014 data and the draft 2020 based demographic figures are lower than the 2014 baseline. The census results should be available in the summer.
 - Other areas have constraints.
 - Offer to help with a joint evidence base and to identify urban capacity sites.
- 3.15 **Housebuilders and Agents** (Deeley Freed, Pegasus, Taylor Wimpey, Bloor, Vistry, MVA).
- Need to boost housing numbers to meet needs. Housing Delivery issues were noted: Torbay has been over reliant on brownfield land that has not delivered.
 - Housing numbers are a strategic issue, and the Plan period should be extended to provide 15 years Plan period.
 - Some acknowledgement that Option 5 may not be achievable and that it is important that housing is built “in the right place”
 - Some additional sites promoted: Mainly in Churston and Monksbridge, Brixham. Confirmation that land west of Paignton (Yalberton) is being actively promoted.
 -
- 3.16 **Individuals** Most of these appear to have also completed the questionnaire. Site specific objections to: Land at Great Hill Torquay, Broadsands BCG Area, Summercourt Way, Brixham. Note that residents of Yalberton lost their internet connection during the recent storms and were given an extension to 21st March to make site specific comments in relation to Yalberton (i.e., the land indicated in Option 3).

- 4 **What decision is required?**
No decision is required at this time.
- 5 **Is the decision a 'key decision' and therefore require the submission of a forward plan?**
No decision is required at this time. This paper is to brief Members of the Local Plan consultation responses.
- 6 **What are the financial opportunities/implications?**
The full report on the consultation will need to advise on this. However, representations noted significant infrastructure funding gaps.
- 7 **How does this link to the delivery of the Community and Corporate Plan?**
Delivery, quality and affordability of housing; reducing levels of deprivation in the bay. It also affects tackling the climate emergency.
- 8 **Will other Council services or partners be affected?**
The TDA have made representations to ensure that sufficient employment land is identified in the Local Plan update as well as housing land.
- 9 **Who needs to be engaged/consulted as this proposal is progressed, including any formal consultation for implementation?**
The Local Plan is subject to a wide range of consultation, as well as Sustainability Appraisal and Habitats Regulations Appropriate Assessment.
- 10 **Outside the Cabinet members, what other councillors need to be briefed on this issue and at what stage?** *This may need to be determined by the Leader and Deputy Leader of the Council.*
- 12 **What external communications are needed?**
None- The purpose of this briefing is to inform Cabinet of consultation responses.
- 13 **What is the proposed timetable for progression? How can Overview and Scrutiny contribute?**

Torbay Local Plan Growth Options Consultation (January-February 2022)

SUMMARY OF WRITTEN REPRESENTATIONS

Page 54

Torbay Council

March 2022.

Summary of Coding

R18(2)- Regulation 18, Second consultation

Nat National Organisations

NLA Neighbouring Local Authority

TP Torbay Partner Bodies, Neighbourhood Forums, Community Partnerships, Neighbouring Parishes and Amenity Societies

RP Registered Providers/Social Enterprise

DI Development Industry/ Housebuilders/Planning Agents

P Private individuals

Representations on Regulation 18 Growth Options Consultation 10th January -28th February 2022

ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
National organisations				
Page 56	Nat1	Natural England (ref 379348)	<p>More detailed environmental evidence needs to be produced to support options and to assist in meeting SEA requirements.</p> <p>Landscape Character Assessment – 2010 LCA needs updating</p> <p>Water Quality – Sewer capacity assessment (2014) needs updating and further mitigation measures may be needed to protect the integrity of the Marine SAC.</p> <p>Recreational Pressure on Berry Head to Sharkham Point needs to be evaluated to ensure that it is being implemented effectively.</p> <p>Greater Horseshoe Bat SAC: Assessment of the effect of development and mitigation measures to prevent habitat loss and fragmentation on greater horseshoe bat SAC.</p> <p>The HELAA should allocate land of the lowest environmental and amenity value. Including designated landscapes and best/most versatile agricultural land.</p> <p>NE agree the general approach in the HELAA as a “coarse grain” assessment but more landscape, HRA and other evidence is needed before sites are allocated. This should include a consideration of in-combination effects and recommend effective mitigation.</p> <p>Natural England have not supported a particular option but note that the preferred option should:</p> <ul style="list-style-type: none"> i) Avoid harm to the internationally, nationally and locally designated sites of importance for biodiversity; 	Noted- additional environmental assessment will be needed of sites/options before being taken further.

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
Page 57			<ul style="list-style-type: none"> ii) Avoid harm to priority habitats, ecological networks, and priority and/or legally protected species populations; iii) Seek opportunities to contribute to the restoration and re-creation of habitats, the recovery of priority species populations and biodiversity enhancement; iv) Seek opportunities to enhance and create Green Infrastructure, and to enhance public rights of way and accessible natural green space; v) Avoid harm to the character of nationally protected landscapes - Areas of Outstanding Natural Beauty - and locally valued landscapes; vi) Avoid the loss of Best and Most Versatile Agricultural Land; and vii) Avoid harm to nationally and locally designated sites of importance for geological conservation - geological SSSIs and Local Geological Sites (also known as RIGS - Regionally Important Geological Sites) <p>Note that some of the options will harm biodiversity, nature recovery, green infrastructure, protected landscapes, and best and most versatile agricultural land. Detailed advice and links are provided about assessing these.</p> <p>The Local Plan should address the impacts of climate change on the natural environment and the role of the natural environment in reducing the effects of climate change. This includes coastal change management.</p> <p>Further consultation on the Local Plan's Habitats Regulations Assessment will be needed. Since 2015 there has been a growing awareness of impacts on the Lyme Bay and Torbay marine SAC.</p>	

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
Page 58	Nat2	RSPB (Helene Jessop)	<p>Impact of growth options on cirl bunting territories. Scale of potential new housing in Torbay in Options 4 and 5 will seriously limit the area of land available to provide necessary compensation for loss of cirl bunting territories, and new development on existing farmland means more limits on the potential for the population in Torbay to be maintained, let alone recover.</p> <ul style="list-style-type: none"> • Option 1 – category of Principle of Development Established will impact on 3 territories (all within 250m but territory centres in adjacent South Hams District Council area), Existing Future Growth Area will impact on another 1 territory. • Option 2 – no additional cirl bunting territories impacted. • Option 3 – 1 additional cirl bunting territory impacted. • Option 4 – 20 additional cirl bunting territories impacted. • Option 5 – category of Additional Sites in this Option will impact on 6 additional territories, Broad Locations Considered would impact on another 37 territories. • If all proposed areas in each Option was progressed to development, there is a potential to impact on c60 territories (note that some potential development areas in different Options will impact on the same territories). <p>If ALL categories proceed (Option 5), the impact on cirls in Torbay will be catastrophic, as will the difficulty of providing sufficient compensatory habitat within Torbay. Whilst compensatory habitat provision could be potentially secured (via agreement with TC and SHDC via S106) outside Torbay, RSPB does not wish to see loss of current population from Torbay as the effect of development on that scale will strip Torbay of much of its habitats and ability to support species. Habitat used by cirl buntings is also obviously used by other wildlife, including greater horseshoe and other bat species in some areas.</p>	Noted – greenfield options will affect habitats. Detailed assessment of any site allocations (including achieving net gain, will be needed).

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
Page 59	Nat3	Environment Agency (Shaun Pritchard)	<p>Realistically, Options 3, 4 and 5 will require careful consideration and investment in order to understand and potentially overcome environmental constraints. These options will almost certainly have serious questions marks in respect of sustainability and viability which the council will need to balance against the pressure for future housing.</p> <p>Recommend engagement with DEFRA family on environmentally sensitive issues. The following topics will require attention; Flood risk management, surface water management, biodiversity (habitat and species), Biodiversity Net Gain, Water Framework Directive and bathing waters and Catchment Management opportunities.</p> <p>The suitability of the strategic option should, in part be decided based on the potential to secure the appropriate environmental compensation, mitigation and net gain as set out in policy.</p>	Noted- detailed assessment of flooding/water quality effects of options is required.
	Nat4	Historic England Rebecca Harfield	<p>The Consultation Document and accompanying SA identify the potential for harm to Torbay's historic environment resulting from all the growth options. In the SA, we note that negative impacts are identified under the Heritage SA Objective for options 1-3 with significant negative impacts found for options 4 and 5. SA Appendix A explains the reasons for this, which we generally agree with.</p> <p>From a heritage perspective, we welcome the Council's intent to find an appropriate balance between:</p> <ul style="list-style-type: none"> • maximising housing growth in Torbay's historic town centres and managing the resulting pressure that taller and/or denser new development may place on the significance and settings of some heritage assets, and townscape and seascape; with 	Noted – HIA of allocations will be required. Noted that Historic England is concerned about the effect of greenfield development as well as urban regeneration options on heritage assets within the built up area. Objects to options 4 and 5.

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
Page 60			<ul style="list-style-type: none"> • encouraging some housing growth elsewhere, such as on the edges of the town centres or in more rural locations, and managing the impacts on the significance and settings of other heritage assets, the settings of historic towns and villages, and Torbay's historic landscape. <p>The SA/Local Plan should focus on mitigating impacts on the historic environment. It would be helpful for the Council to explore these in a Heritage Topic Paper.</p> <p>A Heritage Impact Assessment will be needed for sites that are proposed to be allocated. Should also take into account archaeological impact.</p> <p>Historic England objects to the inclusion of site allocations without this. Conflict with paragraphs 31,189,190 and 192 of the NPPF. For further information and advice, see GPA1: The Historic Environment in Local Plans (2015) and HEAN 3: Site Allocations (2015), GPA3: The Setting of Heritage Assets (2017).</p> <p>Support option 1: subject to mitigation of impacts on the historic environment.</p> <p>Option 2- Does not object in principle but notes that 21P018 Preston Down Road has potential for significant archaeology.</p> <p>21T050 Broadley Drive. Potential impact on Cockington CA and nearby listed buildings.</p> <p>21T064 Sladnor Park Maidencombe. Potential impacts on Maidencombe and Watcombe CAs and Brunel Manor Registered Park and Garden. Recommend a masterplan for the site.</p> <p>Option 3 sites. Historic England does not object to the principle of this approach if it would help relieve pressure on heritage assets in the town centres, but this depends on the suitability of the identified sites for residential development individually and cumulatively from an historic environment perspective.</p>	

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
Page 61			<p>21P012, 21P059, 21P067, Lower Yalberton Holiday Park, Long Road, Paignton – potential impact on the group of grade II listed buildings c.250m to the east of the site associated with the Lower Yalberton Farm.</p> <p>21P056, 21P077, 21T078 Land South of Totnes Rd, Collaton St Mary, Paignton – impact on Grade 2* St Marys Church and other listed buildings in the area.</p> <p>Heritage Impact Assessment will be needed to justify allocation of these sites.</p> <p>Options 4 and 5: Historic England Objects due to likely impact on heritage assets. More justification would be needed before bringing forward these options.</p>	
	Nat5	Network Rail (Grace Lewis)	<p>Consideration should be given to the impact of development upon level crossings</p> <p>Recommend that any development of land which would result in a material increase or significant change of the traffic using existing rail infrastructure (particularly level crossings) and/or require rail improvements should also be added to this list of development when a TA is required.</p> <p>Where there is an adverse impact on the operation of the railway, Network Rail will require appropriate mitigation measures to be delivered as part of the planning application process.</p>	Noted
	Nat6	National Trust (Donna Crabtree)	<p>The Local Plan should consider the impact of development on National Trust assets, including: Compton Castle, Greenway, East Dart Estate, Woodhuish Farm (part of Coleton Fishacre) which are close to Torbay's boundary. (A map of NT land is included).</p> <p>The National Trust also owns land at Sharkham Point which lies within Torbay District Council.</p>	Noted (see above). Confirmation that NT land is not available.

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
Page 62			<p>NT land at Sharkham Point is not available for development and the historic and environmental designations on the area should be protected.</p> <p>Options 4 and 5 proposals are those of particular concern from an ecological perspective, especially relating to the most sensitive areas to the south of Torbay and adjacent to National Trust sites at Greenway and Woodhuish Farm/Land at Southdown.</p> <p>The National Trust objects to the inclusion of sites which would result in significant or severe environmental harm as presented by these options (4 and 5).</p> <p>NT does not object in principle to option 3 sites, but notes that their environmental impact will need to be considered in more detail.</p> <p>The council should set out how its unmet need can be accommodated with its neighbours, in order to avoid planning by appeal.</p>	<p>The impact on land identified will need to be taken into account if land close to these four estates is pursued as a preferred option.</p> <p>Objection to Options 4 and 5 noted.</p>
	Nat7	<p>Torbay and South Devon NHS Foundation Trust</p> <p>NHS Devon Clinical Commissioning Group</p>	<p>S106 Obligations are sought from new development towards the NHS/CCG's needs.</p> <p>Registered patients with GPs are up by 4,132 since 2014: which is higher than the 2014 sub national population projections. 39% increase in population puts additional pressure on GPs and Torbay and South Devon NHS Trust.</p> <ul style="list-style-type: none"> - Most GP practices are over-subscribed. This puts pressure on hospital and other services. - There may be a need for new GP practices depending on the location of development. Ongoing discussion is needed. - Inwards migration of older people results in the need for additional services/ health care needs. - Torbay hospital is the focus for healthcare services across Torbay. 	<p>Request for S106 funding noted.</p>

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
			<ul style="list-style-type: none"> Occupants of new housing developments are not considered by the national NHS funding formula until at least a year after they have occupied their new home. During this period the new occupants will naturally make use of the services provided by TSDFT which incur an unfunded cost to the Trust. The additional infrastructure requirements and cost to provide services cannot be absorbed by the Trust and therefore is a directly related impact of the new housing which will have to be met by the developer through a CIL compliant section 106 contribution request. 	
Page 63	Nat8	Devon and Cornwall Police (David White for)	<p>Development will generate additional need for police and capital infrastructure. Torquay Police station cannot expand further. Capital also includes vehicles and ICT.</p> <p>Housing development should contribute towards police capital requirements. This is supported by paragraphs 8,20,26,32, 92 and 95 of the NPPF and is lawful under regulations 122 and 123 of the CIL Regulations</p> <p>The principle of using developer contributions towards policing was accepted by the S of S on appeal APP/X2410/A/12/2173673 at Charnwood Borough Council. Cornwall is also seeking to secure policing contributions.</p>	Request for S106 funding noted.
	Nat9	National Grid, Avison Young on behalf of.	<p>Please consult National Grid on any Development Plan Document (DPD) or site-specific proposals that could affect National Grid's assets</p> <p>Developers of sites crossed or near National Grid assets should be aware that it is National Grid policy to retain existing overhead lines in-situ. The statutory safety clearances between overhead lines, the ground, and built structures must not be infringed.</p> <p>High-Pressure Gas Pipelines form an essential part of the national gas transmission system and National Grid's approach is always to seek to leave their existing transmission pipelines in situ.</p>	Comments noted – these are general and do not mention specific assets.

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
			Contact should be made with the Health and Safety Executive (HSE) in respect of sites affected by High-Pressure Gas Pipelines	
	Nat10	Coal Authority	Torbay Council lies outside the defined coalfield and therefore the Coal Authority has no specific comments to make on Torbay's Local Plans /SPDs etc.	Noted
Neighbouring Local Planning Authorities (LPAs)				
	NLA1	Devon County Council (Eleanor Ward/ Mike Deaton)	<p>There is cross border movement between Torbay and Devon in terms of education. Particular discussion is needed about increasing special education need provision.</p> <p>There are cross boundary flooding/hydrological catchment areas. Need for sustainable drainage and flood risk management. The Strategic Flood Risk Assessment and Management Strategy should be referenced in the Local Plan's strategy.</p> <p>The Local Plan Update will need to include funding mechanisms (s106 etc.) including for DCC infrastructure.</p>	Need to update S106 Obligations in relations to Education is noted. This is being addressed through the SPD update.
	NPA2	Teignbridge District Council (Alex Lessware)	Teignbridge supports Torbay's regeneration and brownfield development objectives and is sympathetic to Torbay's challenges in meeting the Government's housing target as determined via the standard method. Teignbridge is also facing a very high housing target and is facing	Neighbouring LPAs' views noted. Their starting point is that Torbay needs to do all it can to meet its

Representations on Regulation 18 Growth Options Consultation 10th January -28th February 2022

ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
Page 65			<p>equal challenges in finding suitable sites to accommodate development without causing environmental detriment and stress on existing local communities.</p> <p>Important that both areas begin Plan preparation with the intention of meeting their housing target. Torbay must do everything it can to accommodate its own needs- Options 3, 4 and 5 should be further explored.</p> <p>Insufficient evidence has been provided to justify consultation on Options 1 or 2. Likely that the public will vote for these options, but they would not be legitimate choices for the council without significant further evidence including landscape sensitivity and capacity evidence, biodiversity and mitigation evidence, landownership willingness evidence, topographical and access evidence</p> <p>The council should contact landowners of potential sites including those not in then HELAA.</p> <p>The Council should carry out a targeted urban capacity study to supplement the HELAA and work proactively with owners and relevant organisations to make sites viable.</p> <p>It should work with neighbourhood planning bodies to bring forward smaller sites.</p> <p>The council should consider investing in new highway or infrastructure to open areas up.</p> <p>It should consider lower levels of affordable housing on steep land or other high cost sites.</p> <p>Teignbridge objects to Options 1 and 2. They should not be taken any further. They will place undue pressure on neighbouring areas.</p>	housing requirement.

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
Page 66	NPA3	Mid Devon District Council (Tristan Peat)	<p>MDDC recognise environmental constraints, but other authorities also have constraints.</p> <p>Torbay should rigorously test all options to meet its housing needs within the borough. The HELAA could be supplemented by urban capacity work.</p> <p>Options 3, 4, and 5, or a hybrid of these options are encouraged in the sense that each warrants further exploration, in discussion with neighbourhood planning bodies.</p> <p>Options 1 and 2 imply that Torbay's housing needs are unable to be met in full in the Borough. More evidence to support this is needed. More testing of environmental constraints is needed to test this.</p> <p>Options 1 or 2 would not best serve the interests of Torbay, nor can it be assumed that the need can be met in other local authorities.</p>	See above
	NPA4	East Devon District Council (Matt Dickins)	<p>We recognise the environmental constraints in Torbay that have helped shaped plan making in the Borough, but that these constraints are similar to those experienced in other local authority areas. However, great priority should be given to planning to meet the need for new homes and jobs where that need arises.</p> <p>Unclear whether Torbay has assessed urban capacity.</p> <p>Torbay Council should also look at other, innovative models for the delivery of new homes which might help achieve greater numbers and over shorter timeframes, such as modern methods of construction and serviced plots for custom and self-build. It should also include sites better suited to smaller house building companies.</p>	See above

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
			<p>Options 3,4 and 5 or a hybrid are encouraged as warranting further consideration. Positive dialogue with neighbourhood planning bodies is encouraged.</p> <p>Options 1 and 2 do not meet Torbay's needs. A fuller suite of evidence on landscape, ecology etc. Would be needed to justify why lower growth options are justified.</p> <p>It cannot be assumed that other local authority areas may have potential to help meet part of Torbay's housing need, since these too are subject to environmental and capacity constraints.</p>	
Page 67	NPA5	Exeter City Council (George Marshall/ Katharine Smith/Bindu Arjoon).	<p>Exeter City Council supports Torbay's regeneration and brownfield development objectives and is sympathetic to Torbay's challenges in meeting the Government's housing target as determined via the standard method. Exeter is also required to accommodate significant housing numbers within a tightly defined administrative area.</p> <p>As this stage there appears to be insufficient evidence made available to justify pursuing Options 1 and 2 which would only accommodate part of the local housing requirements. Torbay Council should take all reasonable steps to enable the authority to accommodate its own housing target within its administrative area. On this basis, Exeter City Council supports further exploration of Options 3, 4 and 5, or a hybrid of these options.</p> <p>If Torbay Council suggests that it cannot meet its full housing requirement this should be clearly and robustly evidenced. Including discussions with landowners, targetted urban capacity studies, discussions with Homes England to unlock sites.</p> <p>Exeter launched the Liveable Exeter programme to identify opportunities to help Exeter meet its development needs, particularly to the north and northwest of the city- ECC would be happy to share experiences and lessons learnt.</p>	See above

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
Page 68	NPA6	Plymouth, West Devon, and South Hams Joint Local Plan Team (Jo Lee, Graham Swiss).	<p>Recognise Torbay's constraints and significant cross boundary issues. Agree to cross boundary work as part of the Duty to Cooperate.</p> <p>Timing of the update: The housing need figure based on the standard method is out of date. The 2014 household projections are out of date. It may be best to wait until the 2021 Census is available. The Standard Method may soon be changed. The Levelling Up White Paper proposes a future devolution deal for Plymouth, Devon and Torbay which suggests a forthcoming strategic planning tier to replace the Duty to Cooperate. Housing need and distribution across the county may be considered.</p> <p>Given that this review is dealing just with Housing, there may be a risk that this will be brought forward without an appropriate up-date of the whole range of other plan policies. Given the climate and ecological emergencies, up-to-date robust policies on these policy areas will be crucial to guide and shape future housing delivery.</p> <p>Support the principle of focusing on urban redevelopment opportunities. The Local Plan could promote minimum density standards to increase densities in Torbay. Higher densities could be achieved if there were a focus on smaller dwellings.</p> <p>Constraints could be reviewed to see how far these are "showstoppers".</p> <p>Standalone employment sites should be allocated, rather than just mixed use developments.</p> <p>There are cross boundary transport issues, particularly in relation to the A385 at Collaton St Mary and its onward impact in Totnes.</p>	<p>Issues with the Standard Method are noted. The council share concerns about its age and note that more up to date population projections will be available later in 2022.</p> <p>Argument that the Local Plan should tackle the climate emergency is noted.</p>

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
Page 69			<p>There are cross boundary issues in relation to landscape and the South Devon AONB and its setting. The South Devon SAC is potentially impacted on by further development particularly on the periphery of Paignton and Brixham.</p> <p>Options 1 and 2 are significantly lower than need. There are likely to be environmental impacts from Options 4 and 5, particularly on the AONB and SAC. Option 3 has the potential to maximise the urban development whilst seeking to keep landscape and ecological impacts. Sites (including those in Option 4) will need to be assessed in detail.</p> <p>Not clear how the hybrid option would work within the confines of national guidance. Unintended consequences need to be taken into account e.g., asking neighbours to accommodate unmet need.</p> <p>A more appropriate option would be to sense-check the standard method with an alternative assessment of housing need using more robust realistic and up to date population data using longer-term trend projections.</p>	
Torbay Partner Bodies, Neighbourhood Forums, Community Partnerships, Neighbouring Parishes and Amenity Societies				
	TP1	Torbay Strategic Housing Board	Support Option 4, which is assessed to provide about 500 dwellings a year. Due to the need for affordable housing, no site that has not been ruled out in principle should be excluded.	Need to increase housing supply is noted.

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Page 70	TP2	TDA Education Team	<p>The slowdown in housing completions due to the Pandemic has had an impact on school numbers. Growth Option 3 or higher would be supported to help the continued sustainability of existing local schools. Planned school expansion would accommodate development in Option 3 (i.e., west of Paignton).</p> <p>Options 4 and 5 would be likely to lead to a shortfall in places, particularly if in an area where there is no current surplus capacity.</p> <p>Continued working between school place planning and planning is welcomed.</p>	Impact upon growth options on education provision is noted.
	TP3	TDA Economic Development Team (Jason Buck)	<p>Support option 3- one or two further urban extensions.</p> <p>The current Local Plan implies a supply of 23,373 sq. ft further employment land by 2030. This will be insufficient to meet needs.</p> <p>Whilst the provision of 25% of sites for employment is welcome, it is unlikely to meet needs. There needs to be an updated Employment Land Review and allocation of additional sites. The lack of suitable flat sites and landowners' preference to hold out for housing is noted.</p> <p>TDA support the provision of employment west of Westfield Business Park, Paignton and near Stantor Barton, Torquay.</p> <p>Demand for employment space in Torbay continues to exceed supply. This now totals over 304,000 sq. ft as of the end of 2021, the majority of which is industrial (with office) required within the next 2-4 years. This figure has consistently been over 250,000 sq. ft for the past 4/5 years, with some fluctuation and despite some sites being delivered. We have also seen the loss of a substantial quantity of employment space which has been developed into alternative uses.</p>	<p>The TDA's objection that more land needs to be allocated for employment purposes is noted.</p> <p>This has cross boundary issues as well as being related to employment prospects in Torbay.</p>

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Page 71			<p>We anticipate continued future demand from inward investors and local growth, including from companies growing out of facilities such as EPIC as an example.</p> <p>Although 231 sq. ft of employment land is already allocated (schedule attached), most is privately owned, and sellers are not willing to release for employment.</p> <p>The provision of employment is essential for sustainable development.</p> <p>The high price of land (and alternative use as residential) creates a false picture that there is no demand for employment land.</p> <p>S106 Obligations for loss of employment should be used more robustly to enable the forward funding of other employment sites.</p> <p>Sites allocated in the Local Plan should be viability tested to ensure they will deliver employment.</p> <p>There are significant economic indicators showing Torbay lagging behind nationally and regionally. This also exacerbates health inequalities in coastal communities. (Detailed economic indicators supplied).</p> <p>There has been significant promotion of Torbay as a location for investment in photonics and microelectronics. However, there is now ten times less employment space to accommodate growth and TDA anticipates that companies will leave Torbay due to lack of employment land, leading to loss of employment in Torbay. If land cannot be allocated, then companies are likely to relocate out of Torbay.</p>	

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Page 72	TP4	Paignton Neighbourhood Forum	<p>The standard method local housing need figure takes no account of Torbay's environmental constraints. Many of Torbay's housing sites have not been built out, which places further pressure on greenfield sites.</p> <p>PNF Recommends Option1 combined with a hybrid approach:</p> <ul style="list-style-type: none"> • An achievable target, based on the housing numbers associated with allocated and approved sites, and also • An additional, aspirational target, based on estimated windfalls and encouragement of brownfield development. <p>PNF Objects to higher growth options 2-5 due to environmental harm.</p> <p>Strongly object to Option 3 at the west of Paignton due to additional pressure on the Totnes Road and additional loss of greenfield areas to housing.</p> <p>Housing needs to be responsive to the climate change crisis. All new developments should be required to have an EPC A rating.</p> <p>All new development should be more accessible – to at least Lifetime Homes M4(2) Category 2 provision, and preferable to M4(3) Category 3.</p>	<p>Concern about environmental capacity noted.</p> <p>Concern about wider climate emergency/fuel poverty issues noted.</p> <p>Objection to further development in the west of Paignton noted.</p>
	TP5	Torquay Neighbourhood Forum	<p>The Forum believes that the target of 600 houses delivered per year, set by the Government algorithms, is both unrealistic and unachievable.</p> <ul style="list-style-type: none"> - The LPA cannot control delivery of new homes, but only consents. Nationally since 2011 there have been 2.78 million consents but only 1.63 million completions; about 58%. Thus 600 dwellings per year should be circa 350 consents. 	<p>Concern about environmental capacity noted.</p>

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Page 73			<ul style="list-style-type: none"> - There has been no increase in employment in Torbay, which qualifies as an “exceptional circumstance to justify an alternative approach” in paragraph 60 of the NPPF. - Insufficient land space to accommodate development without overrunning the countryside. - Need for community green spaces - High densities would harm tourist economy - Sewer capacity is insufficient, and unless significantly expanded could pollute the marine environment. <p>Housebuilders have an incentive not to deliver on difficult/ expensive sites as the 5 year land supply issue means they can secure planning permission on greenfield sites.</p> <p>Strongly support the hybrid option with option 1 as the baseline. Would provide a strong focus on urban regeneration. There is scope for regeneration in Torquay town centre to provide affordable housing. Outside town centres there is also scope to see more housing space taking over from retail.</p> <p>Climate change must also be addressed – options 4 and 5 would prevent Torbay’s intent on reaching Net Zero carbon.</p> <p>There is a severe lack of affordable housing. Developers often use viability arguments to avoid providing affordable housing. Local people cannot afford new open market housing. This leads to inward migration, primarily of retired people. In turn, this places undue burden on the healthcare infrastructure and Social Services.</p> <p>The Forum would like to see TorVista Home’s strategy expanded, which would see new homes provided for local employees, to better balance the employment and housing provision.</p>	<p>The council agrees with TNF that the LPA cannot force developers to build out permissions.</p> <p>Concern about climate change is noted.</p>

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			In conclusion, the Forum recommends the Hybrid scheme based on a baseline Option 1, rising through the tiers if absolutely necessary, and with dialogue. If the Local Plan date is set at 2030, this would allow a timely review of progress and adjustment as needed.	
Page 74	TP6	Broadsands, Churston, Galmpton Neighbourhood Forum ("BCG Villages")	<p>Environmental constraints limit Torbay's ability to meet housing numbers. The scarcity of open countryside within Torbay coupled with the special character of the area; our environmental constraints and poor road infrastructure; and the loss of greenfield causing irreparable harm to wildlife, habitats, tourism, and our economy.</p> <p>Options 4 and 5 would prevent Torbay meeting net zero targets.</p> <p>The main need in Torbay is for affordable housing. This will not be addressed by open market developments, and there is not enough suitable space in Torbay to achieve the needed affordable homes through building market homes.</p> <p>There is funding for regeneration of town centres which are a good source of brownfield housing.</p> <p>Support a hybrid option that has a low baseline figure which 5 year supply is assessed against but a more aspirational brownfield figure.</p>	Concerns about environmental constraints are noted.
	TP7	Brixham Town Council	<p>Brixham's capacity to accommodate further development is very limited:</p> <ul style="list-style-type: none"> - Poor accessibility. The A3022 is the only main road into Brixham. Limited parking in town and limited alternative forms of transport. - Sewerage, parking, and NHS provision are limited. - Need to protect the AONB and green sites. <p>Strongly object to Options 4 and 5 due to environmental impact.</p>	Concerns about capacity are noted.

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			The government's Standard Method is unsustainable and should be fiercely challenged. Empty properties should be brought back into use.	
Registered Providers/Social Enterprise Sector				
Page 75	RP1	LiveWest (Katie Wakefield)	<p>Favourite option is number 4: all sites that have not been ruled out in principle. This gets close to meeting the housing need and would provide significant opportunities for affordable housing and employment.</p> <p>Option 1 is our least preferred option as housing supply would be significantly below the identified need. Not providing enough homes will lead to house prices rising still further and increase the problems faced by local people in trying to find a home.</p> <p>There is likely to be unintended consequences of Option 1 in terms of an ageing population, lack of housing opportunities for young people and an over-focus on apartments.</p> <p>Support town centre regeneration, but note that it is time consuming and takes many years to achieve. It may reduce affordable housing opportunities. It is sometimes easier to provide needed infrastructure on greenfield sites.</p> <p>There is a concern about environmental impact- site allocations should take into account landscape, biodiversity, and conservation objectives.</p>	The need to boost housing numbers is noted.

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			Difficult to comment on a “hybrid” option without knowing more details. However, a lower “fixed” figure would not provide much needed affordable housing or support economic growth.	
Page 7	RP1	LiveWest (Janice Stewart- Training and Employment Development)	We are very concerned about the housing issue for young people in our service, our accommodation is temporary and finding affordable housing is extremely hard. There are not enough 1 bedroom properties on Devon Home Choice and trying to find accommodation in the private sector is extremely difficult, as landlords are reluctant to rent to young people.	Noted. This need could be addressed through town centre sites- although funding would be required.
Development Industry - Housebuilders/Planning Agents				
	DI1	Vistry Group (Felicity Crawford)	<p>Object to Option 1: will not meet Torbay’s need. There would be an overreliance on brownfield sites and an under supply of housing and affordable housing.</p> <p>Object to Option 2- will not meet needs. Sladnor Park (P/2018/1053) may not be achievable due to its topography.</p> <p>Support the west of Paignton as a location for further urban extension. The area is close to existing services and connections which makes it a highly sustainable option.</p> <p>Option 3 on its own will not meet Torbay’s needs.</p> <p>Vistry Group suggest that these sites are assessed on a bespoke basis and that a blanket approach should not be taken. We recognise Torbay is affected by environmental constraints. The environmental constraints of each of these sites needs to be carefully assessed to</p>	<p>Comments noted.</p> <p>Comments about deliverability noted.</p> <p>As a strategic matter, the Plan period needs to be rolled forward to 2040.</p>

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Page 77			<p>understand which sites can come forward for development. This may require another ‘sieving’ exercise to be undertaken by the Council to ensure the right sites come forward. Another important strand to this, is that developers and housebuilders should demonstrate at an early stage how sites can come forward without negative harm to the environment and show how sites will be enhanced, where they are deliverable.</p> <p>Sites should not be discounted before technical work has looked at ecological, technical and biodiversity impacts. Suggest that a more joined up approach between developers and the Council is taken, so information can be shared to help properly assess sites and ensure Torbay is delivering the homes it needs in the right places to meet its housing target.</p> <p>Plan Period: The Plan period should be rolled forward to 2040. This is needed to give 15 years post adoption plan period. Local Plans take on average 6-7 years to adopt. Sites take a long time to commence; particularly brownfield sites (e.g., Middle Street car park).</p> <p>The Council should carry out an Infrastructure Needs Assessment to understand the most important infrastructure needs. Vistry anticipate that this is likely to be highways, traffic, and open space.</p> <p>A density of 20-40 dwellings per hectare is acceptable, but urban sites may be capable of providing higher densities. Suggest looking at Bristol City Council’s Urban Living SPD.</p> <p>Noted that more work needs to be done on the SA. This can help with the “sieving exercise” of sites.</p>	

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Page 78	DI2	LRM Planning for Vistry	<p>Hollicombe Gas Works should not be relied on to provide 185 dwellings. Only a reduced number is likely to be viable.</p> <p>The Plan should have a 15 year Plan period (NPPF22)</p> <p>The standard method is the starting point for assessing housing need.</p> <p>The Consultation's conclusion that the Council cannot meet its LHN level of growth is not sufficiently supported by evidence- more assessment of environmental capacity needs to be carried out.</p> <p>The LPA has been overly pessimistic about the capacity of greenfield sites, and too optimistic about the capacity from brownfield sites.</p>	Vistry have planning permission for Hollicombe, which the council is seeking to get built.
	DI3	Taylor Wimpey Copperfield Ltd on behalf of (Andrew Tildesley).	<p>Plan Period: Acknowledge the Council's desire to only update the Housing Land Supply policy of the Local Plan. We have significant concerns that this approach will undermine the ability of the Council to adequately plan for the future needs of the area and that any plan will be found to be unsound when independently assessed.</p> <p>A 2030 end date is contrary to Paragraph 22 of the NPPF: strategic policies should look ahead over a minimum of 15 years from adoption. Housing delivery, by its very nature, must be considered strategically. It is a key strategic function of any Local Plan to provide appropriate policies to meet the needs of its people</p> <p>Adoption of a new Plan is very unlikely before 2024 which will result in a very short plan period. Sticking to a 2030 plan period is likely to be a waste of time and public money as the Plan is likely to be rejected.</p>	Issues noted. TW indicate the need for a 15+ year Plan period.

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Page 79			<p>Land requirements: Taylor Wimpey agree that the standard method is the correct basis for calculating housing need in Torbay. Detailed comments on 5 year supply – the Council should have applied a 20% buffer due to under supply. Housing Delivery Test may fall below 75% which would automatically engage the Presumption. The requirement with a 20% buffer is about 776 dwellings a year.</p> <p>Torbay has potentially the most significant and attractive inward investment opportunity of all South West Local Authorities. As much of the Torbay area is already developed the authority need to look creatively at the potential for urban renewal, higher density waterfront and Town Centre opportunities alongside significant greenfield land releases.</p> <p>Options 1 and 2 fail to meet NPPF requirements and are an anti-development position. Would increase social inequality and provides few opportunities for affordable housing.</p> <p>Option 3: more information is needed on infrastructure requirements and landscape harm. Option 3 still puts considerable pressure on neighbours to meet their housing requirements.</p> <p>Option 4 – Urban areas should be looked at in more detail. Not all of the greenfield options are available. Ambitious and transformational place making opportunities exist for Torbay that are simply not available to other rural and urban authorities in the Country and nothing within this consultation document suggest that the Council are looking forward in this regard.</p> <p>Option 5: would need to provide 776 dwelling a year. The right approach for Torbay is to look towards capitalising on its urban renewal potential, delivering transformation change for the main urban centres through high quality high density developments and to supplement these developments with appropriate allocations, and delivering a positive and responsive planning</p>	

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Page 80			<p>service provided, on greenfield land to support family housing delivery and affordability for local people.</p> <p>Duty to Cooperate: East Devon's concerns at Torbay's approach are noted. There is no agreement in principle for Torbay's need to be met by other LPAs.</p> <p>Failing to meet housing needs will increase the unaffordability of housing. Local people are likely to be most severely affected as they are out-priced by inwards migration.</p> <p>The council's unwillingness to approve housing on allocated land at Collaton St Mary is noted.</p> <p>Option 5 is the only option that meets Torbay's housing need. Meeting this magnitude of need will require a justified, effective, and positively prepared plan. It cannot be done by a simple housing update alone and will take beyond 15 years to achieve.</p>	
	DI4	<p>Cavanna Homes</p> <p>AR land and Planning on behalf of.</p>	<p>Land north of Collaton St Mary (former Bloor Homes site) is available and could accommodate more than 100 dwellings (which has approval under P/2019/0281 and HELAA site 21P078). Cavanna Homes consider that the access could accommodate 200 dwellings, but consideration of ecological mitigation is needed.</p> <p>Not all of the sites in the HELAA have been consulted with landowners, so it is not clear if they are available. E.g., Stantor Barton does not appear to be available. Without this, Torbay does not have a clear view of what land is available for development.</p> <p>No options meet the standard level of housing growth.</p> <p>The Council need to take a much more proactive and collaborative approach to identifying availability, suitability, and likely economic viability sites, rather than seeking to find ways to</p>	<p>Willingness to discuss further options at Collaton St Mary is noted.</p> <p>Issues about deliverability are noted.</p>

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			resist the allocation of additional Greenfield sites. It is inevitable that this approach will lead to planning by appeal with the council losing control of the Local Plan process.	
Page 81	DI5	Abacus Projects Limited. Stride Treglown on behalf of. (Lauren Cook)	<p>The Local Plan should look forward for a minimum of 15 years, NPPF paragraph 22. Housing is a fundamental part of the Local Plan and housing policies are “strategic”. An Inspector is likely to require 15 year post adoption plan period.</p> <p>It is acknowledged that Torbay faces a very challenging situation in respect of the ability to allocate a sufficient amount of land to meet its housing need. A sharp focus needs to be placed on the provision of incentives to regenerate the town centres and tackle difficult brownfield sites alongside an acknowledgement that the release of greenfield land to provide extensions to existing settlements will be required. Despite this dualled approach, the Council will need to look to their neighbours to assist in meeting the unmet need.</p> <p>Options 1 and 2 do not deliver the required number of dwellings. Sites within Options 3 and Option 4 should be more rigorously explored to assess suitability/availability. Option 5 would damage environmental constraints and should not be pursued.</p> <p>Not clear how a hybrid option would work, or how it could bring forward complex brownfield sites. Stride Treglown support the principle of increasing densities in town centres. The issue of lack of demand for apartments is being overplayed and the benefits of apartments to the housing market should continue to be acknowledged. Apartments provide much needed entry level housing as well as opportunities for downsizing which has the potential to bring more family housing onto the market.</p>	<p>Plan period comments noted.</p> <p>Whilst not a consultation on the HELAA per se, Abacus make some factual comments on the proformas for 21P060, 21P053 and 21P079 that warrant adjustment.</p>

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Page 82			<p>Detailed comments on two sites promoted:</p> <p>21B002 Inglewood: ecological works have been largely completed. Persimmon have taken ownership of the site. The description should be updated to remove reference to the derelict former farm buildings.</p> <p>Current trajectory is as follows:</p> <ul style="list-style-type: none"> • 2023 – 20 Plots • 2024 – 60 plots • 2025 – 60 plots • 2026 – 60 plots • 2027 – 60 plots • 2028 – 60 plots • 2029 – 53 plots <p>21P060 White Rock – Western parts of the site have been built out for employment uses.</p> <p>21P053 Land at Local Centre, White Rock – Agree that the site is suitable and available for around 120 dwellings. (Note that the spreadsheet says 60 dwellings, but Stride Treglown argue that 120 are achievable). Mix of units should be kept flexible. There is no mechanism in the S106 agreement to P/2011/0197 to require the site to be open space. Open space can be provided as part of a development scheme for the land. The north of the site was previously developed (factory) prior to development of the wider White Rock area in the 2000s. The site should therefore be treated as previously developed land. The Masterplan shows a building and</p>	

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Page 83			<p>parking on the northernmost part of the site. The site was supported by the HELAA panel. The HELAA does not refer to the site's position in an established development area. The site is classified as urban and not agriculture. There is no known history of contamination.</p> <p>21P079 Former Farmhouse. Whilst the former farmhouse building has been cleared of buildings, it contained buildings until circa 2017. The land is not needed for road widening. It is likely to be too small to provide employment use. The bulk of the land should be categorized as urban and not agricultural.</p>	
	DI6	Peloton Ltd. (Andrew Rowe)	<p>Fields at Copythorne Road are promoted for development- although in the AONB, they are less sensitive in landscape terms than other sites. Detailed site assessment and feasibility work is under way.</p> <p>A larger area of land around Copythorne Road has been promoted for development than the 21B025 Copythorne Road.</p> <p>The growth options are not backed by agreement from landowners- so not clear whether sites are available. So, Torbay does not have a clear understanding of land available in the area, contrary to NPPF paragraph 68.</p> <p>The hybrid option would fail to meet needs and result in a chronic shortage of housing, including affordable houses.</p> <p>The council needs to be more proactive and collaborative to bring forward suitable and viable sites in order to seek to meet its housing need.</p>	<p>Noted that land at Copythorne Road is being promoted and that there would be a willing landowner for a larger area around the NW boundary of Brixham. These will require assessment.</p> <p>They are within the AONB and the NPPF 177 tests are relevant.</p>

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Page 84	DI7	Kingsley Projects, Bryan Turner	Land to the west of Collaton St Mary (adjacent Saturday Car Boot sale field) is promoted for development. It is sited on a bus route and could be tied into the local footpath network. It comprises about 4.1ha of grassland.	Noted. The site is larger than the assessed site 21P043 and includes part of rejected broad location 21P084
	DI8	Baker Estates Ltd. And Belstone Fox Collier Planning on behalf of.	Previous Plans have focused on too limited number of sites and brownfield development. The HDT shortfall is due to insufficient sites being allocated, and not due to market forces. Support options 4 or 5 to seek to boost housing availability. Land at Monksbridge, New Road, Brixham is promoted for development. The site is within AONB but could be landscape led and should not be dismissed. Could accommodate circa 100 dwellings, employment, and specialist accommodation. A detailed development brief is submitted that locates development North of Mathill Road and west of Monksbridge Road. It also promotes commercial development as well as housing.	Additional sites are being promoted and will require assessment. They are within the AONB.
	DI9	Blue Fox Planning (James Millard) for Bloor Homes	Land at St Collaton St Mary to the east of Higher Ridge and up to Stoke Road is promoted for development. (N.B the land is within the Future Growth Area SS2.2/ SPD3 but the eastern part of it is also a functional flood plain and Local green Space PLGS53). Significant housing shortfall is noted. The principle of urban regeneration is supported, but will not fully meet Torbay's needs.	Noted- most of this land is within the Future Growth Area (SS2.2). The eastern part of the

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Page 85			<p>Collaton St Mary is already within a Future Growth Area, and represents a sustainable location for growth. Acknowledged that the land to the east is likely to be unsuitable for housing, but can contribute to wider environmental mitigation.</p> <p>The western portion of Bloor Homes' land is designated as PNP19 "safeguarding open countryside" in the Paignton Neighbourhood Plan. This is not a blanket restriction on development. Given the extent of the housing shortfall, and that the Council has not indicated that it intends to challenge the standard method housing need figure, it should seek to maximise development from future growth areas. On this basis the PNP cannot be a blanket ban on development.</p> <p>Plan period: Paragraph 20 of the NPPF clearly states that Strategic policies should set out an overall strategy for the pattern, scale and design quality of places and make sufficient provision for housing, infrastructure, community facilities and conservation and enhancement. Housing is a strategic policy. The delivery of new homes cannot be treated in isolation. Housing delivery is inextricably linked to infrastructure requirements, the overall pattern and scale of development, the need for community facilities and strategies linked to conservation and enhancement. On this basis it has not been justified that 2030 is the appropriate end date for the Plan.</p>	<p>area is functional flood plain.</p> <p>Comments about Plan period noted.</p>
	DI10	Pegasus Group. (Elizabeth Bloomfield)	<p>Torbay has a pressing need for housing, coupled with under delivery. The council's significant under-delivery of housing over the Plan period to date, means that merely increasing the housing requirement is simply not a sound approach to meet any additional needs. As we set out in previous representations, the adopted strategic policies are out of date and need to be replaced. Policy SS1 and other housing policies are clearly strategic in nature.</p>	<p>Noted- comments relate to Sladnor Park.</p>

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Page 86			<p>Pegasus argue that there is between 1.37 and 1.52 years' housing supply. The Local Plan's housing strategy has failed and cannot be relied upon.</p> <p>The NPPF is clear that strategic policies should look ahead over a 15- year period, and this will necessitate an extension to the Local Plan period to c. 2040.</p> <p>Support the inclusion of Sladnor Park in growth options 2-5. It will soon be confirmed that there is an extant permission for 188 retirement living units on the site.</p> <p>Pegasus support brownfield regeneration, but note that development beyond the urban area will be needed to meet the area's housing need.</p> <p>The representation sets out details on Sladnor Park. Following the High Court Ruling, application P/2020/0315 appeal APP/X1165/X/20/3257909 will need to be redetermined to confirm there is permission for 188 units of retirement accommodation (originally approved under P/2008/1418/PA and P/2009/0240/MRM).</p> <p>The Local Plan should seek to meet the areas housing needs in full as a starting point. The Sustainability Appraisal currently reads as a pessimistic assessment. Failing to meet housing needs will have serious social and economic consequences in terms of housing unaffordability, unsustainable transport patterns, poor quality housing stock and stymied economic growth.</p>	<p>Comments about the Plan period are noted.</p> <p>The council considers that the assessment of housing supply by Pegasus is too pessimistic. 5 Year supply calculations need to reflect "realistic prospect" of delivery, and not "certainty of completion".</p>
	DI11	Marcel Venn Associates	<p>Promoting land at Lower Yalberton 21P012 and 21P067. Land to the north of these sites should be included to provide a link to Berry Acres to the north. Two additional sites to the west are also being promoted.</p> <p>It is important to boost housing supply in order to meet needs and curb house price inflation.</p>	<p>Noted that the land to the west of South Devon College and Berry Acres are being promoted.</p>

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			Would not support option 5 – it is important that housing is built in the right locations.	Will need further assessment.
Page 87	DI11	Mick Lievesley	Land at Barton Cross (west of Barton Hill Road) is promoted for development. It does not meet the requirements to be treated as an ULPA. (N.B. relates to HELAA site 21T145)	Note that the land is being promoted. The area is within the built up area, but has access and levels issues.
	DI12	Land Promotion Group. (Adam Davis)	<p>Supports Option 5: there is a need to provide housing. The Hybrid option will not achieve certainty.</p> <p>Sites Promoted:</p> <ul style="list-style-type: none"> Land north west and south east of Churston Road, Churston Ferrers (see red line plans) attached. Sites (21B052 and land to the south (not in the HELAA), 21B)45 Part rejected in the HELAA. Texaco Garage, Churston (21B001) Land south of Churston (21B005) Land at Beechdown, Collaton St Mary (21P041). 	<p>Note that significant additional sites have been promoted beyond the HELAA. Located in the Churston area.</p> <p>Impact on the setting of the AONB and settlement gap will need assessment.</p>

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
Page 88	DI13	Taylor-Whitehouse Planning (Kim Walker)	Waterside Quarry – the two parcels of land have potential for 3 dwellings each, which would make the site capable of providing 6 dwellings: this is the threshold which the site would not be considered as a windfall.	The two areas' potential will be determined through detailed planning applications. Treating the sites separately would mean that they fall within the "windfall" category (i.e., fewer than 6 dwellings).
	DI14	Jon Brewer	Hayes Court, Churston is included in Option 4. Land to Elberry Lane is owned by the family, and would be available for development.	Noted.
	DI15	Heather Nicholson	Small plot of land at Norwegian Wood, Hollicombe is promoted for development of 1 dwelling. Site of refused application P/2019/1177	A single dwelling would be considered as a windfall site. Application P/2019/1177 has been dismissed at appeal.

Representations on Regulation 18 Growth Options Consultation 10th January -28th February 2022

ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
Private Individuals -				
Support Option 1: No further greenfield development/ Hybrid Option				
	P1	Marcia and Stephen Bridge	Object to development in Brixham: lack of health and social services, traffic congestion, harm to tourism, food production and wildlife.	
Page 89	P2	Jamie Barlett	Options 3,4, and 5 will harm critically important rural designations. As an urban area, Torbay is reaching the end of its capacity for greenfield expansion. Torbay's population growth is driven by inwards migration of older people. Building more houses will not meet local need. There is scope for a more radical reduction in town centre areas to regenerate and redevelop town centre areas. This could necessitate compulsory purchase. Exeter adopted a similar process at Princesshay.	
	P3	Kathryn Hebly	Torbay should raise awareness of its geological and historic heritage. This will be harmed by further overdevelopment. The coastline and green hills forming the backdrop to the coastline should be preserved at all costs. Brunel Manor should be preserved and promoted as a tourism attraction.	
	P4	Georgia Walters	Torbay does not have the infrastructure to support more greenfield development – shortage of healthcare facilities. There is capacity to reduce the town centre areas and reuse derelict and empty areas. The Local Plan should consider the impact of climate change and promote clean energy, preserve and re-wild greenspaces. Rising sea levels will be a threat. Teignbridge is doing better than Torbay in promoting a sustainable agenda.	

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
	P5	Terence Kingston	Torbay does not have the capacity for more growth- it's already very congested. New towns will need to be built.	
	P6	Janet Mcleod	Disagree with the government's need figures. New homes will not be affordable to local people. Lack of infrastructure including healthcare. Loss of countryside and harm to wildlife	
Page 90	P7	Becky Lock	<p>Torbay is already overdeveloped- there is pressure on green spaces. The pandemic has shown how much outdoor recreation areas are needed. The wildlife in the area should be protected. Need to protect trees and recognize their environmental benefits. The local community has clearly expressed its views in the 2019 neighbourhood plan referendums.</p> <p>There is a need for affordable housing in Torbay. Housebuilding in the region has not reduced house prices. The pandemic has increased demand in areas such as Torbay from people seeking to move from cities. Torbay is overdeveloped compared to outer local authorities such as South Hams. Need to promote brownfield sites, reuse empty buildings, disincentive second homes and holiday home rental market.</p>	
	P8	Karen Robinson	Need more information on the type of housing – open market housing will have a much greater land take than low level apartments and are likely to be second homes. Land should be used more efficiently.	
	P9	Brian Maddock	Torbay is in a difficult position seeking to meet needs whilst not destroying natural beauty. Torbay is a small coastal area with AONB. Support a hybrid option.	

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
			<p>There is a shortage of infrastructure, particularly due to older people migrating into the area. There is a significant strain on health services.</p> <p>21B017- access gate from Wayside is for agricultural use only.</p>	
Page 91	P10	Brian Harland	<p>Torbay will struggle to meet its housing target and five year supply figures. There are very few options to increase numbers. There are severe environmental and infrastructure constraints. Part of the reasons for Torbay's problems are historical. First, separation from Devon County in the mid to late 1900s has severely hampered the room for manoeuvre. If Torbay was part of the wider Devon County Council, housing numbers could be spread more easily across the county. This would also locate housing closer to where increases in jobs had occurred.</p>	
Site specific objections				
	P11	Gordon Cain	<p>Marine Car Park 21T139. The Pavilion is a listed building and can be restored through the Town Deal. Please consider alternative sites for housing, and alternative funding arrangements for the Pavilion repairs.</p>	
Site specific objection: North Seymour Drive and Great Hill, Torquay				
	P12	Teresa Slotwinska	<p>Object to sites north of Seymour Drive – impact on wildlife</p>	

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
Page 92	P13	Penny Wood	<p>The Council has a duty to protect its rural areas as much as it does to meet housing land supply. Meeting supply cannot be done to the absolute detriment of rural areas, because any benefit is outweighed by other harms in planning terms. It is well publicised that local planning authorities are failing to reach the current housing targets across the country, perhaps this is the time when questions must be raised as to whether these targets were simply unrealistic to begin with and the constant building of new homes must be reined in. Particularly when the town centres of both Paignton and Torquay are ripe for future development instead.</p> <p>There is scope to reduce town centre areas to provide more housing. Objections to North Seymour Drive and Great Hill: Road safety and access, visual prominence, and wildlife impact.</p>	
	P14	Jamie Bartlett	Visual prominence of Great Hill, landscape harm, impact on John Musgrave Heritage Trail. (General comments are recorded above).	
	P15	Dr Chris Dodson	Very prominent site. Wildlife impact.	
Site specific Objections: Sites at Westerland Valley/ Kings Ash Road.				
	P16	Lesley Ann Gout and Nicholas John Gout.	<p>Object to the following sites:</p> <ul style="list-style-type: none"> •21P046 Hill Nursery Top • 21P051 Hill top Nursey • 21P061 Kings Ash Road response with Comments highlighted on the document. 	

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
Page 93			<ul style="list-style-type: none"> •21P082 West of Kings Ash Road. • 21p086 Marldon Road • 21P087 land North of St James Avenue <p>Harm to landscape, ecology. Impact on Greater Horseshoe Bat habitats and wide range of other wildlife. Kings Ash Road is already at capacity. Harm to residential amenity from various sites 21P046, 21P051, 21P061, 21P082 and 21P086. Particularly object to Options 4 and 5. Lack of employment opportunities- jobs have not kept pace with housing. Healthcare is over stretched and will be impacted more by inwards migration, particularly of older people. There should be a focus on brownfield sites- including sites under construction by Midas.</p>	
	Site specific Objections: Yalberton Valley			
	P17	David Hughes and Susie Gillespie.	Environmental, wildlife and tourism impact. Harm to natural beauty, ancient orchards. Development should focus on brownfield sites, Traffic impact	
	P18	Julian Reiman	Heritage impact on Yalberton Valley.	
	P19	Daisy Wood	Berry Acres has already encroached on the Yalberton Valley. Further encroachment on the valley should be resisted- the Paignton Neighbourhood Plan seeks to <i>"Safeguarding the area because of its beauty, historic significance, recreational value, tranquillity and richness of its ecology and wildlife."</i>	
	P20	Paul Strawson		

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
	P21	Charlotte Thomas		
Overclose Paignton				
	P22	Louise Hill	Land is steep and there are parking problems. Object to loss of recreation land used by all age groups.	
Site specific objection: Broadsands Beach.				
	P23	Christine Pittam	Object to building on Broadsands. Environmental harm, harm to tourism.	
	P24	R K Tarling	Loss of greenfields. Impact on natural beauty, undeveloped coast, harm to ecology, loss of recreation.	
	P25	Sandra Spencer	Houses are very expensive in Torbay – Houses in this location won't be affordable to local people- the need is for affordable housing.	
	P26	M and C Healy	Impact on infrastructure and highway capacity. Conflict with tourist traffic, horses, and other highway users in this location.	
	P27	Carole and Albert Cowell	There are more suitable locations. Development should go in Paignton Town Centre to try and regenerate urban areas.	
	P28	Stephen Redman	Object to government mandates for local councils. Deaths outweigh births in Torbay so the natural trend is for the indigenous population to fall.	

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
	P29	Maureen Kay	The site was considered and rejected in the late 1990s but rejected. Impact on Broadsands Barrow neolithic chambered tomb (Scheduled Monument). Loss of public access via public footpath.	
	P30	Caroline Lewis		
	P31	Andrew Edwards		
Page 95	P32	Tom Gordon		
	P33	G Reynolds		
	P34	Mrs. F Clarke		
	P35	Ms. J Lawson		
Site specific objection: Summercourt, Brixham				
	P36	Mary Saunders	Objections due to the loss of recreation area, harm to local wildlife. The area is popular with a range of age groups including older people. There is no other local area for recreation, which will force people to drive to walk their dogs etc. There will be a knock in effect on the Berry Head SAC due to increased recreational pressure.	
	P37	Richard Bull and Jennifer Cockerill		

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
	P38	Lee Carter	Impact on the setting of the AONB	
	P39	Paul Durdin	Loss of open space. The site fails the tests in Paragraph 99 of the NPPF: not surplus to requirements and there is no nearby replacement land.	
	P40	Lindsey Read	Loss of green space and recreation area. Site is a former rubbish dump, so is unsuitable for development.	
Page 96	P41	Carol Owen	Traffic congestion in the area.	
	P42	Lynne Taylor	There is scope to densify brownfield sites.	
	P43	Carolyn Moulton		
	P44	Janet and C P Bradley		
	P45	Louise Harris		
	P46	Steve and Brenda Shaw.		
	P47	Ann-Marie and Dennis Hann		

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ID	File No.	Person /Organisation Consultee	Summary of Representation.	LPA Response
	P48	Simon Dudman		
	P49	Vera Caunter		
	P50	Neil Shillitoe		
Page 97	P51	Paula Cox		
	P53	M Healy, C Healy, and S Healy		
	P54	Carole, Albert, and Tara Cowell		
	P55	Louise Hodges		



Sustainability Appraisal Reasonable Alternatives

Housing Update: Growth Options

Consultation (Regulation 18)

January 2022

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Introduction

The current document presents second stage of the Sustainability Appraisal (SA) of the Local Plan Review and update. Its role is to assist with the identification of the most appropriate option, in sustainability terms, to predict implications for sustainable development and put forward recommendations for improvement where necessary. An assessment of 'reasonable' alternatives is required to meet the requirement of Regulation 12 of the 2004 Strategic Environmental Assessment (SEA) Regulations and in doing so, identify and evaluate their sustainability implications.

Five growth options, based on the Housing and Employment Land Availability Assessment (HELAA), have been developed in the Issues and Options (Regulation 18 of the Local Planning Regulations 2012). The options set out different ways that the Local Plan could guide new housing sites and other infrastructure, in Torbay.

Option 1 Existing allocations plus densified urban clusters: No further greenfield allocation beyond already allocated or approved sites. This is estimated to provide between 190-250 dwellings a year.

Option 2 Limited further greenfield development: As per option 1 plus a limited number of greenfield sites deemed as having relatively minor constraints. This is estimated to provide between 250-300 dwellings a year. Option 2 "Business as usual", represents building rates achieved since the beginning of the Local Plan period of 2012.

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

Option 4 All sites that have not been outright rejected by the HELAA: This includes sites which have significant environmental and deliverability constraints. This option could provide between 470-500 dwellings a year.

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

Methodology

The SA of reasonable alternatives involves assessing the performance of each option against the SA framework. The appraisal is a qualitative exercise based on professional judgement taking into account the information gathered in the SA Scoping Report¹.

¹ [sustainability-appraisal-scoping-report.pdf \(torbay.gov.uk\)](https://www.torbay.gov.uk/media/1000000/sustainability-appraisal-scoping-report.pdf)

The magnitude of the impact of the different options on each objective is defined as significant positive benefit, some positive benefit, neutral or no link, significant negative impact, negative and uncertain impacts (see table 1). The SA should also consider the probability, duration, frequency and reversibility of the effects, including cumulative, secondary and synergistic effects whenever possible.

A significant effect arises as a result of a minor impact on a resource of international and national value or a major impact on a resource of local value. In addition, the accumulation of many non-significant effects on similar local resources may give rise to an overall significant effect. This approach to assessing and assigning significance to an environmental effect relies upon such factors as legislative requirements, guidelines, standards and codes of practice, consideration of the SA/SEA Regulations, the advice and views of statutory consultees and other interested parties and expert judgement.

Table 1: Effects of option on SA objectives

++	Significantly positive	Option/policy/site would significantly help with achieving objective	Positive effect but consider whether effect can be enhanced
+	Positive	Option/policy/site would help with achieving objective	Net positive effect but consider whether effect can be enhanced
?	Uncertain	More information needed	Where this will come from – who has it? What will be done about collecting it? When will it be collected?
0	Neutral	Option/policy/site would neither help nor hinder the achievement of the objective	Option/policy or allocation likely to be acceptable; but would require intervention to realise positive effects
-	Negative	Option/policy/site would be in conflict with the objective.	Will require demonstrable levels of mitigation in order to make the option/policy/site acceptable.
--	Significantly negative	Option/policy/site would be in conflict with the objective and unlikely to be acceptable. No evidence has been provided on potential mitigation.	Unlikely that adequate mitigation could be provided to make the site acceptable. Delete, reconsider or amend the option/policy or site

Assessment of Reasonable Alternatives

An assessment of options has been undertaken, with each option assessed against the sustainability objectives as set out in the Scoping Report. The assessment seeks to identify whether an option would contribute to, or conflict with, the achievement of sustainability objectives. Options were also being compared against each other. The outcome of this appraisal is set out in Appendix A and a summary below accompanied by visual illustration (Table 2).

Options 1 and 2

Overall, options 1 and 2 performed well against environmental objectives and relatively poorly across the range of social and economic sustainability objectives. Both options will steer development away from flood risk areas, areas of amenity and landscape value, biodiversity/geological sites, contaminated sites and other sensitive locations. They will direct growth towards main urban area of Torbay, which offer the highest level of services (e.g. education, leisure and retail) and thus should limit the overall need to travel. The two options, however, will not fit well with the growth aspirations (as outlined in the Torbay Local Plan) and could potentially undermine Torbay's role in the region. On balance, option 2 would have slightly more long-term benefits.

These options would result in an undersupply against housing need, resulting in existing problems relating to the affordability of housing being exacerbated. Related to this, there may be a suppression of household formation as young adults are unable to afford to move out of the family home (potentially contributing to the existing trend of young people moving away from Torbay), and potentially giving rise to overcrowding with a negative impact on the aspiring to provide healthy and sustainable living environments. This could also increase the top-heavy age structure of Torbay.

Option 3

The supply of large numbers of new homes can often be best achieved through planning for larger scale development, such as new settlements or significant extensions to existing villages and towns, provided they are well located and designed, and supported by the necessary infrastructure and facilities². In essence, it would provide an opportunity to plan a vibrant and sustainable community from the outset.

Concentrating new homes in one or two urban extensions has both positive and negative impacts. On the one hand, a new urban extension would relieve pressure on existing infrastructure/services, offer employment opportunities, deliver a range of affordable homes and protect the character of existing settlements. On the other hand, a new urban extension would increase outward commuting, place pressure on the open countryside, biodiversity and infrastructure. Additionally, there would need to be market interest to deliver the level of services and facilities needed.

Option 4 and 5

Options 4 and 5 represent spreading growth across a larger number of settlements in less sustainable locations. This dispersed pattern is likely to improve the quality of housing and deliver affordable housing targets to address future needs. By their very nature, these options will have adverse impacts on the environment such as biodiversity, agriculture/soil quality, water resources and the character and appearance of the landscape, resulting from the loss of greenfield land and areas of amenity and

² NPPF (para.73)

landscape value. They are likely to exacerbate existing problems such long-distance to access jobs and services, greenhouse gas emissions, pollution level and flood risk.

Options 4 and 5 are likely to give rise to a broader range of adverse impacts than the other options, some of which may not be capable of mitigation. These options would clearly necessitate very significant investment in new infrastructure and physical improvements (e.g. extensive landscape buffers) in most parts of Torbay to accommodate the demand from the increase in households, workers and pupils in each community area. In many cases, new development would require very long lead-in times before it could be delivered.

Table 2: Summary of SA Alternative Options

SA Objectives	1. Climate	2. Natural resources	3. Waste	4. Biodiversity	5. Heritage	6. Landscape	7. Travel	8. Economy	9. Poverty	10. Land-use	11. Crime	12. Housing	13. Health
Option 1													
Option 2													
Option 3													
Option 4													
Option 5													

Key

++	Significantly positive
+	Positive
?	Uncertain
0	Neutral
-	Negative
--	Significantly negative

The Local Plan Post 2030

The Local Plan Growth Options Consultation's first preference is to carry out a quick update of the Plan within the current timeframe of 2030, and the main SA reflects this approach. We are mindful of paragraph 33 of the NPPF that states that strategic policies should look ahead over a minimum of fifteen years. On this basis, it is necessary to consider the implications of rolling forward the Plan period to 2040, to ensure 15 years post-adoption plan period.

This would represent a significant change, that would add to Torbay housing needs requirement. The Growth Options document acknowledges that the supply of development land will fall off later in an extended plan period, as sites are built out. The housing deliverability is accordingly adjusted downwards to reflect these options.

With an extended Plan period, all options will have cumulative negative impact, sometimes significant, on many of the social and economic sustainability objectives. The undersupply of housing would worsen access affordable dwelling of mix sizes and types and exacerbate social deprivation and social exclusion. It would also have the potential to restrict long-term economic growth and prosperity and undermine regeneration efforts in Torbay. Such options will run counter to the principles of sustainable development.

The environmental impact will remain unchanged, particularly with respect to the dispersed growth options (option 4&5), that are allocating sites in environmentally sensitive locations. Some of the environmental objective for options 1, 2, &3 might have positive impact due to anticipated infrastructure improvement and ecological enhancement and habitat creation. Expected technological improvement could also contribution to combating the effects of climate change during the plan Period.

Table: Plan extended to 2040

SA Objectives	1. Climate	2. Resources	3. Waste	4. Biodiversity	5. Heritage	6. Landscape	7. Travel	8. Economy	9. Poverty	10. Land-use	11. Crime	12. Housing	13. Health
Option 1													
Option 2													
Option 3													
Option 4													
Option 5													

Conclusions

Torbay is physically constrained due to nature conservation interests and a lack of urban brownfield land opportunities. It would not be possible to meet the objectively identified needs in a way that maximises economic prosperity without compromising the environment. Future economic and population growth will generate more waste, increase greenhouse gas emissions and consumption of resources.

The assessment reveals that each option has sustainable merits and drawbacks. Option 1 and 2 would potentially widen the gap between rich and poor communities in terms of access to decent affordable homes, and offers little to support the resilience, strength and competitiveness of the local economy therefore unable to meet the Local Plan vision and objectives. The dispersed patterns (option 4 and 5) place significant pressure on the open countryside, biodiversity and infrastructure, even with mitigation in some cases. Option 3 scores relatively better than the other options as it would deliver development to enable contributions towards economic growth and community infrastructure, but not without environmental challenges. However, it will be possible to reduce, offset or avoid these adverse effects with appropriate mitigation.

Next steps

The next step in the development of the Sustainability Appraisal is to take on board the feedback from this consultation and update the report accordingly. Any significant changes made to the Issues and Options (Regulation 18) will be subject to further SA. The next stage of the Local Plan Update is (Regulation 19), will be accompanied by a Sustainability Appraisal Report.

Appendix A: Assessment of Alternative Growth Options

Sustainability objective	Growth Option					Comment
	1	2	3	4	5	
1. To reduce and manage the impacts of climate change	-	-	-	-	-	Housing delivery associated with all options will result in an increase in energy consumption. The greater the number of housing delivered, the higher the potential for negative impact on this objective. It is recognised that new development offers the best opportunity to integrate renewable energy into building design. However, the low growth scenarios (Option 1&2) are unlikely to reach the scale necessary for development of medium and large-scale renewable energy schemes, although opportunities may exist for small scale renewable schemes. Option 1, 2&3 would steer development away from flood risk areas in contrast the high growth options (Option 4&5), several sites will have to be located within flood risk zone 3. This will increase the number of hard surfaces and place additional pressures on the surface water drainage system. In addition, these options could result in development in locations where services and jobs are less accessible. This would lead to an increase in transport and associated greenhouse gas emissions.
2. To improve water, air, soil quality and	-	-	-	-	-	Whilst Option 1&2 will have the least implications for natural resources, they have been marked as negative because they will contribute to pollution and natural

Sustainability objective	Growth Option					Comment
	1	2	3	4	5	
minimise noise levels						<p>resource depletion to a certain level. It will also increase the risk of out commuting for work, further adding to air quality issues.</p> <p>Development under all options will inevitably increase impermeable surfaces resulting in increased water run-off and potential pollution of water courses.</p> <p>Existing policies in the Torbay Local Plan seek to ensure that new development will not result in, soil, water or air pollution.</p>
3. To minimise waste and increase the recycling and reuse of waste materials	-	-	-	-	-	<p>Waste arisings will inevitably increase due to the increase in Torbay's households. The low level of growth will have the least implications for waste generation.</p> <p>Existing policies in the Torbay Local Plan seek to ensure that new development will provide facilities to allow the recycling of materials. These policies will be taken forward into the Local Plan Review and thus the implementation of the existing policies will apply to all growth options.</p>
4. To conserve, protect and enhance habitats and species, and geodiversity	+	+	-	-	-	<p>All the growth options have the potential to impact negatively on Torbay's biodiversity assets in both the urban and countryside areas. The quantum together with location and design of the proposed growth areas will determine the nature of impact. However, as a general principle, the denser the housing development the less opportunities there are for incorporating biodiversity into the design.</p> <p>Options 1 & 2 offer the opportunity for significant ecological enhancement and habitat creation. Several site in options 3, 4 & 5 will lead to loss of agricultural land, greenfield land and land of ecological value.</p> <p>The HELAA sites have undergone Habitats Regulations Assessment (HRA) screening to identify sites that are likely to have significant effect on the two European sites within Torbay i.e. the Lyme Bay and Torbay Marine SAC and South Hams SAC. All options will have likely significant effects on the two European sites. However, options 3, 4 and 5 would negatively affect the South Hams SAC more than option 1 and 2.</p> <p>Local Plan Biodiversity and Geodiversity Policy (NC1) ensure the negative impacts of new development are avoided or mitigated.</p>

Sustainability objective	Growth Option					Comment
	1	2	3	4	5	
5. To conserve, enhance and enjoy the historic environment.	-	-	-	--	--	<p>All options will put pressure on heritage assets in Torbay and therefore will have the potential to result in negative impacts on the historic environment, including archaeological remains, and their settings. Options 4 and 5 will have significant negative impact on this objective due to intensity of site located within conservation areas and close to listed buildings.</p> <p>Existing Local Plan Historic Environment Policy (HE1) seeks to ensure that new development does not detract from the character and heritage assets of the wider area.</p>
6. To protect, enhance and manage the character and quality of the landscape, townscape and seascape	+	+	-	--	--	<p>Impacts will depend on quantum of new land take together with the location and design of the proposed growth areas. Options 1 & 2 will not have negative impact on this SA objective. Option 3 could require the development of more sites in sensitive landscapes areas.</p> <p>Options 4 & 5 will have significant negative impact the AONB. There is potential for negative impact on the setting of the Maidencombe, Galmpton and Churston villages, by causing settlement Coalescence. This would change the role and function of settlements which may impact on their identity and sense of place.</p> <p>Existing Local Plan Policies Countryside, Coast and Greenspace (C1- C5) seek to ensure that new development does not result in an adverse effect on the landscape and townscape.</p>
7. To reduce the need and desire to travel by car and support sustainable/active modes of travel	+	+	-	-	-	<p>Growth options 1 and 2 offer the best opportunity to increase non-car travel and reducing the need for travel due to the focussing of new development in existing settlements where public transport, including opportunities for enhanced services, is available.</p> <p>Growth option 4 and 5, by contrast, are less suited to reducing the need for travel due to the dispersed nature of the development, i.e. urban extensions away from existing public transport route.</p> <p>Existing policies in the Torbay Local Plan seek to promote sustainable transport which, if implemented, will improve provision/investment in new or enhanced public transport in conjunction with the proposed residential development.</p>
8. To support strong, diverse	+	+	+	++	++	<p>All Growth Options will indirectly improve economic growth in Torbay by providing employment in the housing building</p>

Sustainability objective	Growth Option					Comment
	1	2	3	4	5	
and sustainable economic growth						sector and within a mix of uses being brought forward in conjunction with the residential development. Option 1, 2 & 3 would provide minor improvement in viability of local businesses and commercial activities. Option 4 & 5 will bring opportunities for in-migration of population who may bring with them new employment opportunities and skills. This would help broaden the workforce, boost skills and reduce the output gap between Torbay and the rest of the region.
9. To reduce poverty and income inequality	-	-	+	-	-	Growth options 1 & 2 will exacerbate housing inequality and poverty. While growth options 3, 4 & 5 will provide greatest scope for New Homes Bonus and therefore benefit communities in Torbay. However, options 4 & 5 will raise concerns regarding over-intensive development and loss of cultural assets including space for cultural events.
10. To maximise the use of previously developed land/buildings and encourage the efficient use of land	+	+	-	--	--	Growth Options 1 & 2 seek to focus new development on previously developed land and thus will contribute positively to maximising previously developed land and buildings. Growth Option 3, which seeks to focus new development outside of existing settlements with one or two urban extensions west of Paignton, will include previously developed land but also greenfield land outside the settlement boundaries, however, this approach will ensure that land is used efficiently and thus represents a minor positive effect on this sustainability objective. Growth Options 4 & 5 will focus new development both in and outside of existing settlement boundaries. These options, therefore, will have significant negative effect on this sustainability objective.
11. To promote safe communities and reduce fear of crime	?	?	?	?	?	The extent to which crime reduction measures implemented in design depend on individual applications. All the Residential Growth Options will have a neutral score on promoting safe communities and reducing the fear of crime at this stage.
12. To provide housing that meets the needs	-	-	-	+	++	Growth Options 4 & 5 have the opportunity to deliver a range of housing types, including affordable housing. Option 5 will result in the delivery of the greatest number

Sustainability objective	Growth Option					Comment
	1	2	3	4	5	
of existing and future residents						<p>of affordable housing as required to meet the future demand for housing and therefore has the strongest positive impact on this objective.</p> <p>Growth Options 1, 2 & 3 would deliver affordable housing below the assessed level of local housing requirement and it wouldn't fit well with the long term growth aspirations. Moreover option 1&2 are likely to increased outward migration (particularly young people), and potential overcrowding.</p>
13. To improve health and wellbeing and reduce health inequalities	+	+	+	+	+	<p>Access to a decent and affordable housing is one of the wider determinants of health and therefore all options could have positive impacts on health. All options will provide opportunities for regeneration of living environment within urban areas. They are likely to maintain access to recreational areas in the countryside and therefore increase opportunities for daily routine exercise through accessibility by walking and cycling as modes of transport.</p> <p>Option 1, 2 & 3 will avoid town cramming and loss of urban open space. This will have a positive effect on this sustainability objective. The dispersed nature of Growth Options 4 and 5 have the potential to offer the opportunity to 'design-in' new indoor and outdoor leisure facilities and bring forward new or expanded health facilities. However, the level of investment/resources for health and leisure related facilities will be spread more widely and thus will only have a minor positive effect on this sustainability objective.</p>

Key:

++	Significantly positive
+	Positive
?	Uncertain
0	Neutral
-	Negative
--	Significantly negative

Appendix 3 Maps of Sites Described in the Main report

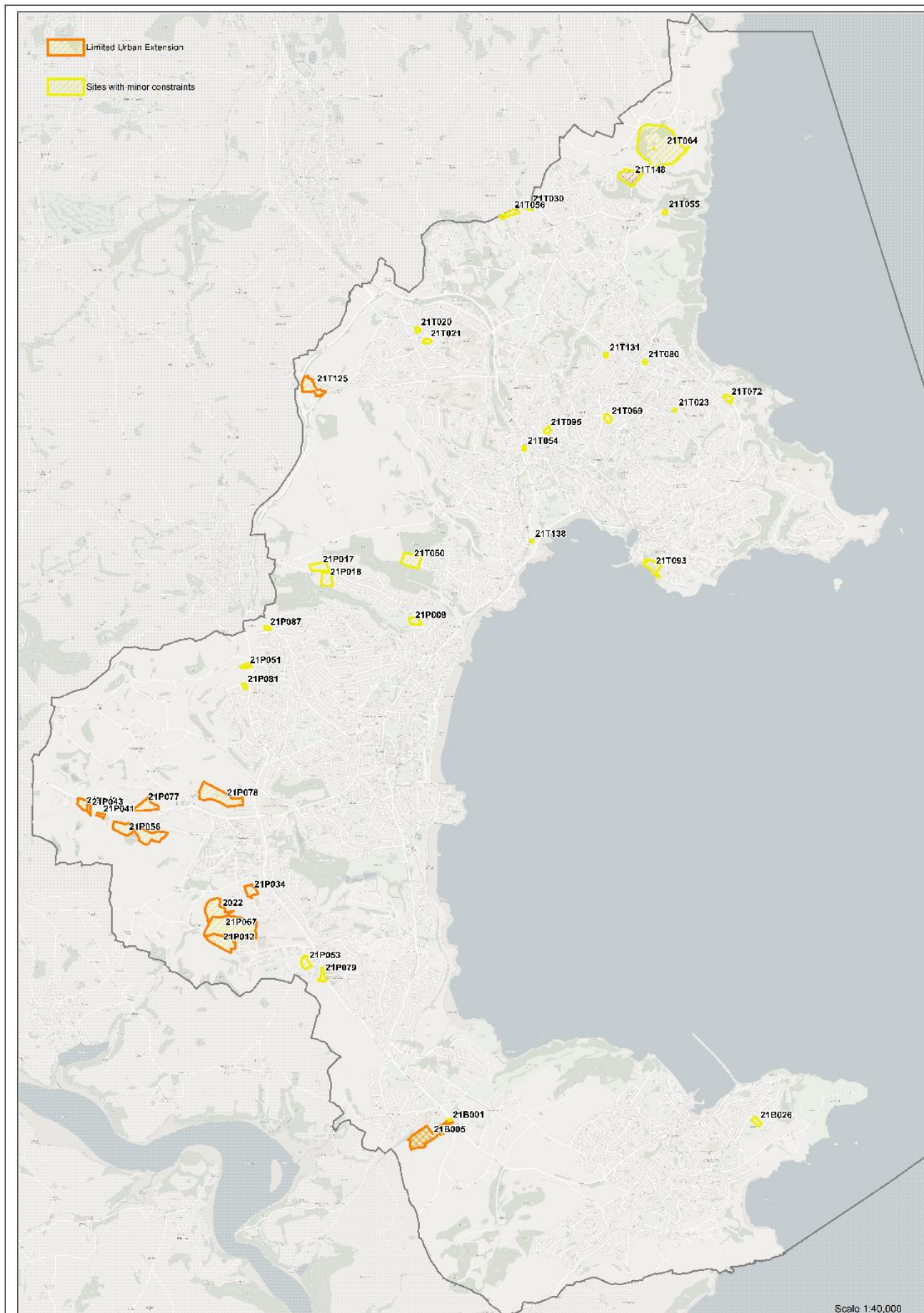
Key: Green= Sites where the principal of development is already established

Yellow= Sites assessed as having relatively minor constraints and are recommended for development.

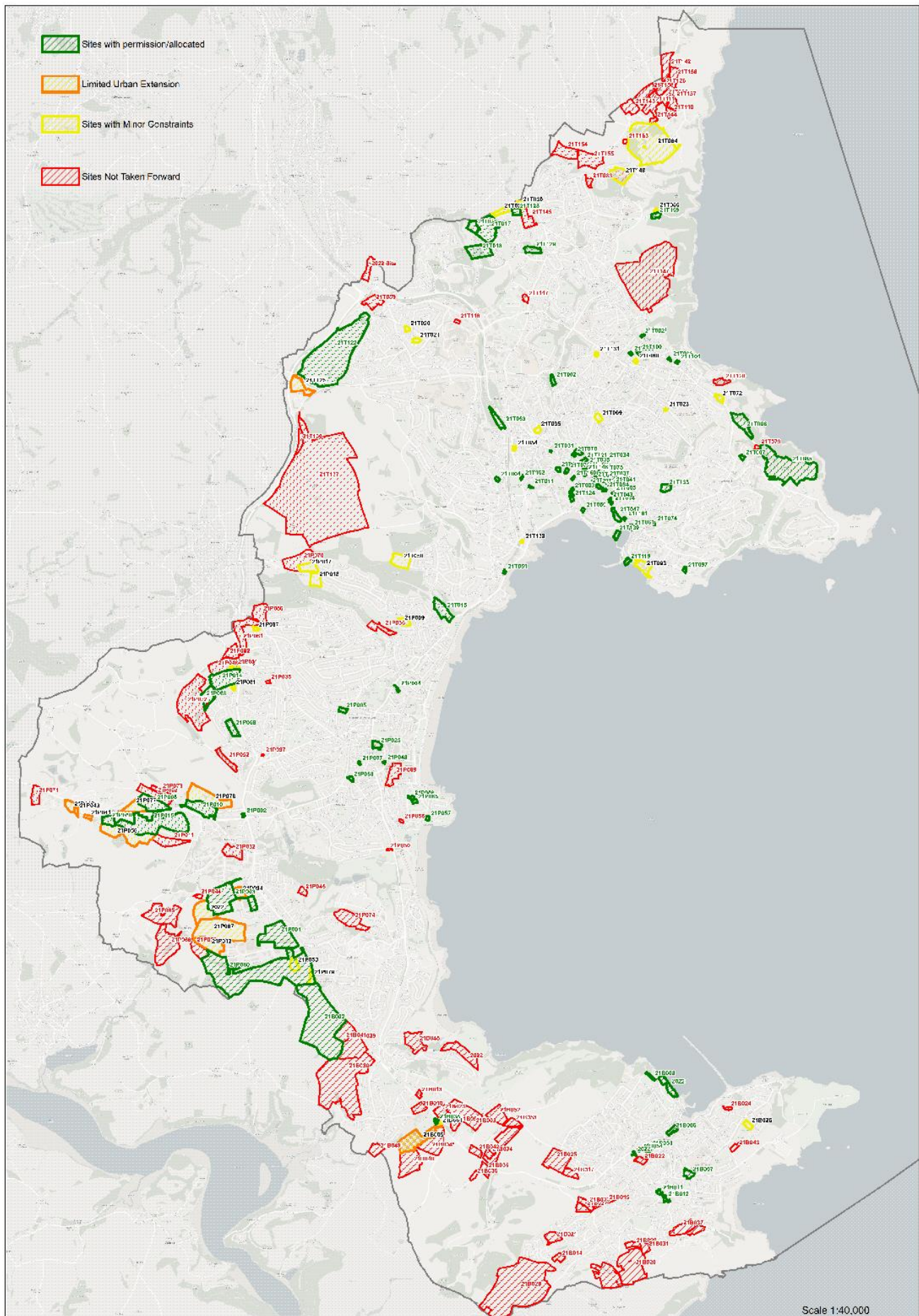
Amber= Sites with significant constraints but are recommended for consideration.

Red = Rejected sites not recommended for inclusion in the Local Plan due to constraints.

Sites Considered in this report



Sites considered in this report plus rejected sites/Broad Locations



Meeting: Cabinet

Date: 12th July 2022

Wards affected: All

Report Title: Kerbside Green Waste Collection Service

When does the decision need to be implemented? [Click here and enter date](#)

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

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

1. Purpose of Report

- 1.1 To introduce an opt in, charged for kerbside green waste collection service to further increase the Torbay Council recycling rate.

2. Reason for Proposal and its benefits

- 2.1 The Torbay Council recycling rate is currently 37% and below the target of 50%. A key element to increasing the recycling rate is to increase opportunities for the recycling of garden waste.

3. Recommendation(s) / Proposed Decision

1. That SWISCo are instructed to deliver an opt in, paid for kerbside garden waste collection service as soon as possible; and
2. That the service be fortnightly, all year round and charged at £50 p/a (£40 for CTSS) per 240 litre bin.

Appendices

Appendix 1: Indicative Costings (EXEMPT)

Appendix 2: A summary of costs and income for 25,000 households (EXEMPT)

Background Documents

Community & Corporate Plan

Resource & Waste Management Strategy 2020-2023

1. Introduction

- 1.1 The only green waste recycling option (other than in garden composting) currently available to residents is the Household Waste and Recycling Centre in Paignton or seasonal remote collection points in Torquay and Brixham.
- 1.2 One of the impacts of the pandemic has been a reduction in recycling rates nationally and locally. Torbay's waste flow data shows approx. 1500 tonne of garden waste is disposed of in the residual stream every year. Collecting and recycling this garden waste offers potential for improvements of Torbay's recycling rate by up to 6%, therefore making an important contribution towards the Council's climate emergency commitments.
- 1.3 A charged garden waste collection has been identified in the Resource and Waste Strategy for Torbay, by the target date of 2023. The Resource and Waste Strategy sets out that this collection will reduce the amount of green waste that is put into the residual bin and will lead to an improvement in Torbay's recycling rates. To deliver the collection service there is a requirement to increase the staffing capacity in SWISCo and also to hire in the appropriate vehicles. The lead in time is anticipated to be 18 weeks and as such, whilst this will be introduced as quickly as possible, it is likely that this will begin to be rolled out from November of this year, estimated to support 15,000 customers intending to increase the number to 25,000.
- 1.4 The introduction of the collection will require further investment in vehicles and containers as currently, the fleet does not have the capacity to make these collections. Additional drivers will also be required to facilitate this service. This report summarises the justification for the collection and the appendix provides the anticipated costs and income for the collection service.
- 1.5 At the current time a charged for service will cover both the revenue and capital costs of the service and deliver a surplus for Torbay Council. This surplus would be intended to develop a reserve fund to meet any costs arising if Government introduce a requirement for local authorities to carry out free green waste collections in the future.
- 1.5 A charged garden waste collection is part of the Devon-aligned service, which Torbay Council has signed up to aspiring to meet through the Resource and Waste Management Strategy for Devon and Torbay. The introduction of a kerbside garden waste collection service would align Torbay with other Devon district collection authorities who offer the service.

- 1.6 Feedback from community engagement by the Recycling Support Co-ordinators, shows that there is an appetite for this service within Torbay. It is intended that the green waste collection would be on the same day as residual waste collections but alternate weeks to the black bin.
- 1.7 For residents who do not wish to use the service the HWRC will continue to offer green waste recycling and there would be a transition period for one summer where limited seasonal remote green waste collection points will be offered pending review of the takeup.

2. Options under consideration

- 2.1 The alternative option to an opt in charged for service is to offer a free service to all households with a garden (approx 45,000 properties).
- 2.2 Although this was promoted as the preferred option of Central Government, on the basis of new burdens funding this being a net nil cost to local authorities, DEFRA has not confirmed any further details. The results of the Government consultation are currently due to be published in July 2022, delayed from Autumn 2021, however any changes will then have to be included in new legislation relating to the Environment Bill, as is in reality a number of years away.
- 2.3 At the current time a free service would cost Torbay Council approx. £1.2 m p/a plus capital costs of approx. £1.6m

3. Financial Opportunities and Implications

- 3.1 Using data from other Devon collection authorities it is assumed that there would be a take up of the service by between 15,000 and 25,000 households.
- 3.2 Due to the operational requirements of the collection service (vehicles and staff) costs are banded from 15,000 customers in 10,000 additional customer step changes.
- 3.3 A summary of costs and income for 25,000 households is set out in exempt Appendix 2.
- 3.4 As indicated at paragraph 1.5 any surplus that accrued from the green waste collection service would be retained as a reserve to support the introduction of a free service if this is required by national Government in future.

4. Legal Implications

- 4.1 By Section 93 of the Local Government Act 2003 the Council has the power to charge for discretionary services as long as the service user agrees to pay for the service

5. Engagement and Consultation

- 5.1 Informal consultation has taken place through the work of the Recycling Support Co-ordinators and has demonstrated a positive appetite for the service.
- 5.2 The service would be in line with successful models delivered by other Devon collection authorities.
- 5.3 The service would be communicated to residents through the Council's websites and social media, through communications direct to residents and through news releases.

6. Purchasing or Hiring of Goods and/or Services

- 6.1 The required vehicles and bins would be procured through existing frameworks.
- 6.2 The proposed service would create nine new jobs in Torbay

7. Tackling Climate Change

- 7.1 The introduction of the service to 25,000 households would reduce the amount of residual waste sent to MVV by approx. 433 tonnes p/a.
- 7.2 The additional mileage travelled in the collection of the garden waste would be offset by the reduction bulk haulage to MVV in Plymouth. It is assumed that recycling rates would improve by an estimated 4-6%, assuming 25,000 customers sign up, through introduction of this service making a direct and positive impact to the Council's climate change commitments.
- 7.3 The collected garden waste would be recycled into compost.

8. Associated Risks

- 8.1 Without the introduction of a garden waste collection service this limits the ability to make substantial increases in the recycling rate.
- 8.2 There is a risk that the Government introduces the requirement for Council's to provide this service potentially offering funding to allow for the introduction however this appears not to be forthcoming in the short to medium term.

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			X
People with caring Responsibilities			X
People with a disability			X
Women or men			X
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)			X
Religion or belief (including lack of belief)			X
People who are lesbian, gay or bisexual			X
People who are transgendered			X
People who are in a marriage or civil partnership			X
Women who are pregnant / on maternity leave			X
Socio-economic impacts (Including impact on child poverty issues and deprivation)			X
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)			X

10. Cumulative Council Impact

10.1 NONE

11. Cumulative Community Impacts

11.1 NONE

Document is Restricted

Document is Restricted

Meeting: Cabinet **Date:** 12th July 2022

Wards affected: All wards

Report Title: Torbay Economic Growth Strategy & Action Plan

When does the decision need to be implemented? 12th July 2022

Cabinet Member Contact Details: Cllr Swithin Long, Cabinet Member for Regeneration, Tourism & Housing, swithin.long@torbay.gov.uk

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

1. Purpose of Report

- 1.1 This report introduces the draft Economic Growth Strategy 2030 which provides direction for Torbay Council and its partners responsible for championing Torbay and delivering with its communities in respect of the economic development of the place.
- 1.2 Torbay Council, through TDA, has been delivering the Economic Repositioning Plan for 2 years. The Plan was developed in response to the Covid 19 Pandemic and whilst several actions remain relevant, the challenges facing the economy are now more pronounced. As a result, a new Strategy is required that will address these new challenges, build upon our successes, and drive Torbay's economy forward.
- 1.3 The extent of the challenges facing Torbay's economy, suggest that there is a compelling argument for economic growth to be the strategic priority for the Council in the coming years given the risk that a failing economy presents for education, health and other outcomes.
- 1.4 Since the Repositioning Plan was approved Torbay has secured significant capital funding that will catalyse change and growth in Torquay and Paignton, complementing private investment and allowing for a refocused strategy.
- 1.5 Like the preceding Economic Strategies, this new Strategy will be evidence led. To support this, a revised Evidence Base document has been developed that will inform the new strategy (see appendix 1).
- 1.6 Recognising the complexity of the issues leading to slower growth and ultimately resulting in poorer outcomes and experiences for the community this report recommends that the

strategy set an ambition for the longer term, to 2030. This longer time frame, with a clear vision that communities and partners can endorse and support, is underpinned by shorter term actions and indicators that are subject to review at a period to be determined by Cabinet.

Current Position

- 1.7 Deyton Bell, an economic development consultancy, has undertaken a review of the evidence base (appended) and national policy. They have also consulted with key stakeholders and businesses across Torbay. This included one-to-one meetings, a questionnaire which returned over 50 responses, and attendance at pre-arranged group meetings, such as the Torbay Hi Tech Cluster and Torbay Business Forum. Deyton Bell have now produced the consultation draft of economic strategy and action plan which is appended to this report.
- 1.7 The Strategy identifies 4 priority areas that through partnership working and taking a long term view we can make necessary interventions to support the local economy and its businesses. These priorities are underpinned by an action plan which sets out the initiatives that will enable growth across Torbay.

The proposed priorities are:

- Supporting innovators, entrepreneurs and business owners

We will work with local business networks and key businesses to ensure that the Torbay economy is successful. We will welcome entrepreneurs, innovators and social enterprises and will develop programmes and projects that will ensure that the economy offers the conditions for businesses to thrive.

- Building on our economic specialisms

Our key sectors play a key role in delivering growth and providing employment opportunities for Torbay residents. This strategy is seeking to build on the foundations which are already in place around our photonics and micro-electronics, tourism and fishing industries. These businesses will provide important employment and growth that will underpin improvements in the Torbay economy.

- Helping our community and residents to reach their economic potential and build an inclusive economy

At the heart of the Council's Corporate Strategy and Community Plan and this Economic Growth Strategy are the people of Torbay. We will work with residents and businesses to

create the social prosperity that allows everyone to live and contribute well and turn the tide on poverty.

- Maximising economic value of natural capital

Torbay is home to varied natural assets, its outstanding marine and natural experience is as important for attracting, re-training and growing leading edge tech businesses as it is for bringing visitors to the area and being a place where people want to live. The geography of Torbay shapes our economy to a considerable extent.

- 1.8 In addition to the priority areas, the Strategy will contribute to tackling the Climate Emergency. The action plan sets out the actions required to take forward our priorities and this is appended with this report. This will also be accompanied by a monitoring and evaluation plan to enable effective monitoring.
- 1.9 Being able to determine what difference the Strategy is making will be fundamental to its success. Whilst all actions will have relevant key performance indicators, there are a series of key outcomes that the Strategy aims to deliver on. These are:
- Creating more full-time job opportunities for Torbay residents and provide good work for all
 - Reducing our impact on, and increasing resilience to Climate Change
 - Increased Gross Value Added (GVA) per worker, average worker income and productivity – addressing our current position of one of the areas with the lowest GVA per capita in England
 - Improvement in educational attainment and workforce skills– increasing the number of residents qualified to deliver the jobs needed by local business
 - High levels of business start-up, with increased survival rates beyond 3 years
- 1.10 With sustained increases in each of these measures during the life of the Economic Growth Strategy, Torbay will improve its resilience and improve its economic diversity. This will assist in weathering future global economic trends and market cycles, aiding recovery from economic downturns. Improvements will assist Torbay in being agile enough to adapt to changing technologies and importantly, provide benefit to all residents. The Economic Growth Strategy Action Plan sets out the basepoint and future targets which the delivery of the strategy will be measured against.

2. Reason for Proposal and its benefits

- 2.1 We want Torbay and its residents to thrive.
- 2.2 We want Torbay to be a place where we have turned the tide on poverty and tackled inequalities; where our children and older people will have high aspirations and where there are quality jobs, good pay and affordable housing for our residents.
- 2.3 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.
- 2.4 The Economic Strategy is fundamental to delivery of the thriving economy theme of the Community Plan. The Economic Strategy will support the Council's place shaping ambitions recognising that economic success is a key determinant of other outcomes by enabling the conditions for job creation; helping people develop skills to find work or better work and the activities through the strategy will support turning the tide on poverty and improve health and wellbeing; in creating a positive environment for businesses to grow or relocate and deliver regeneration schemes enabling investment and reinvestment that increases the value of the local economy which in turn will help sustain or grow Council incomes. Successful delivery and a sustained focus on the Economic Strategy will drive the economic health of Torbay.
- 2.5 This work will result in an Economic Strategy that will underpin the Council's focus on delivering its corporate priorities and better outcomes for the community with a longer-term plan to address key issues and opportunities and build upon recent successes. Alongside the strategy there will be a SMART action plan, a monitoring & evaluation plan with key performance indicators to enable effective delivering of the strategy.

3. Recommendation(s) / Proposed Decision

- 3.1 That the draft economic strategy and action plan be approved for public consultation.

Appendices

Appendix 1: Supporting Evidence Base

Appendix 2: Draft Economic Strategy

Appendix 3 Draft Action Plan

Background Documents

Supporting Information

1. Introduction

Background

1.1 In January 2022, TDA issued a commissioning brief for the development of a new Torbay Economic Strategy 2022-2030. We received five proposals which were reviewed for quality, price, and deliverability as set out in the brief. Deyton Bell Limited were appointed to support with this work.

1.1 Deyton Bell Ltd have been commissioned to deliver the following:

- An Economic Strategy and Action Plan
- A Monitoring and Evaluation Plan
- A plan on a page

1.2 Deyton Bell will deliver this work in 5 key phases:

Phase 1 - Contract mobilisation

Phase 2 – Review of data/information

Phase 3 – Stakeholder engagement

Phase 4 – Draft Economic Strategy

Phase 5 – Final Economic Strategy

We are now at phase 4 and recommend that the strategy and action plan be considered for public consultation.

Evidence Base

- 1.3 To support the development of the Economic Strategy, TDA has developed a supporting Evidence Base (see appendix 1). The Evidence Base will help shape, inform the Strategy, and provide an update on the local economic picture, highlighting emerging issues and opportunities, and secure a better understanding of Torbay's economic performance and drivers of growth. A few notable points to highlight:
- Torbay is home to circa 136,218 people, nearly half of which (49.4%) are aged 50 or over. The lowest representation comes from ages 16 to 24, accounting for around 8%.
 - Torbay's workforce has decreased 2.1% from 2015 to 2020.
 - Torbay deprivation is worsening with 27.4% of the population living in the country's most deprived areas.
 - Torbay continues to have high level of part time work in comparison to regional and national averages.
 - 9% of residents have no qualifications, 29.4% are classified as graduates but this figure is notably lower than regional and national averages. Torbay now falls behind regional and national average across all NVQ levels.
 - Photonics and microelectronics sector continues to grow, creating high skilled jobs for local people. GVA in this sector is twice the Torbay average.
 - Torbay's fishing industry remains important, landing circa £31M value of fish, supporting 499 jobs.
 - Superfast broadband is available across 95.3% of the area.
 - In 2021 the unemployment rate was 2.3% the lowest it has been for five years. Long term unemployed and youth unemployment figures are falling.
 - Vacancy rates are at the highest level for 5 years and significantly exceed the number of people looking for work.
 - There is a mismatch between the skills employers need and the skills employees offer.
 - Collective performance of Torbay's schools has improved since 2019 however the attainment gap between disadvantaged and non-disadvantaged pupils has grown.

Consultation

- 1.4 Deyton Bell set out a consultation process with key stakeholders covering; key business, economic and political stakeholders, and those identified by TDA, including:
- Local Authority members and officers
 - Jobs, skills, education and skills contacts including Department for Work and Pensions
 - Industry/commerce contacts including representatives from key infrastructure projects

- Business representative networks/membership groups, Destination Management Organisation
- Business support organisations (HM Government agencies, Enterprise agencies, BIDS)
- County Council and Local Enterprise Partnership colleagues/partners

A contact list was compiled for a combination of survey, phone, video and face to face interactions that along with the content and form of all stakeholder communications was agreed with TDA on behalf the Council.

An on-line survey of all stakeholders was sent to a list of agreed key stakeholders. Deyton Bell conducted meetings on a 1-2-1 or 1-2-many basis as appropriate/needed and attended pre-arranged meetings where stakeholders had already planned to come together.

- 1.5 The consultation survey was sent to 105 key stakeholders and we received over 50 responses. This included representatives of sector and business groups to cascade to their members (e.g. chambers, business forum, hi tech cluster, tourism bid levy payers). Deyton Bell also attended meetings of the place group, with Torbay aftercare companies and the Torbay hi tech cluster. One-to-one meetings with over 20 key contacts were also undertaken.

2. Options under consideration

- 2.1 Continue with the existing strategy but this is no longer appropriate as it was developed as a response to the pandemic.
- 2.2 Approve the consultation draft strategy as set out.

3. Financial Opportunities and Implications

- 3.1 It is expected that there will be both opportunities and implications. The Economic Strategy 2022 – 2030 and its action plan will also inform the Council's bidding priorities to funding programmes. The UKSPF is a key government fund that can enable delivery of the Economic Strategy and its action plan and therefore could be used as the driver of the investment plan required to secure UKSPF funding.
- 3.2 Furthermore, the extent of the issues facing the local economy and delivery of the resulting action plan is likely to require a refocus of existing resources and will require additional resources over and above that currently available for delivery. Where possible, other funding sources will be sought.
- 3.3 There are severe implications of a continued or even more pronounced economic failure. The level of skills and ageing workforce, risk relocation of higher value businesses, the

ageing visitor demographic threatens the prominence of the visitor economy and the direct and indirect income that brings. The level of skills and level of employment has impacts on deprivation along with education, health and other outcomes that ultimately will present back to the authority as costs. If we experience reduced business rates, fewer visitors, worsening health outcomes a narrower tax base, then the issues we currently have will be exacerbated.

4. Legal Implications

- 4.1 There are no legal implications with this proposal.

5. Engagement and Consultation

- 5.1 There will be engagement with key stakeholders and businesses across Torbay using a variety of methods including; online meetings, pre-arranged group meetings, one-to-one meetings and a survey to shape the strategy development.
- 5.2 The Council will hold a six-week public consultation from 13th July 2022. A consultation plan is being developed to ensure effective community reach, engagement and ownership.
- 5.3 Following the public consultation relevant feedback will be incorporated into the strategy document.

6. Purchasing or Hiring of Goods and/or Services

- 6.1 We developed a brief, set a budget and sought proposals from six suppliers to support with the strategy development work. We received five proposals.
- 6.2 We reviewed each proposal against the brief, including value for money.
- 6.3 We appointed a supplier to support the development and drafting of the strategy.

7. Tackling Climate Change

- 7.1 We are engaged with the Climate Emergency Officer who will be providing input into the strategy development process. Carbon reduction questions have been integrated into the stakeholder survey.

8. Associated Risks

- 8.1 The adoption of the Torbay Economic Strategy 2022 – 2030 and associated action plan (with monitoring and review) is fundamental in ensuring the Council can set the framework for developing Torbay's economy.

- 8.2 The evidence base is indicating that Torbay is facing new challenges and the current repositioning plan is not addressing these issues. Moreover the extent of the challenges suggest that there is a compelling argument for economic growth to be the strategic priority for the Council in the coming years given the risk that a failing economy presents for education, health and other outcomes.

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 will be skills focus within the strategy setting out how we can best support the aspirations of our younger people.		
People with caring Responsibilities			No differential impact.
People with a disability			No differential impact.
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)	A report has been commissioned to provide a high summary of the issues that face Black and minority ethnic owned businesses and people from those communities who aspire to start their own businesses. This will inform the strategy development.		
Religion or belief (including lack of belief)			No differential impact.
People who are lesbian, gay or bisexual			No differential impact.
People who are transgender			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 will seek 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.



Torbay Economic Strategy 2022 - 2030

Evidence Base 2022

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Agenda Item 9
Appendix 1

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1. Purpose

1.1 Introduction

TDA on behalf of Torbay Council is developing its revised Torbay Economic Strategy. The Strategy will provide the framework for the future long-term sustainable economic growth.

The starting point for developing the new Strategy is to undertake a review of the existing Evidence Base. The Evidence Base will help shape and inform the Strategy and provide an update on the local economic picture, highlighting emerging issues and opportunities, identify gaps in the data, and secure a better understanding of Torbay's economic performance and drivers of growth.

The revision of the Evidence Base draws upon the latest data to provide a robust foundation and sound understanding on changing circumstances to inform Torbay's economic policies. These policies and actions will form the backbone of the revised Economic Strategy.

2 Comparators

To provide a benchmark for Torbay, key data is included on four comparator locations to help indicate in which areas Torbay is performing/under-performing to provide context on some of the local issues.

The following Local Authorities have been chosen due to their coastal locations and similar socio-economic challenges. These are:

- Darlington
- Redcar and Cleveland
- Blackpool
- Isle of Wight

2. Executive Summary

Growth and Economy

- Torbay's total economic output in 2019 was worth £1.98Bn.
- Sectors generating the greatest proportion of output are; real estate activities, human health and social work activities, wholesale and retail trade, repair of motor vehicles, education, and accommodation and food service activities.
- The productivity gap in Torbay is continuing to widen. In 2019 GVA per hour worked was 69.4% of the UK average, while GVA per job filled and GVA per head are 62.6% and 49.4% respectively.
- The gap in Torbay's Gross Disposable Household Income is continuing to widen. In 2019 it was 87.2% of the UK average, down from 90.0% in 2008.

Key Sectors

- In 2020, Torbay's fishing industry landed around 11.7 tonnes, the approximate value of £31.0M and supported 499 jobs.
- In 2020, over 2,240,100 tourists visited Torbay – a decline of over 50.7% compared to 2019.
- GVA per worker in the photonics and microelectronics sector has increased 37.0% from £72,973 in 2015 to £100,000 in 2019.

Infrastructure

- Superfast broadband is available across 95.3% of Torbay compared to 95% nationally and 92.2% regionally.
- 7 out of 8 key services are accessible in Torbay within 45 mins or less via public transport and walking.
- The highest rates of unoccupied employment space across Torbay are in retail, followed by office, industrial, and leisure space.

Business and Innovation

- In 2020, there were 4,485 active businesses across Torbay, with 520 new businesses starting up and around 415 closing down.

- Business survival rates in Torbay falls behind the regional average but remain in line with the national average until the fifth year when they fall 1.4 percentage points below the UK average.
- There are 45 fast growing businesses employing approximately 2,680 people mainly in manufacturing and engineering, and other business and professional services for businesses, mostly linked to eHealth and preventive care sectors.

People

- Torbay has a population of 136,218 people – nearly half of which (49.4%) are aged 50 or over.
- Over the past 10 years, there has been a decline in the proportion of the population aged 49 and under, and equally a greater increase in the proportion of the population aged 50 and above.
- By 2030, Torbay's population is projected to grow by 5.3% reaching 145,120; with those aged 64 and above expected to account for 31.2% of the population.
- 18.7% of Torbay households are classed as 'workless'.
- In 2019, over 27.4% of Torbay's population were classed as living in the bottom 20% of the most deprived areas in England.
- In comparison to the UK average, Torbay has low rates of ethnic diversity, accounting for around 3.0% of the population.

Employment and Skills

- Over the past five years, the number of jobs in Torbay has decreased by 3.0% to 48,000.
- Between 2020 and 2021, Torbay's employment rate increased from 72.5% to 77%.
- In 2021, Torbay's unemployment rate was 2.3% - the lowest it has been for five years.
- At the end of 2021, Torbay's long-term unemployment figure stood at 160, significantly lower than 465, five years ago.
- 4.5% of Torbay's 16- to 17-year-olds are not in education, employment, or training (NEET) compared to 5.5% across the UK.
- Since its peak in August 2020, Torbay's claimant count has fallen by 47% to 3,175.
- The number of job seekers in Torbay has been on a downward trend for the past five years and is currently 234.

- The top employment sectors have remained unchanged and include health, accommodation & food services, retail, education, and business administration & support services.
- Over the past five years, Torbay has seen significant employment growth in business administration & support services, information & communication, public administration & defence, and manufacturing.
- Vacancy rates are at their highest level for five years. The top recruiting occupations are nurses, care workers, chefs, sales and retail assistants, van drivers, and primary and nursery roles.

Workforce

- Over the past five years, there has been a 1.9% decrease in the total working age population, falling to 58,500.
- The workforce in Torbay has decreased by 2.1% since 2015 to 46,500 in 2020.
- Full-time jobs account for 58.1% of all employment, compared to part-time jobs accounting for 41.9% of employment. This is far higher than the regional and national average.
- 9% of the working age population in Torbay have no qualifications, an increase from 6.2% in 2017 and is significantly higher than the regional and national averages.
- 29% of the working age population in Torbay have NVQ4+, some way behind the SW and UK, at 40.4% and 43% respectively.
- In fact, Torbay falls behind the national and regional percentages across NVQ1+ right through to NVQ4
- Over the past three years, the collective performances of Torbay's schools have progressed from below average to above the English average in 2019.
- Average Torbay wages have increased by 30% since 2015, to around £412.70 per week, however, remain far below the national and regional averages.
- Higher earners tend to reside in Torbay but work outside of the area, a theme which also occurs across the comparative areas.
- The overall net migration taken from labour flow out of Torbay and Labour flow into Torbay has increased since 2011.

Environment

- In 2019 Torbay produced 424.1 tonnes of CO2 equating to 3.1 tonnes per person compared to 4.6 tonnes across the region

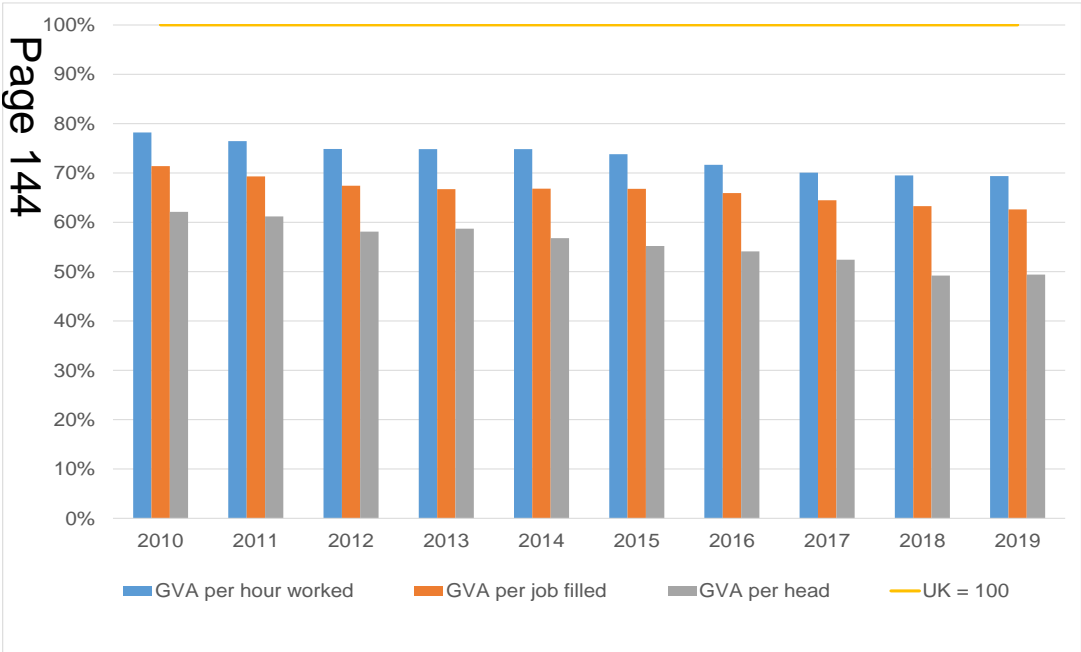
3. Growth and economy

3.1. Productivity

Torbay’s total economic output in 2019 was £1.98Bn with the sectors representing the most significant proportion of output (GVA) being:

1.	Real estate activities	19.6%
2.	Human health and social work activities	15.3%
3.	Wholesale and retail trade; repair of motor vehicles	12.4%
4.	Education	9.3%
5.	Accommodation and food service activities	7.9%

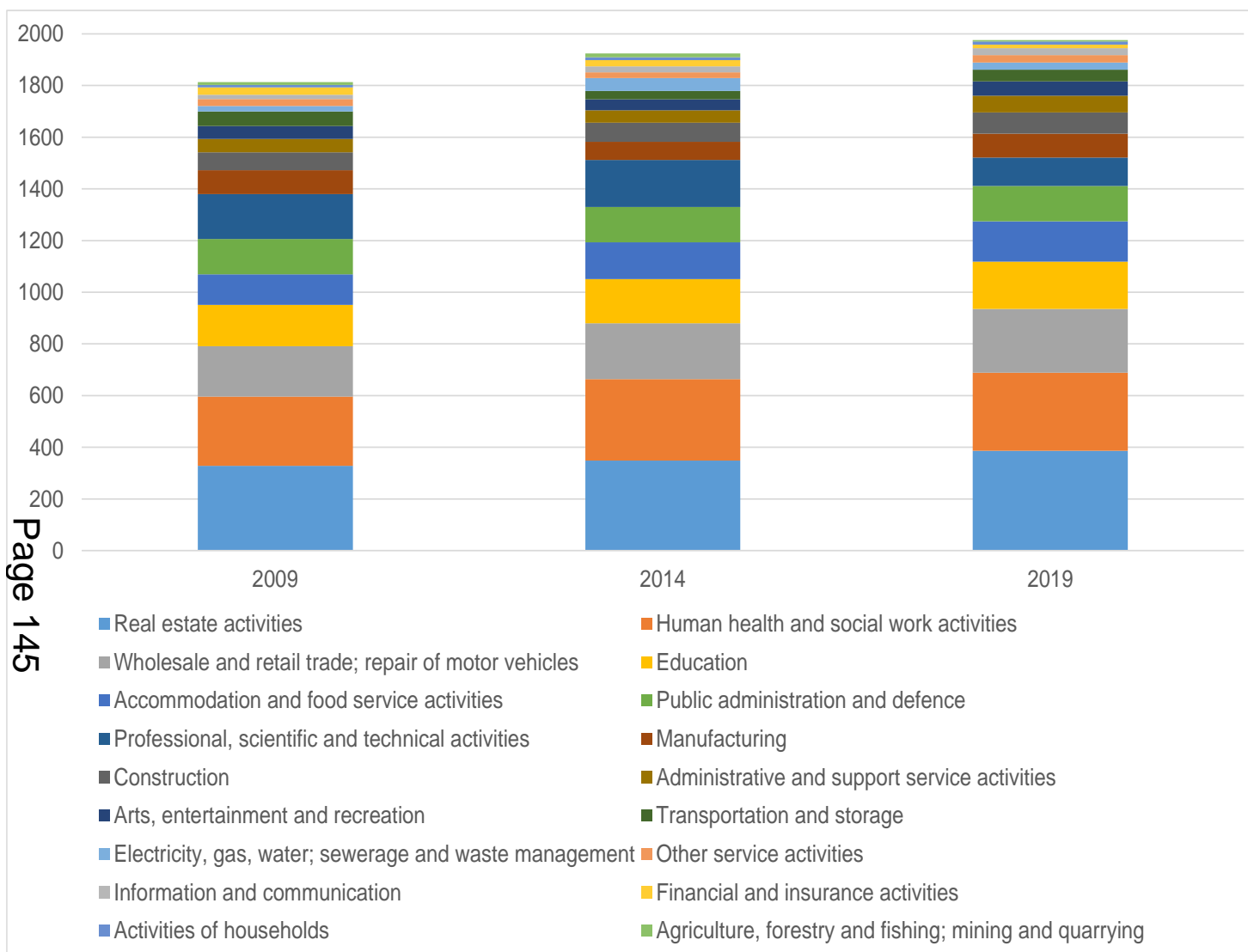
Figure 1: GVA per head, per hour, per job filled indices (2010 – 2019)



Productivity performance in Torbay has continued to fall behind the UK on all three measures. It has been on a steady continual decline for the past decade. In 2019, the economic output (GVA) per hour in Torbay was 69.4% of the UK average, with GVA per job at 62.6% of the UK average and GVA per head at 49.4% respectively. The difference in the figures can be attributed to the higher-than-average proportion of seasonal and part-time jobs in Torbay along with decreasing proportion of Torbay’s population which are of working age and a growing proportion of retired people in Torbay.

Source: ONS, Regional GVA, 2021

Figure 2: GVA by sectors (2009, 2014, and 2019)



Since 2009, the size of Torbay's economy has grown by 9.0% from £1.81Bn to £1.98Bn.

Information and communication (58.8%), accommodation and food service activities (32.2%), electricity, gas, water; sewerage and waste management (27.3%), wholesale and retail trade (26.2%) and repair of motor vehicles, and administrative and support service activities (23.1%); have contributed to the biggest increase in Torbay's economic output.

Transportation and storage (-19.6%), professional, scientific, and technical activities (-36.8%), agriculture, forestry, and fishing; mining and quarrying (-45.5%), and financial and insurance activities (-51.7%) have all fallen.

Source: Regional GVA, ONS, 2021

3.2. Gross disposable household income

Figure 3: Gross disposable household income (GDHI) (2010 – 2019)

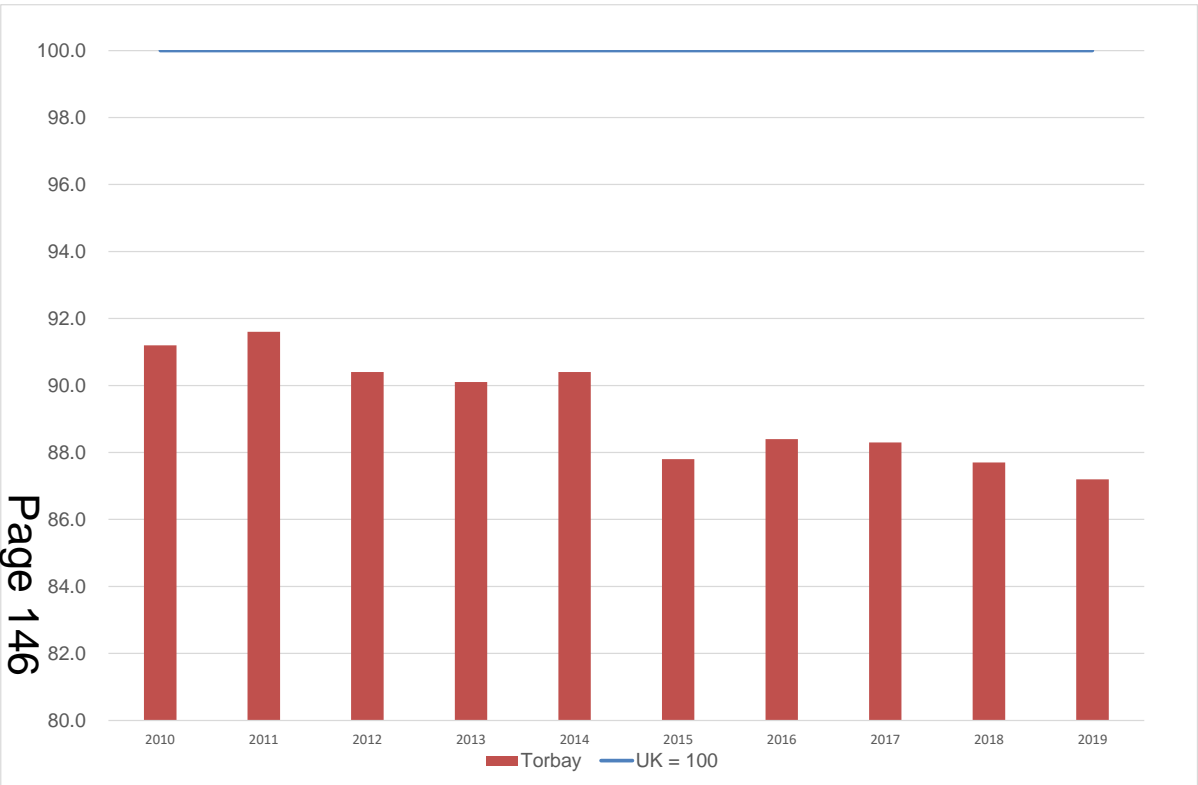


Figure 3 shows the GDHI per head over time relative to the national average. The gross income per household has continued to fall over time compared to the UK average. The gap in GDHI has continued to widen showing the levels of disposable income available to Torbay households and the amount of money to spend in the local economy has fallen relative to the national average.

Source: ONS, Gross Disposable Household Income, 2021

3.3. Summary

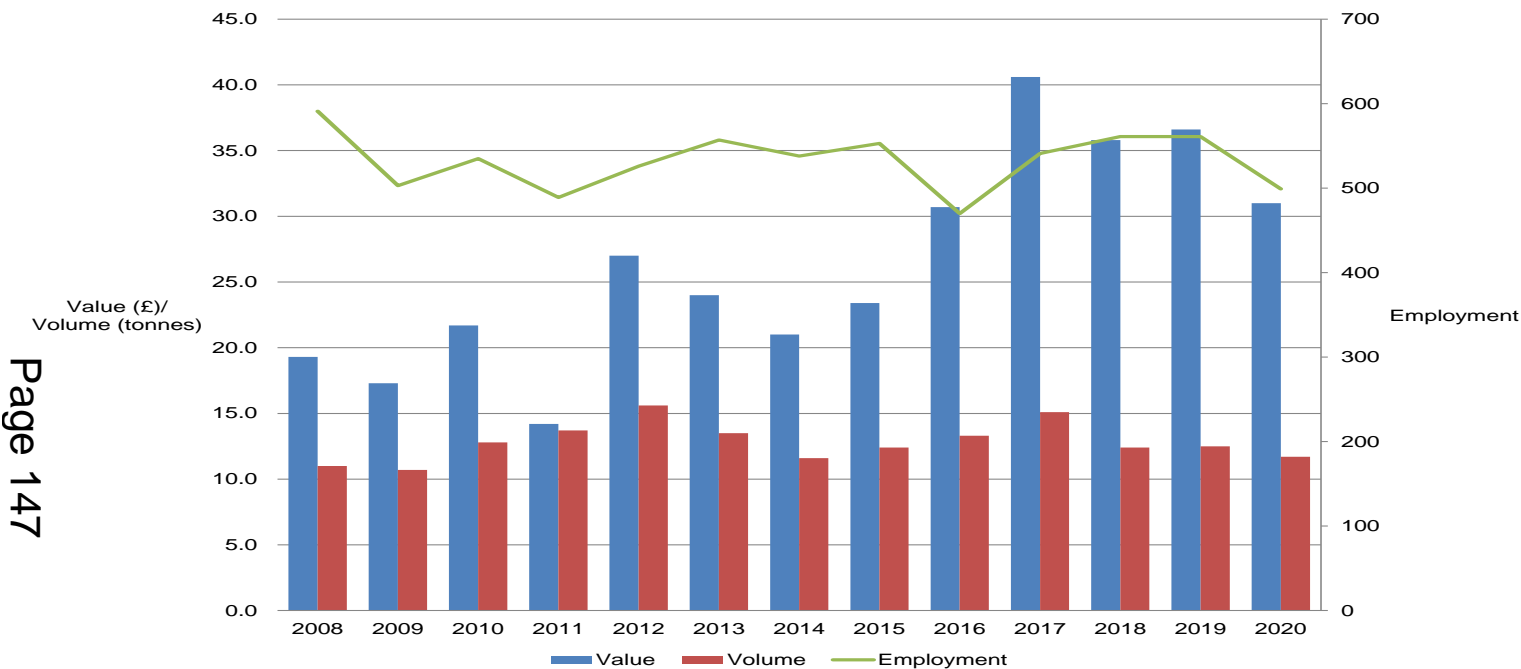
In 2019, Torbay's economy was valued at £1.98Bn, having grown by 9.0% over the past 10 years compared to 40.2% nationally. Torbay's economic competitiveness is far behind the national average. GVA per head is the lowest in England of any local authority and the productivity gap between Torbay and the UK average is continuing to widen on both GVA per job filled and GVA per hour worked measures. This is attributed in part to the sector mark-up of Torbay's economy with reliance upon sectors which are predominantly seasonal and tend to be relatively low value added and low paid.

GDHI is also on a long-term downward trend with the gap between Torbay and the UK average widening, although the gap is not as big compared to the GVA measures. This demonstrates the relatively high number of people across Torbay reliant on benefits and pensions to add to their disposable income and highlights the growing economic inequalities between Torbay and other places.

4. Key sectors

4.1. Fishing

Figure 4: Volume, value, and employment in Torbay's fishing sector (2008 – 2020)



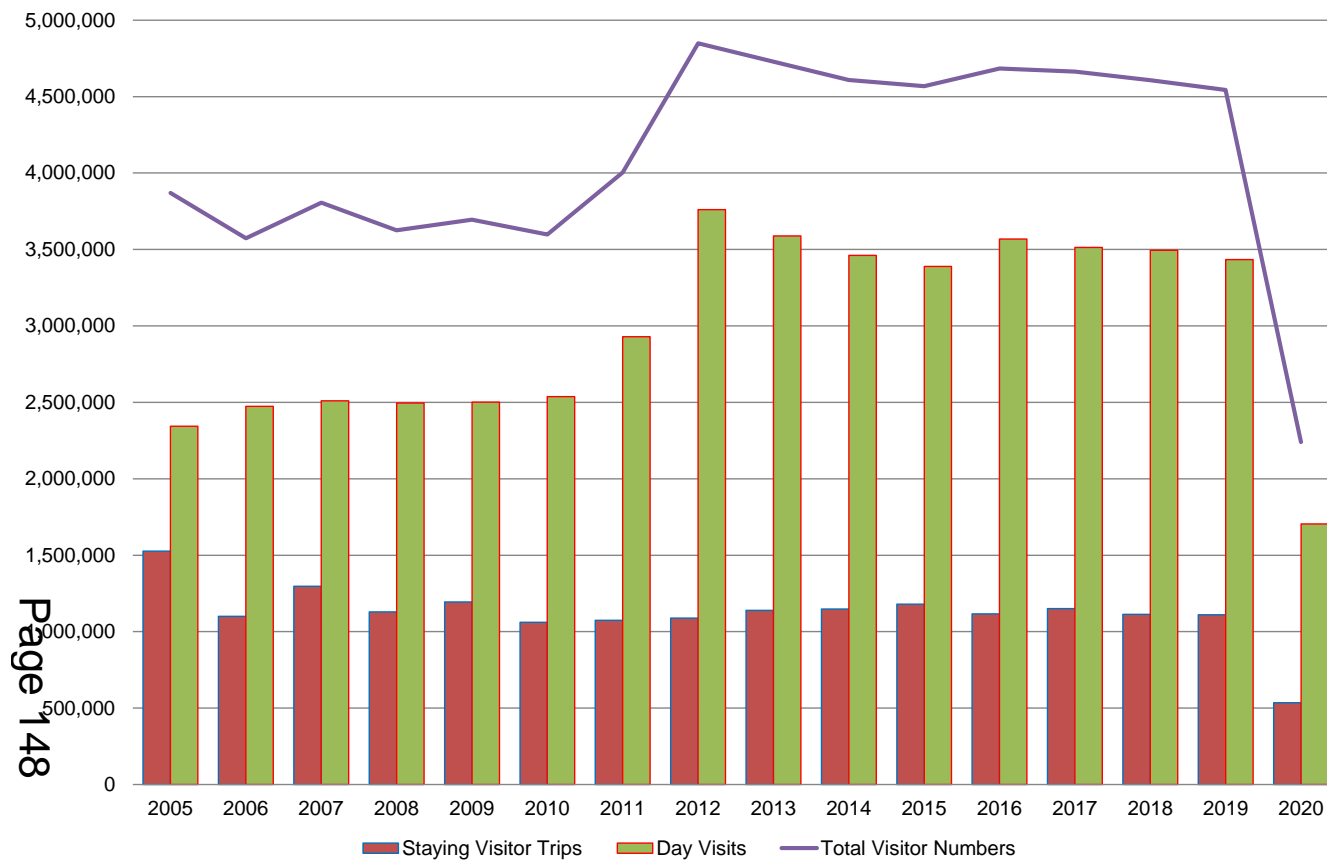
In 2020, the port of Brixham landed the highest value of catch and the second highest volume across England.

The volume of fish caught in Brixham has remained relatively unchanged over the past three years, however the value has declined in the last year along with employment in the sector mainly due to the pandemic.

Source: UK Sea Fisheries Statistics, Gov.uk

4.2. Tourism

Figure 5: Staying visitor, day visitor, and total visitor numbers in Torbay (2005 – 2020)



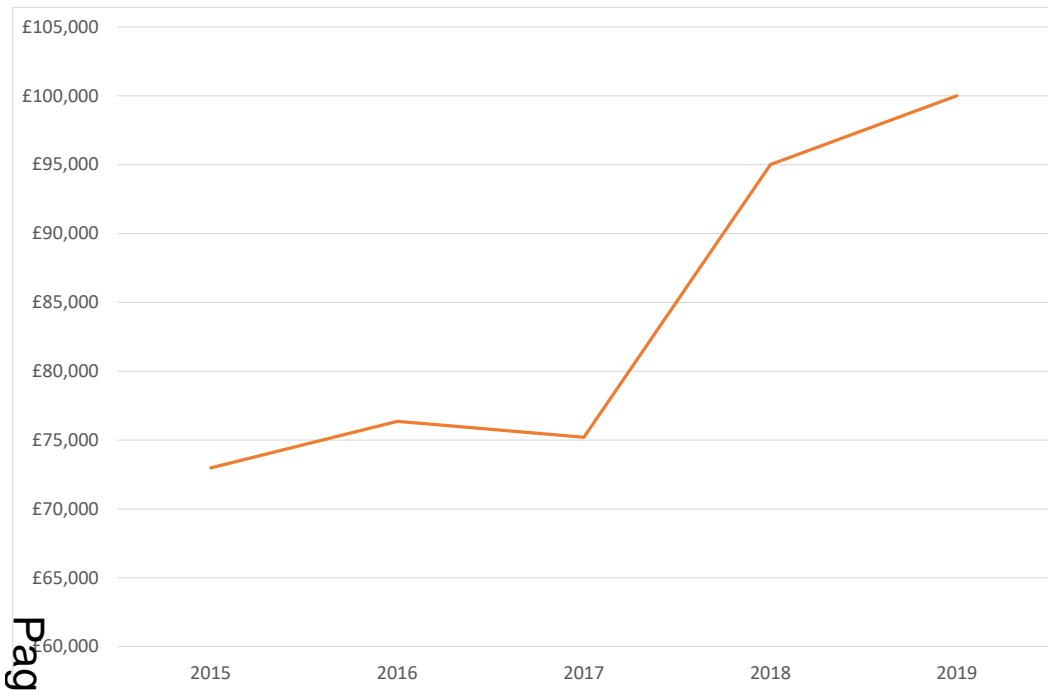
Since 2014 there has not been any significant change in the tourism numbers in Torbay. From 2015 to 2019 the number of visitors has decreased by 1.3% with 3.3.% of the decline in visitor numbers from staying guests.

In 2020 there was a decline of 50.7% in all visitor numbers (-51.8% in day visitors and - 50.3% in staying visitors). Tourism and hospitality was one of the sectors hit hardest and for the longest period of time from the pandemic.

Source: South West Tourism Alliance, Value of Tourism, 2020

4.3. Hi-tech sector

Figure 6: GVA per employee in Torbay's photonics and microelectronics sector (2015 – 2019)



Over the past five years the GVA per worker in the photonics and microelectronics sector has increased 37.0% from £72,973 per worker in 2015 to £100,000 in 2019.

Employment within the sector has increased 24.3% over the period, albeit from a relatively low base, however economic output within the sector has increased at a faster rate by 37% which shows an increase in productivity levels within the sector and the sectors contribution to the local economy.

Source: NOMIS, BRES, 2021 and ONS Regional GVA, 2021

4.4. Summary

Forbay's key sectors have been heavily impacted by the pandemic, with the fishing sector demonstrating greater resilience with the volume of fish caught remaining relatively stable but witnessing a decrease in value compared to the previous year, partly due to Brexit and the increased export administration, and partly due to the lack of demand from overseas markets as their hospitality sectors locked down due to the pandemic. Equally in the UK, both the staying visitor and day visitor numbers substantially declined in 2020 as these parts of the economy were locked down for significantly longer periods of time compared to others, however anecdotally tourism businesses have suggested a strong bounce back in the 'staycation' market over 2020 and 2021.

5. Infrastructure

5.1. Digital infrastructure

Table 1: Broadband coverage and speeds in Torbay (2020)

	Average Download Speed (Mbps)	Superfast Availability	Gigabit Availability	Unable to Receive Decent Broadband	Receiving under 10 Mbps	Receiving over 30 Mbps
Torbay	82.0	95.3%	44.4%	0.0%	6.0%	67.9%
South West	76.3	92.2%	37.9%	0.5%	8.8%	72.8%
UK	86.5	95.0%	45.7%	0.4%	7.0%	78.2%

Source: Ofcom, State of the Nation, 2020

Broadband speeds in Torbay are above the South West average and broadly in line with the UK average along with coverage above that nationally. Overall, as measured by the availability of Superfast broadband Torbay has relatively good digital infrastructure provision, albeit Torbay suffers from lower average speeds compared to the national average and only 67.9% of Torbay able to receive over 30 Mbps.

5.2. Connectivity

Figure 7: Average number of key service destinations accessible to users within 45 minutes of public transport or walking (2017)

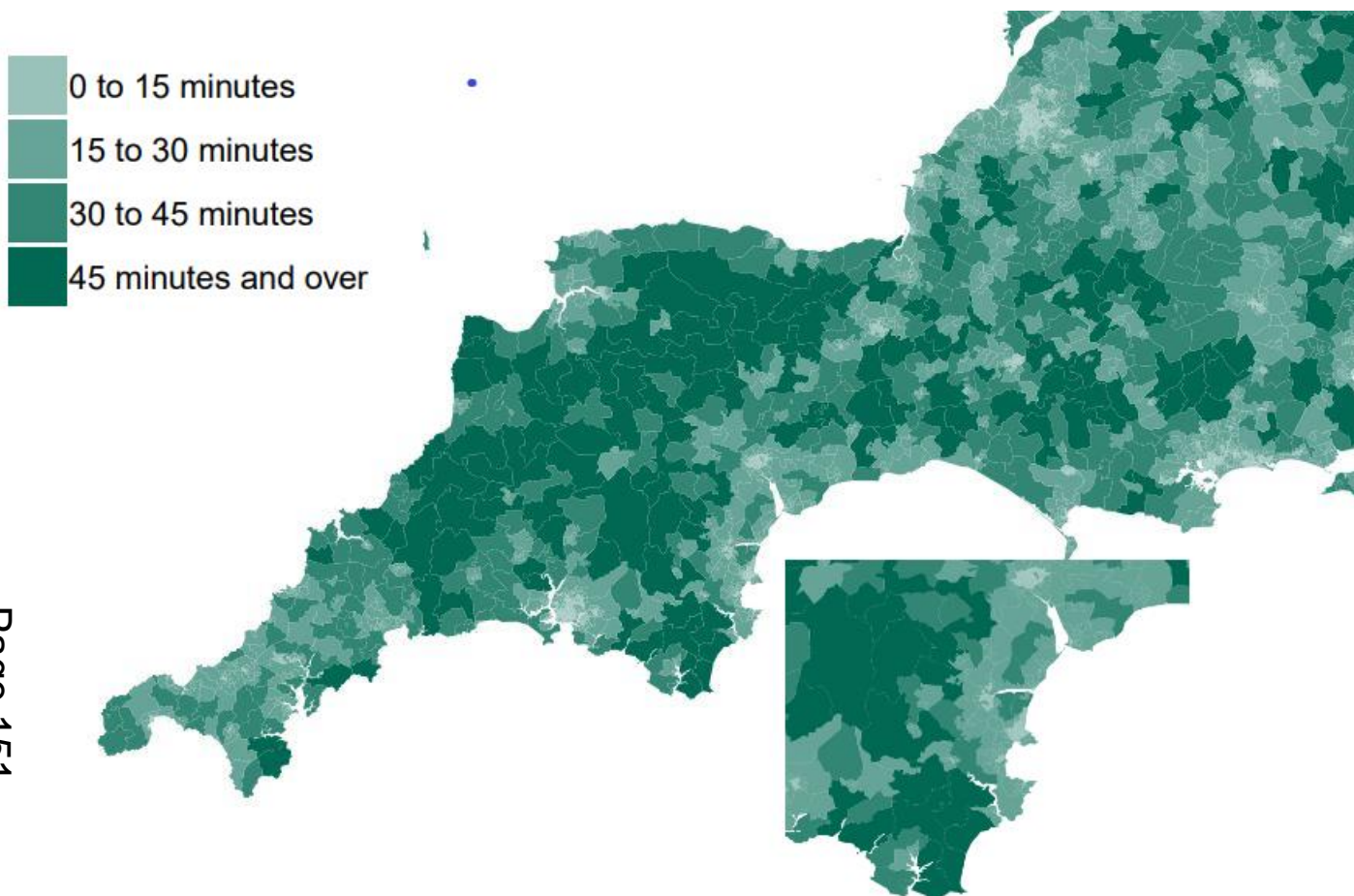


Figure 8: Location of major industrial and business parks across Torbay (2021)

Torbay is relatively well connected in terms of infrastructure with 7 out of 8 key services¹ accessible within 45 mins or less via public transport and walking. Furthermore, Torbay has good transport connections and links with all 8 key services in Torbay being accessible by car within 45 minutes.

Source: Department for Transport, Journey Time Statistics, 2019

5.3. Employment space

¹ Employment centres, primary schools, secondary schools, further education, GPs, hospitals, food stores, and town centres

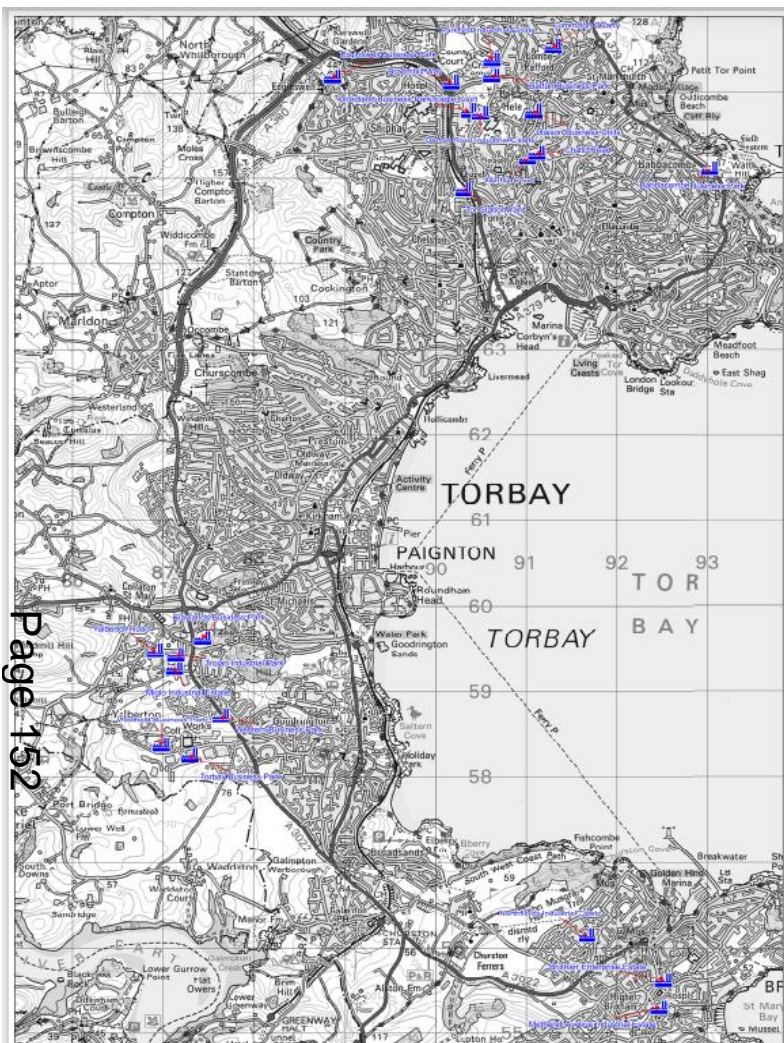


Table 2: Summary of Torbay's commercial space (2020)

	Number of Units	Area (M ²)	Vacancy Rate (%)
Industrial	727	337,465.08	5.4%
Office	591	116,225.92	9.5%
Leisure	1,065	141,584.11	2.6%
Retail	2,397	414,740.64	11.9%

Source: Sqwyre.com

The overarching issue impacting the commercial property market is the lack of capacity for growth, with limited choice of suitable existing premises and lack of vacant employment land. This is impacting on businesses as they are unable to find premises to meet their requirements within Torbay. Despite over 9,940.63M² of new industrial and office space being developed since 2019, there remains over 28,260M² of demand through active inward investment enquiries. The vacancy rates show there is strong demand in Torbay for leisure and industrial premises.

Source: TDA, MapInfo

Over the past five years the majority of new industrial and office across Torbay has been developed with the financial support from the government to address the viability gap and market failure within the local commercial property sector. Despite the need to subsidise such developments, demand for new modern industrial space has been strong, suggesting a miss-match between the local markets price expectations and the cost of development in an area with constrained availability of employment land all of which faces viability challenges.

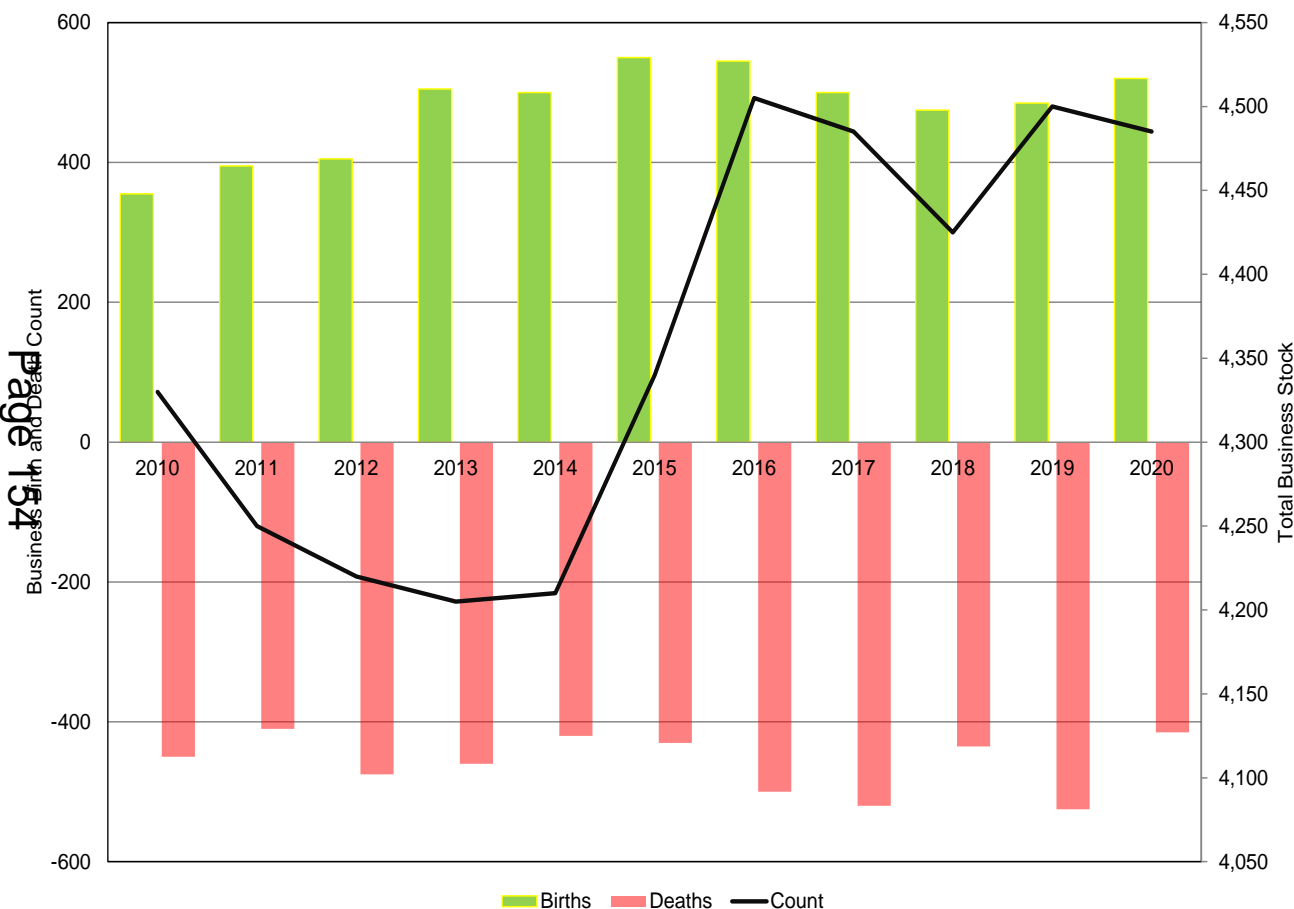
5.4. Summary

Torbay is relatively well connected in terms of digital and physical infrastructure. Access to broadband services and digital infrastructure is in line with the national average, albeit slightly below in terms of speeds. In terms of road and public transport access and connectivity Torbay also fares well with all key services available within a 15 minute drive time and most key services available within a 45 minute walk or via public transport. However, Torbay's commercial space market shows high demand and relatively low vacancy rates for industrial space although the gap in viability of new space due to high development costs and expectations of low rental prices hampers the growth of the economy and ability to support the expansion of local businesses and accommodate inward and foreign direct investments.

6. Business and innovation

6.1. Business demographics

Figure 9: Business births and deaths (2020)

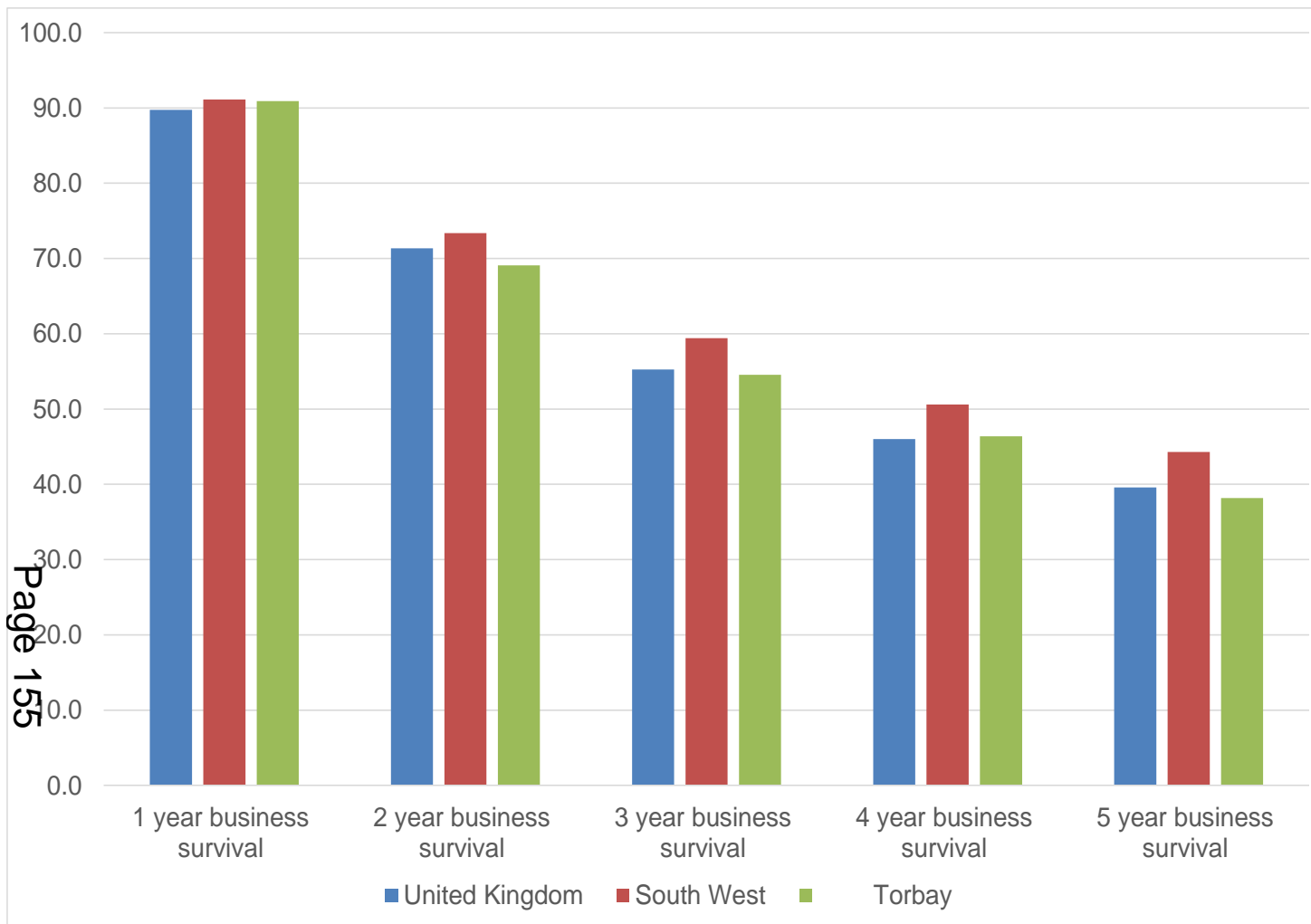


Over the past five years the number of businesses in Torbay has not significantly changed despite minor year-on-year fluctuations. In 2020, there were 4,485 active businesses where around 520 new businesses started up and around 415 ceased trading.

88.4% of businesses are classed as micro (0 – 9 employees), 9.6% are small (10 – 49 employees), 1.6% are medium (50 – 249), and 0.4% are large (250+ employees). Over the past four years, the number of micro businesses has been steadily increasing while the number of small businesses has been steadily decreasing. The number of medium and large businesses has remained broadly unchanged over the same period.

Source: ONS, IDBR, 2020

Figure 10: Business survival rate (2019)



Business survival rates in Torbay are below the South West average over the five year period, and broadly in line with the UK average for the first four years of trading, however then fall marginally behind the national average in 2019.

After their first year of trading in 2014, 90.9% of Torbay businesses survived compared to 91.1% in the South West and 89.7% in the United Kingdom. By 2019 after their fifth year of trading, 38.2% of Torbay businesses had survived compared to 44.3% regionally and 39.6% nationally.

Source: ONS, IDBR, 2020

6.2. High growth businesses

In Torbay, there are 42 fast growing companies² which have a reported turnover in 2020 of £117M, employing around 2,680 people³. Eight of these companies are scaleups⁴ and one is a spin-out from a university/ research institute. Most of the fast-growing companies in Torbay are in manufacturing and engineering, and other business and professional services for businesses, mainly in the eHealth and preventive care arenas. Most of the fast-growing companies in Torbay are in the seed and venture funding stages of their evolution. Over the last 10 years there have been 3 management buy outs (MBO) and two acquisitions.

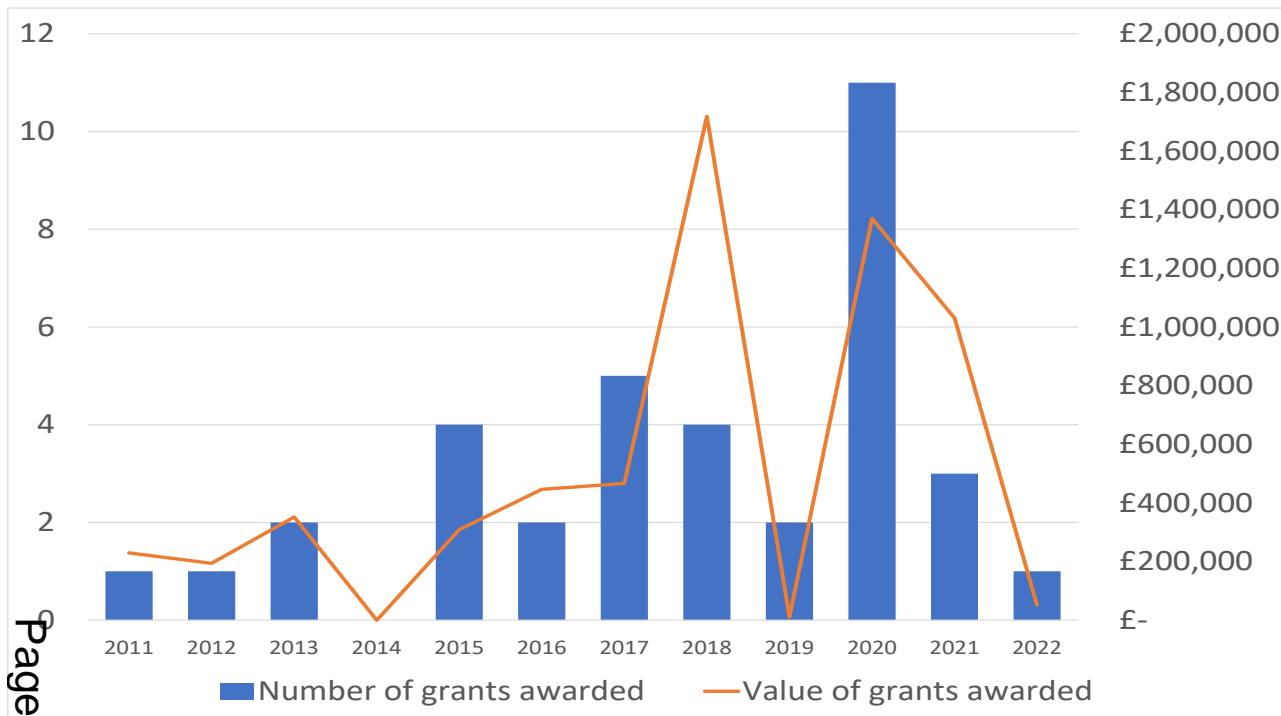
Since 2012, there have been 57 fundraisings totalling over £34.2M and around 36 Innovate UK funding applications totalling £5.9M and five of the companies have benefited from support through an accelerator programme.

Figure 11: Number and value of innovation and research grants across Torbay's fast growing companies (2012 – 2022)

² Growing by at least 15% each year

³ Beauhurst, 2021

⁴ A company that has already validated its product within the marketplace and has proven that the unit economics are sustainable



Since the opening of Torbay's Electronics and Photonics Innovation Centre (EPIC) in late 2019 there has been an increase in both the number and value of innovation and research grants secured by Torbay's fast-growing businesses. In the past three years over 47.2% of the grants and 39.9% of the total funding from the past 10 years has been secured. While the evidence shows not all companies which have secured innovation and research grant funding are in EPIC, there is strong evidence to demonstrate that the Centre has helped to strengthen the local innovation ecosystem.

Source: Beauhurst, 2021

6.3. Summary

Over the past five years, Torbay's business

population has not significantly changed, with the proportion of micro businesses growing and proportion of small business declining. Survival rates of Torbay businesses are generally in line with the national average for the first four years to 2018, however in 2019, the business survival rate in Torbay fell below the UK average.

Within Torbay, there are around 45 fast growing businesses employing around 2,680 people mainly in manufacturing and engineering, and other business and professional services for businesses, which are linked to eHealth and preventive care.

7. People

7.1. Population by age structure and sex

Latest population estimates show Torbay is home to 136,218 people, nearly half of which (49.4%) are aged 50 or over. The lowest representation comes from ages 16-24 who make up only 8% of the overall population, highlighting the challenge Torbay faces regarding retaining graduates and supporting the views that many students leave Torbay in pursuit of higher education or stronger career opportunities and do not return until later in life.

Figure 12: Population estimates by age and sex (2020)

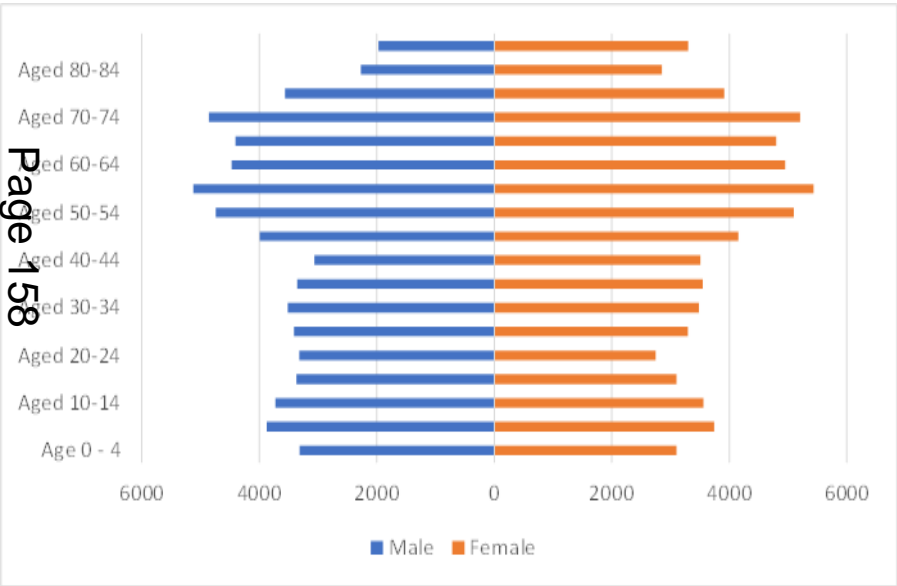
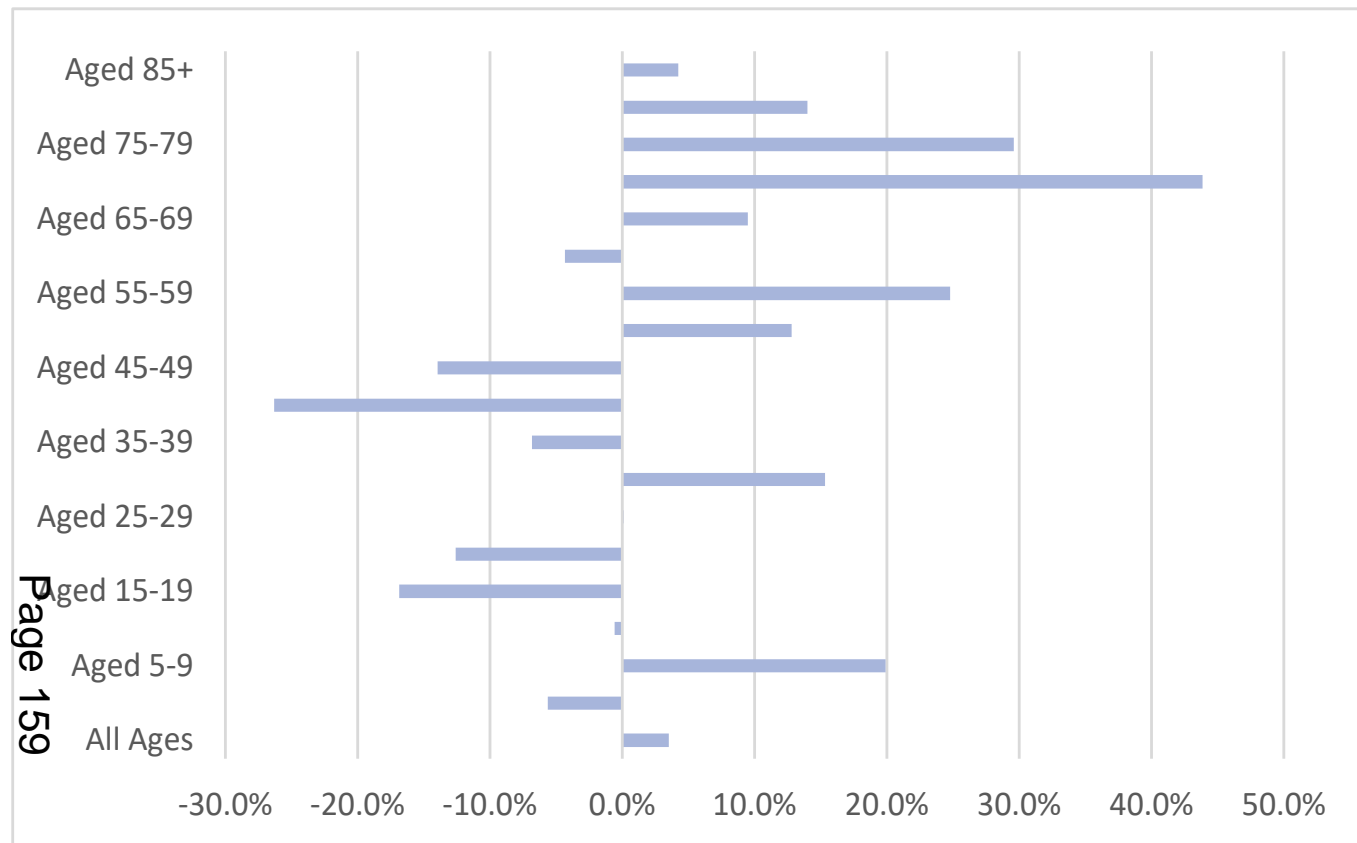


Figure 11 highlights the breakdown of age groups by sex. The graph demonstrates that the population levels of 40 years + are considerably higher. The highest figure for males (5,119) and females (5,443) falls within the 55-59 age bracket.

Source: ONS, Population Estimates, 2020

Figure 13: Change in population by age (2010 – 2020)



Over the past 10 years, Torbay has demonstrated a structural change to its area's demography.

Except for a couple of outliers, the general trend shows that there has been a notable decline in the proportion of 'young talent' – the population under 49, and conversely an increase in the proportion of the population aged 50 and above, suggesting that the population is living slightly longer and/or an increase in the number of retired people and/or those approaching retirement are moving to Torbay. This raises issues with businesses looking to back fill roles and around their succession planning.

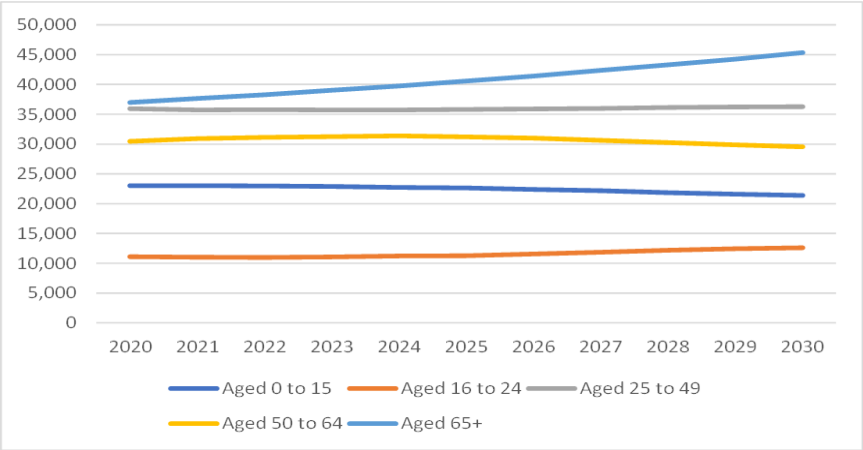
Source: NOMIS, Population Estimates, 2021

7.2. Population and

projections

By 2030, Torbay's population is expected to grow by 5.3%, totalling 145,120 residents. Based on ONS population projections the data shows that ages 16 to 24 and 25 to 49 will see increases (11.8% and 0.9% retrospectively). Ages 0 to 15 and 50 to 64 are likely to see decreases (-7.5% and -3.1%).

Figure 14: Population projections by year and age (2020 – 2030)

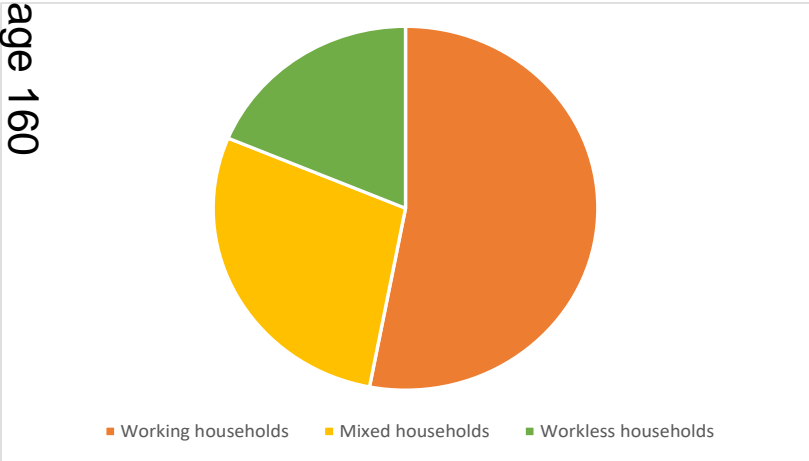


The biggest percentage difference comes from the age 65+ category which is projected to see a 18.4% increase. This is likely to have an impact on Torbay’s workforce and potentially an increased demand on health care services, as this age category is often associated with retirement.

Source: NOMIS, Population Estimates, 2021

7.3. Number of households

Figure 15: Households by combined economic activity status (2021)



Torbay currently has an estimated 37,000 households; 20,000 of which are classified as working households (53%), 10,700 households are classified as mixed households (28.3%), while 7,000 are classified as workless households (18.7%) a figure that has increased 20.7% since 2016.

Source: ONS, Annual Population Survey, 2021

7.4. Deprivation

Table 3: Resident population in top 20% most deprived areas (2004 – 2019)

	2004	2007	2010	2015	2019
--	------	------	------	------	------

Rank of Average Score	66/ 354	71/ 354	61/ 326	46/ 326	48/ 317
Average Score	23.74	26.42	26.82	28.79	28.10
Population in 20% most deprived wards nationally	18,150	21,800	24,700	42,037	36,691
Proportion of population 20% most deprived wards nationally	13.8%	16.5%	18.8%	32.0%	27.4%

Source: DLUCH, Index of Multiple Deprivations

Torbay is ranked the 48th most deprived local authority out of 317, meaning it continues to be in the bottom 20% nationally. However, it has seen a marginal improvement on its position since 2015 when it was ranked the 46th lowest. Across the South West, Torbay is the second most deprived local authority. The main factors which contribute the most to Torbay's overall multiple deprivations are income, employment, health deprivation, and disability. The number of local people living in the 20% most deprived wards nationally decreased from 32% in 2015 to 27.4% in 2019.

7.5. Diversity

Torbay's ethnic diversity is low, standing at a figure of 4,161. Data⁵ shows the national average based on an area of Torbay's size would be around 20,376 ethnically diverse people. In 2021 97.1% of Torbay's population were classified as white (132,223), with 0.4% Asian or Asian British Indian, 0.5% Asian or Asian British other Asian, 1.2 % for Mixed (a combination of ethnicities), and all other ethnicities accounting for 0.9%.

Torbay is home to 19,708 'millennials' (aged 25 to 39) a figure which again is behind the national average for an area of its size (26,130). On the opposite end of the scale retirement risk is high in Torbay, with approximately 65,345 residents deemed to be of potential retirement age which is significantly higher than the national average for an area of Torbay's size being around 49,307.

7.6. Summary

Nearly 50% of Torbay's population are aged 50 or over. In contrast, the lowest representation comes from ages 16 to 24. This reflects the historical challenge Torbay has long faced, where young people leave the area in pursuit of higher education or stronger career opportunities and

⁵ Source: EMSI Analyst Demographics, 2020

do not return until later in life. The data supports this further as the general trend illustrates there has been a decline in the population under 49 and an increase in those aged 50 or above. By 2030, the population is estimated to grow 5.3% which the biggest increase coming from ages 50 to 64.

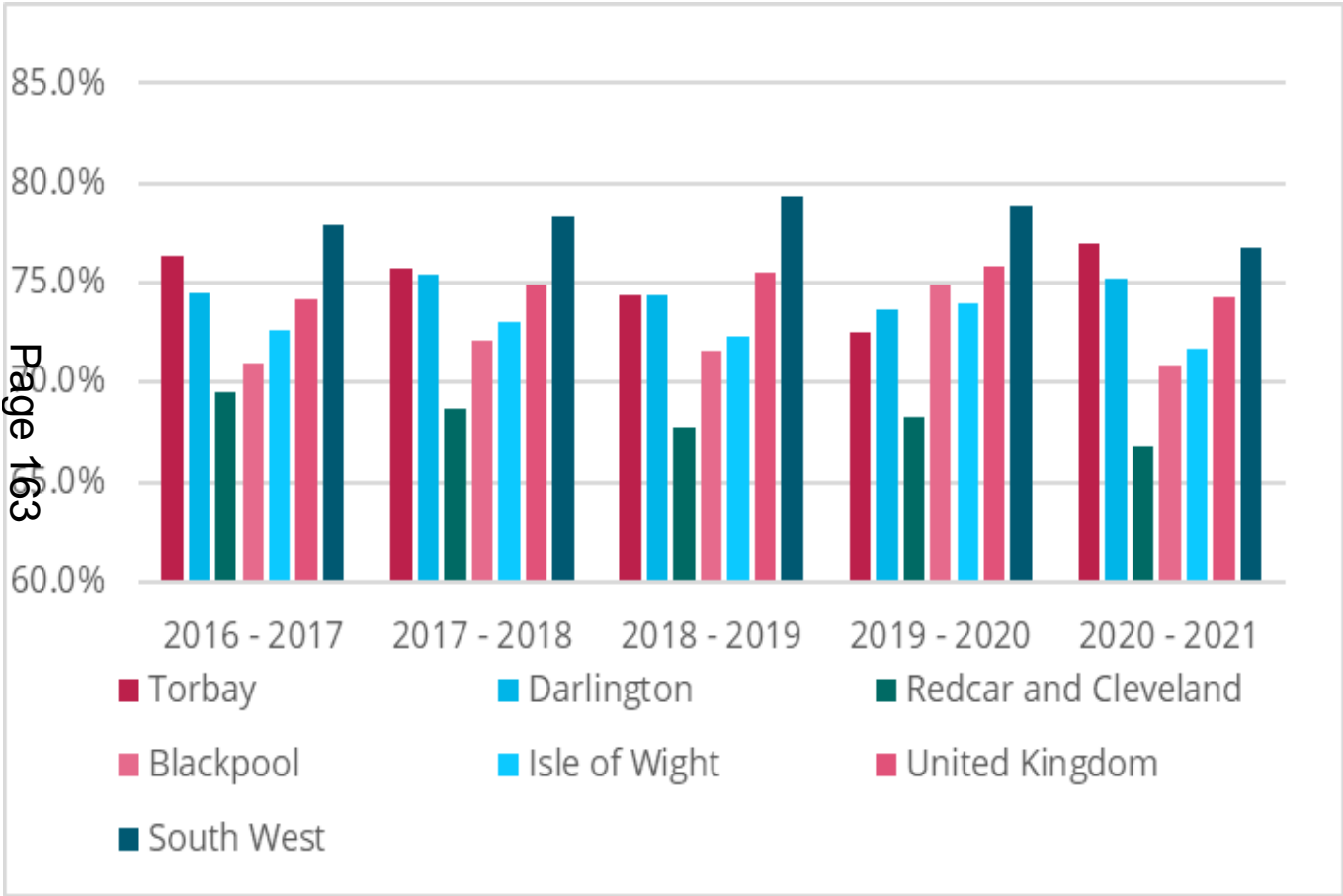
Despite Torbay's proportion of working households being relatively high, making up 53% of the overall households, the workless household's figure continues to rise year-on-year. Deprivation across the area has seen marginal improvements since 2015, particularly in the number of local people living in the 20% most deprived wards, however Torbay remains in the bottom 20% nationally.

Torbay's ethnic diversity is significantly lower than the national average for an area of its size, with 97.1% of its residents classified as White. The number of residents nearing or at retirement age within the area continues to be higher than the national averages.

8. Employment and skills

8.1. Employment & unemployment rates

Figure 16: Employment rates (2016 – 2021)

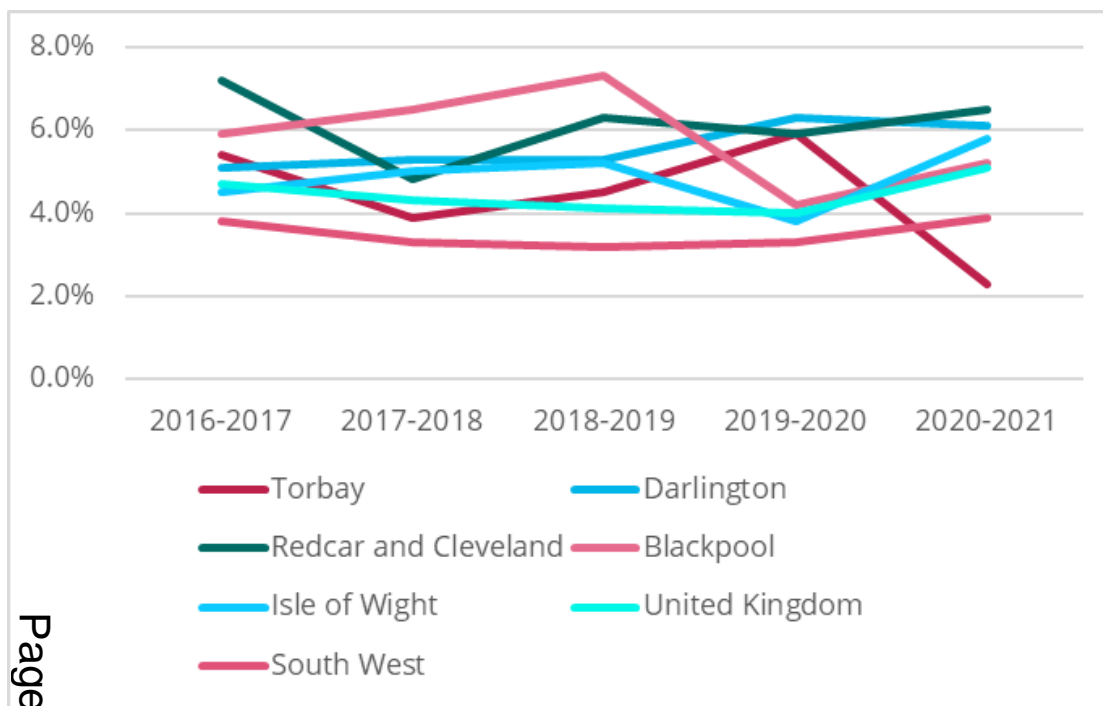


From 2016 to 2020 Torbay’s employment rate dropped year-on-year. The lowest being between 2019 and 2020 where the figure was 72.5% (lower than the comparative areas below).

Encouragingly between 2020 and 2021 the figures have increased, rising from 72.5% to 77%. The figure of 77% is higher than its comparators, however this figure may be higher due to a fall in the working age population across Torbay.

Source: NOMIS, Annual Population Survey, 2021

Figure 17: Unemployment rates (2016 – 2021)



Torbay's unemployment rate is the lowest it has been for five years (2.3%). This is significantly lower than its comparators (Darlington 6.1%, Redcar and Cleveland 6.5%, Blackpool 5.2%, Isle of Wight 5.8%, UK 5.1%, and South West 3.9%). Between 2019 and 2020 the figure jumped significantly from 4.5% to 5.9% which, as above, is likely to be as a direct result of the pandemic, largely due to the makeup of Torbay's economy, particularly affecting those in the face-to-face service industries.

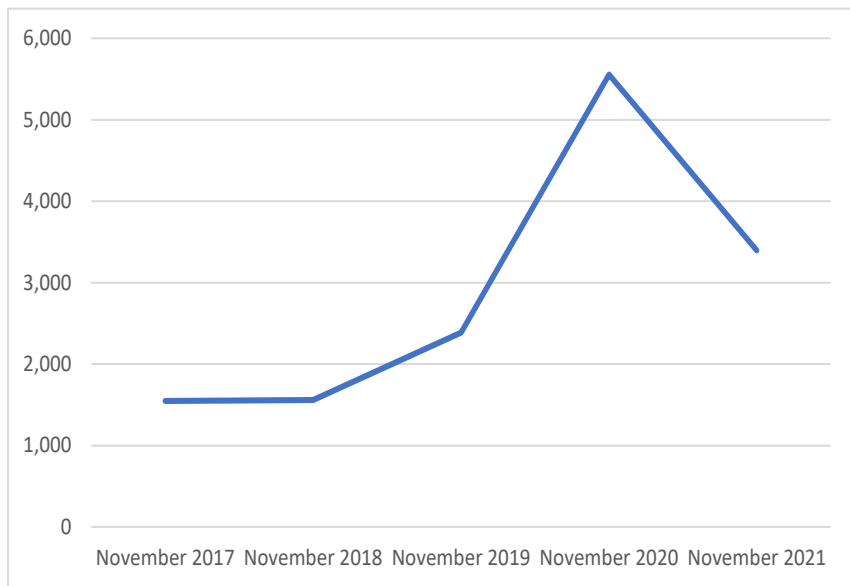
Source: NOMIS, Annual Population Survey, 2021

8.2. Claimant count

Claimant count is an administrative count of individuals who are claiming benefits principally for the reason of being unemployed⁶. Between 2019 and 2020 Torbay's figure rose to 5,555, the highest level since official data has been recorded. However, at the end of 2021, Torbay's figure stood at 3,395. The last five years has seen unemployment in Torbay broadly fall in line with national and regional trends. Torbay's claimant count figure is predominately made up by males, accounting for 61.6%.

Figure 18: Claimant count (2017 – 2021)

⁶ Claimant count includes those on low income over 18 with some exceptions for 16- and 17-year old's as well as those eligible for benefits.



Source: Nomis, Claimant Count, 2021

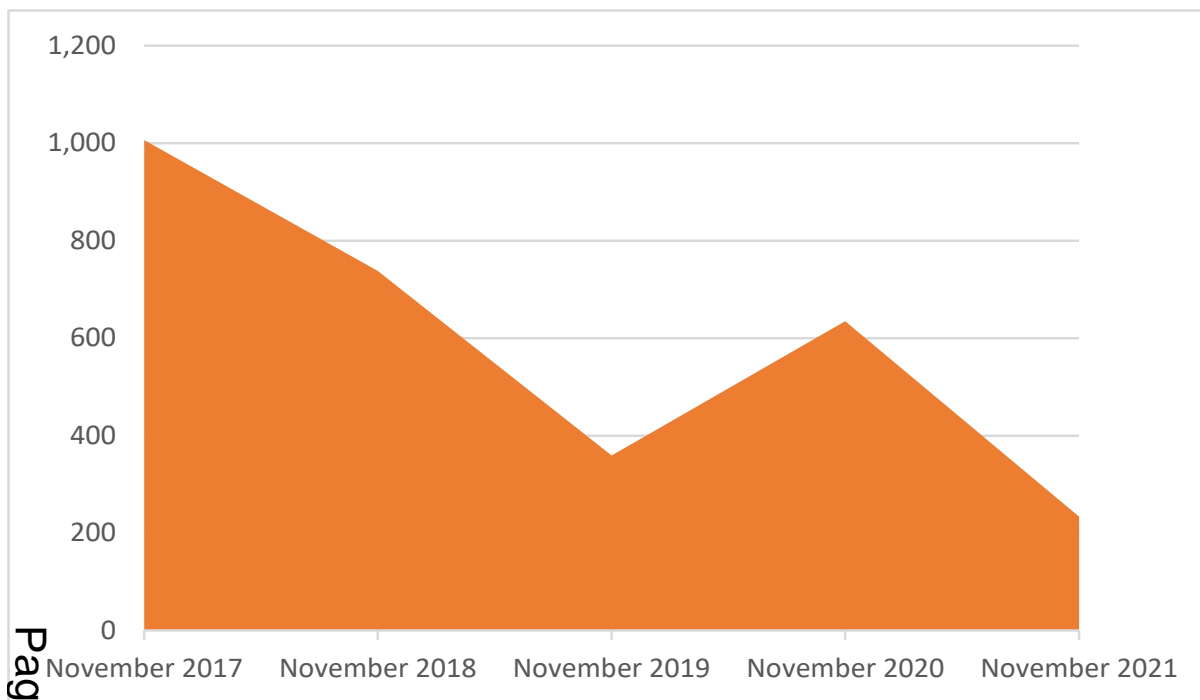
Table 4: Claimant count by sex

Age 165	Torbay		Darlington		Redcar and Cleveland		Blackpool		Isle of Wight		South West		United Kingdom	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Male	2,090	61.6%	2,080	60.5%	2,570	62.2%	4,530	63.4%	1,980	58.5%	65,700	58.5%	1,123,020	58.0%
Female	1,305	38.4%	1,360	39.5%	1,560	37.8%	2,610	36.6%	1,405	41.5%	47,625	41.5%	796,080	42.0%

Source: Nomis, Claimant Count 2021

8.3. Job seekers allowance

Figure 19: Job seekers allowance (2017 – 2021)



Outside of an increase from 2019 to 2020, which can be attributed to the pandemic, Torbay's figure has fallen year-on-year for the last five years. Its current figure of 234 is the lowest it has been across this period.

Source: Nomis, Jobseekers Allowance 2021

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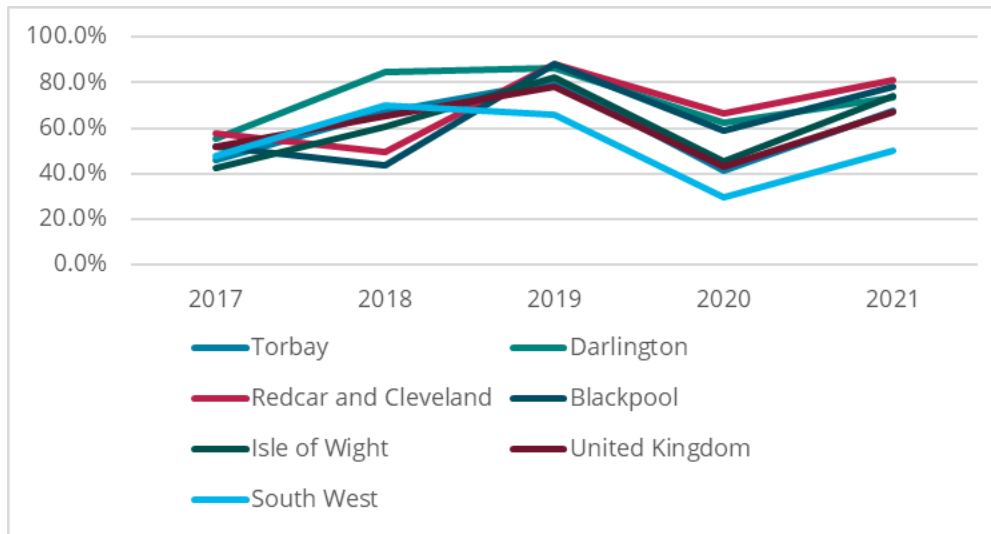
4. Long term unemployed

Despite a slight increase from 2017 to 2018 (465 to 495) Torbay's long term unemployed figures, based on those claiming JSA for longer than 12 months, have continued to fall.

At the end of 2021, Torbay's figure was 160, significantly lower than the figure of 465 in 2017. However, percentage wise as a proportion of the overall JSA figure, the current figure of 67.9% is higher than the 2017 percentage (46.3%). This suggests that despite unemployment figures falling, there is still challenges with the long term unemployed who are actively job seeking.

Additionally, percentage wise, Torbay compares favourably with the lowest across the areas of demographic similarities. However, the figure (67.9%) is slightly higher than the national average (67.4%) and significantly higher than the regional average (50%).

Figure 20: Long term unemployed (2017 – 2021)



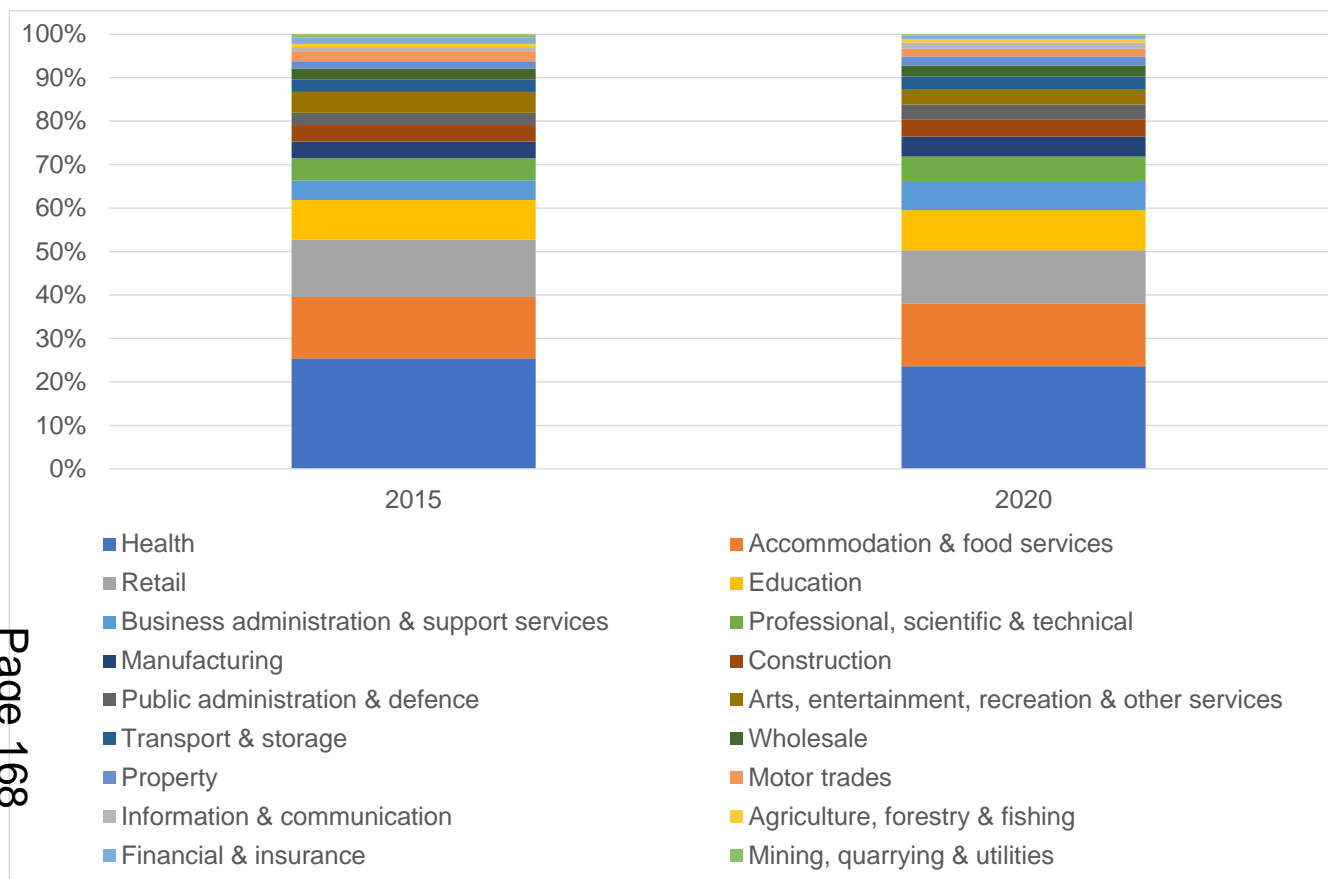
Source: Nomis, Jobseekers allowance by age and duration 2021

8.5. NEET Data

In early January 2022 4.5% of Torbay's 16-to-17-year-olds were classified as NEET (Not in Education or Training), a figure 1% percentage lower than the UK average of 5.5%. This figure has improved on the previous year's figure of 5.1%.

8.6. Employment by sector

Figure 21: Employment by sector in Torbay (2015 and 2020)



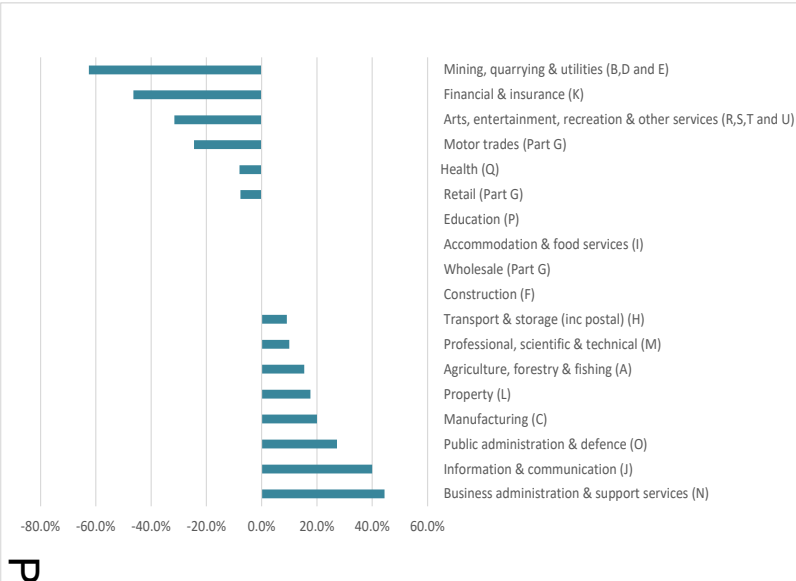
The number of jobs in Torbay has decreased by 3.0% from 49,500 in 2015 to 48,000 in 2020. Over the five-year period, the rankings of the top employment sectors have remained unchanged with; health (24.0%), accommodation & food services (14.6%), retail (12.5%), education (9.4%), and business administration & support services (6.8%).

Source: Business Register and Employment Survey, 2021

8.7. Change in jobs

Figure 21 illustrates the change in the distribution of Torbay's employment over the past five years. Most significantly, during this time Torbay has seen a 44.4% increase in employment in the business administration & support services sector. Other high value-added sectors have also seen increases such as information and communication (40% increase), public administration & defence (27.3% increase) and manufacturing (20% increase).

Figure 22: Percentage change in Torbay’s employment by sector



Sectors which have seen an increase in the number of jobs over the last five years are business administration & support services (44.4%), information & communication (40%), public administration & defence (27.3%) and manufacturing (20%).

On the other hand, some sectors have declined. Financial & insurance (-46.4%), arts, entertainment, recreation & other services (-31.6%), motor trades (-24.4%), and health (-8.0%) have decreased over the last five years. Most sectors employ relatively few people, however, the health sector and retail (-7.7%) are two key employment sectors which have seen significant decrease over the past five years.

Source: Business Register and Employment Survey, 2021

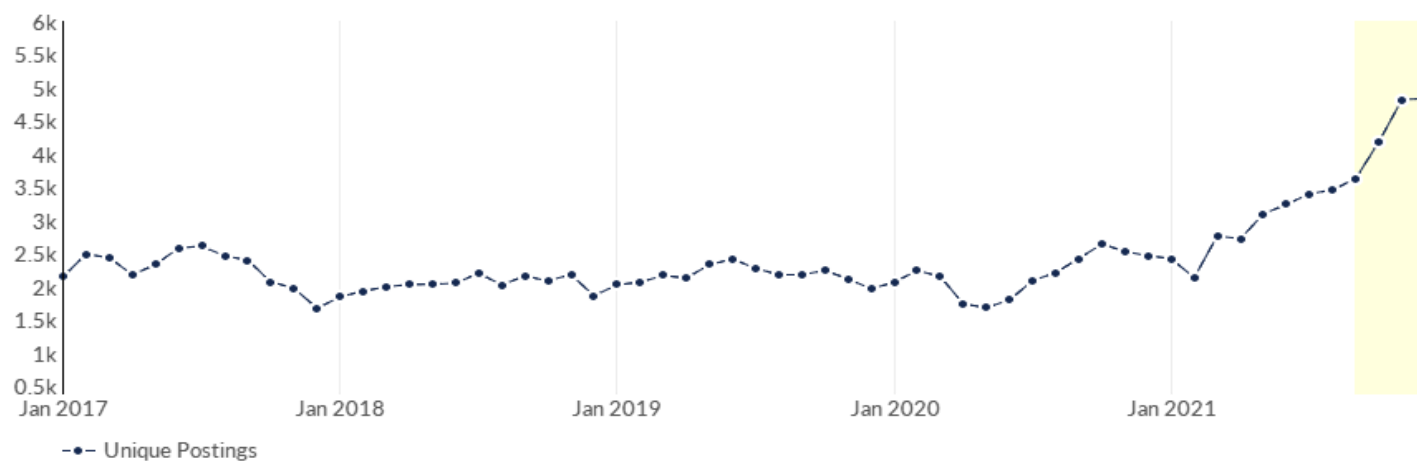
8.8. Apprenticeships

9% of students in Torbay start an apprenticeship after they finish their 16 to 18 studies. This figure is 4% higher than the United Kingdom average (9%).

8.9. Vacancies

Vacancies are currently at the highest level they have been over the last five years. We find ourselves in unprecedented times where there are currently more vacancies than people actively looking for work. Sectors such as retail, tourism and health and social care have significant levels of job vacancies with many businesses struggling to recruit to meet their operational requirements.

Figure 23: Vacancy levels Torbay (2017 – 2021)



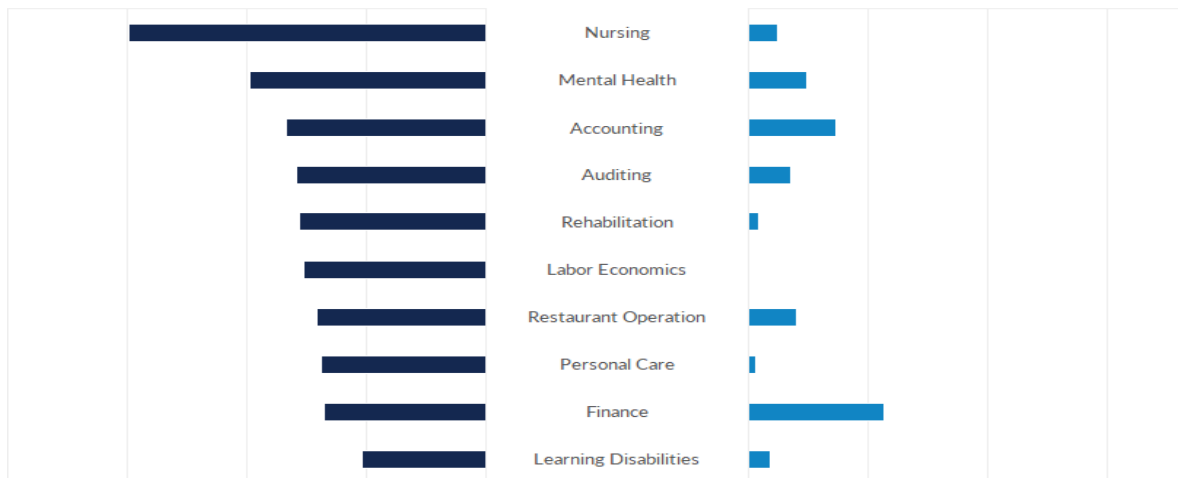
Source: EMSI, Job Postings, 2021

The most common vacancies within Torbay have broadly remained consistent, the level of vacancies have fluctuated as above but the occupations have largely remained the same. Not surprisingly the vacancies sit within sectors of significant importance to Torbay and some within those hard to fill sectors.

Nurses	Care Workers	Chefs
Sales and Retail Assistants	Van Drivers	Primary and Nursery Roles

Continuing the theme, the most frequent 'hard' skills are largely typically found within the above roles. Figure 23 below provides further insight whilst also alluding to a mismatch between the skills employers are looking for and the skills residents have.

Figure 24: Top Hard Skills (2017-2021)

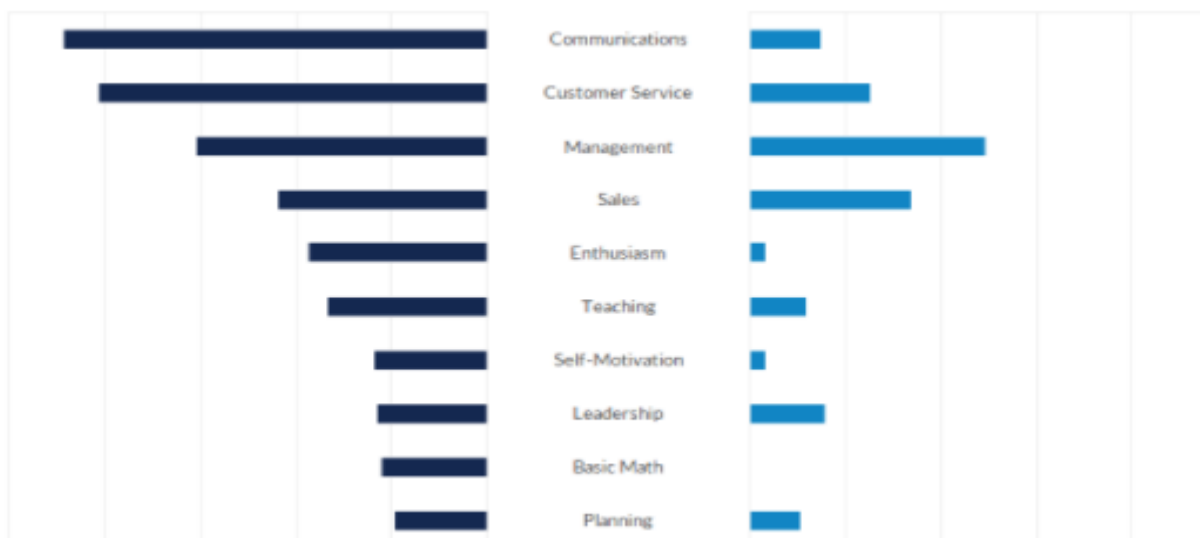


Source: Emsi, Job Postings, 2021

'Soft' skills have become increasingly important to employers⁷ particularly due to the skills often being easier to transfer and replicate across all sectors. Whilst there is an improvement here in comparison to the hard skills, the data still shows disparity amongst the skills residents have, and the skills employers are looking for.

Figure 25: Top Soft Skills (2017-2021)

⁷ The Future of work is now, Exeter University, 2020



Source: Emsi, Job Postings, 2021

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On the surface the employment landscape across Torbay reads relatively healthily with employment levels higher than they were pre-pandemic. Unemployment rates are the lowest they have been for five years and are lower than both the national and regional averages. There continues to be a reduction in long term unemployment with figures falling year-on-year, with youth unemployment following a similar trend. There are however underlying issues, the area has a reducing number of jobs, high levels of part time employment and an ageing workforce. This suggests there are other challenges and issues preventing people either from working or from moving from part time to full time work. Anecdotal evidence highlights individuals' perceptions of certain roles and sectors, complex personal circumstances, volatility across employment programmes and multi-generational welfare dependency all to be barriers to employment.

Vacancies are at the highest levels they have been since LMI data⁸ has been recorded, following the same pattern as the region and nationally. Torbay has more vacancies than people actively seeking work suggesting that employers across all sectors are struggling to recruit and fill vacancies with the employment market becoming 'tight'

Across the vacancies there are large levels of disparity amongst the skills employers are looking for and the skills residents have.

Torbay has seen a significant increase in employment within the business and administration sector (44.4%). Encouragingly other high value-added sectors such as information and communication and manufacturing have also seen notable increases. Key sectors which have typically accounted for large numbers of employment have seen decreases and have high levels of vacancies. This could be explained by a combination of factors such as Brexit, the pandemic, and the challenges of attracting individuals to certain roles.

Workforce

9.1. Working age population

Between 2017 and 2021, the data shows there has been a 1.9% decrease of the total working age population, falling from 60,600 to 58,500. Over the same period, there has been a slight increase in the proportion that is economically active, rising from 76.3% to 77%.

⁸ It is worth mentioning that Labour Market Intelligence (LMI) such as EMSI struggles for data within certain sectors. An example being construction, which local intelligence informs us there are a plethora of vacancies locally within this sector.

9.2. Distribution of full-time and part-time workers

Since 2015, Torbay's workforce has reduced, falling from 47,500 to 46,500 in 2020.

Distribution wise, 58.1% of employees are full-time whereas 41.9% are part-time. Despite the decrease in total workers, both Torbay's full-time and part-time proportions have remained broadly consistent since 2015.

Across Torbay the statistics demonstrate that there remains a stronger prevalence of part-time work as the 41.9% figure is higher than all its comparators. This prevalence is indicative of Torbay's economic make-up with its dominance in tourism and hospitality, social care, and retail.

Table 5: Proportion of full-time and part-time workers (2021)

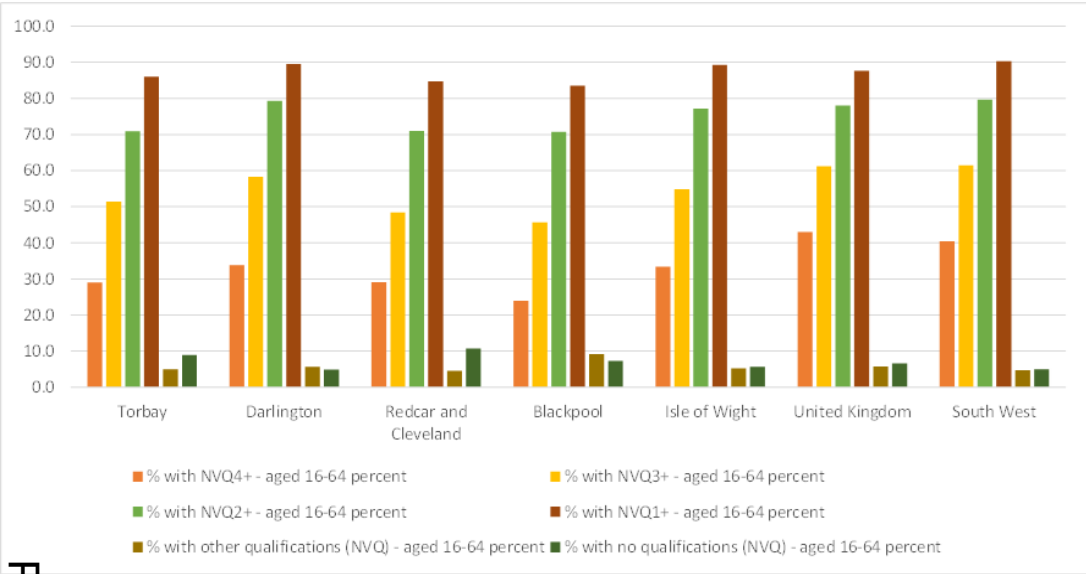
	Workforce (Number)	Full-time (%)	Part-time (%)
Torbay	46,500	58.1%	41.9%
Darlington	51,000	67.6%	32.4%
Redcar and Cleveland	37,000	63.5%	36.5%
Blackpool	63,500	60.6%	39.4%
Isle of Wight	49,000	62.2%	37.8%
South West	2,475,000	65.0%	35.0%
United Kingdom	29,508,500	67.9%	32.1%

Source: Nomis, Business Register and Employment Survey, 2021

9.3. Qualification levels

Figure 25 provides a proportional break down of qualifications across the working age population in 2020. . 9.0% of the working population in Torbay have no qualifications, a figure which has increased since 2017, leaping from 6.2% to 9.0%. the largest increase came from 2019 to 2020 (6.6% to 9.0%). The figure of 9.0% is second only to Redcar and Cleveland (10.7%) and is significantly higher than the South West (5.0%) and United Kingdom (6.6%).

Figure 26: Proportion of working age population by qualification (2020)



Torbay also compares poorly across the working age population for residents with NVQ4+. The figure of 29.0% is the second lowest, (Blackpool is the lowest with 23.9%) a figure some way behind the South West (40.4%) and United Kingdom (43.0%) totals. In fact, Torbay falls behind the national and regional percentages across NVQ1+ right through to NVQ4+.

Source: Nomis, Annual Population Survey, 2020

9.4. School performance

Table 6: Local authority schools rankings (2017 – 2019)

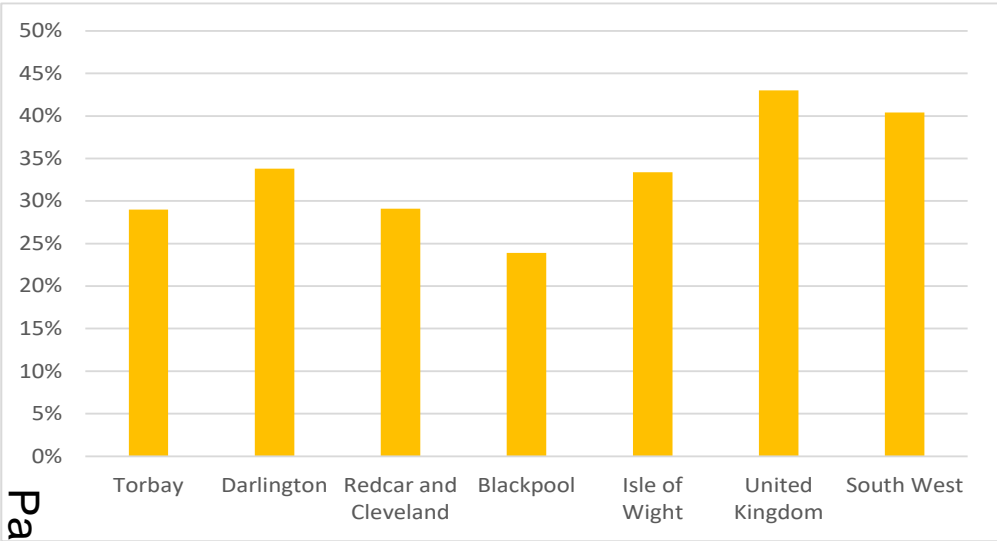
	2017	2018	2019
Torbay	-0.1	0.3	0.7
England	0.0	0.0	0.0

Source: Department of Education, 2021

Over the past three years, the collective performances of Torbay’s schools have progressed from being below average in 2017 to above average in 2019. However, despite the relative improvement in the performance of Torbay’s schools the level of NEETs in Torbay remain 0.8 percentage points higher than the England average.

9.5. Graduates in the workforce

Figure 27: Percentage of working age population with NVQ4+



29.0% of Torbay’s working age population are graduates. Amongst its comparators, this is the second lowest figure (behind only Blackpool 23.9%), demonstrating the challenges Torbay has with retaining talent, who often leave the area in search of higher education opportunities and enhanced career prospects. Torbay’s figure is significantly lower than both the regional and national figures. (43.0% and 40.4%).

Source: Nomis, Annual Population Survey, 2021

9.6. Earnings

Despite a 30% increase in wages for people working in Torbay since 2015, income remain below the average. From 2015 to 2021, people working in Torbay earned less than the comparator locations as well as the national and regional averages. In 2021, people working in Torbay earned on average⁹ £412.70, compared to regional and national averages of £464.10 and £540.40.

Additionally, those living in Torbay but work outside of the area in 2021 on average earned around £452.56, a figure £39.60 higher than people working and living in Torbay, suggesting better salaries can be achieved working outside of Torbay, a pattern that is also replicated by some of the areas below.

Table 7: Average full-time gross weekly wages (2015 – 2021)

Resident

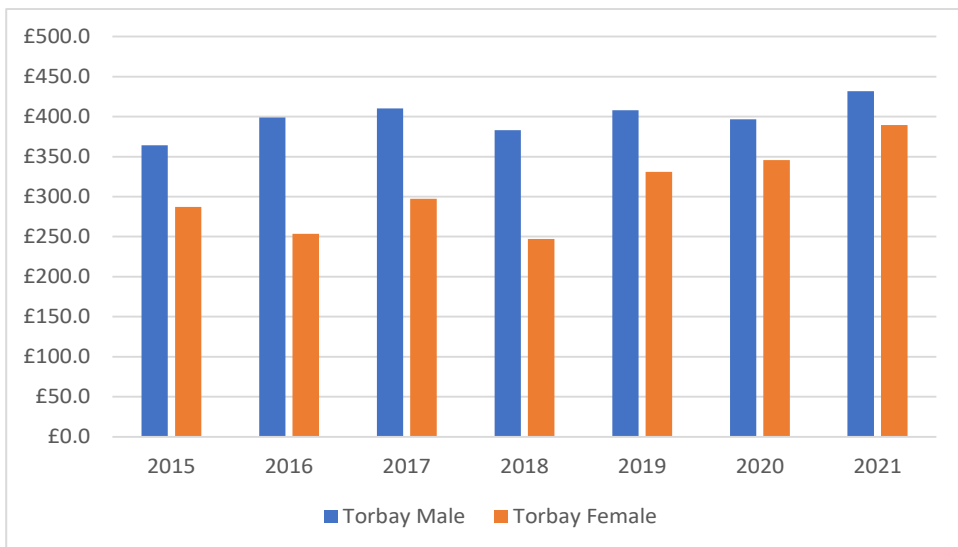
⁹ Part-time and full-time average workplace-based earnings

	Torbay	Darlington	Redcar and Cleveland	Blackpool	Isle of Wight	United Kingdom	South West
2015	339.5	402.0	381.0	318.2	369.4	425.1	398.4
2016	361.4	437.2	385.0	332.1	378.4	438.4	410.6
2017	366.0	385.0	387.6	338.8	405.8	448.5	419.3
2018	354.3	332.1	393.7	351.0	402.5	460.0	430.8
2019	392.0	378.4	397.2	379.1	416.2	479.1	444.9
2020	383.2	438.4	417.2	369.7	417.0	479.1	443.8
2021	452.6	410.6	439.2	402.7	422.0	504.4	469.9

Workplace							
	Torbay	Darlington	Redcar and Cleveland	Blackpool	Isle of Wight	United Kingdom	South West
2015	364.2	523.5	517.4	383.1	446.1	517.5	482.7
2016	398.8	499.5	465.4	430.0	463.5	530.4	498.4
2017	410.2	490.5	497.3	437.1	442.5	540.6	513.1
2018	382.9	506.0	542.2	424.4	470.6	554.6	518.9
2019	408.1	522.6	467.2	435.2	475.6	574.9	536.5
2020	396.7	501.2	534.0	427.0	525.9	568.4	524.7
2021	431.9	567.7	511.4	504.6	480.7	594.1	555.8

Source: Nomis, Annual Survey of Hours and Earnings, 2021

Figure 28: Average weekly workplace earnings between male and female (2015 – 2021)



Both male and female work-based earnings have shown similarities in across 2015 to 2021 in terms of growth and slight falls. However, figure 16 shows that weekly wages for males have consistently been higher than their female counterparts, there is a significant gap but one which is narrowing.

Source: NOMIS, Annual Survey of Hours and Earnings, 2021

9.7. Flows of labour

Table 8: Inflows and outflows of labour in Torbay (2011)

	Labour Flow Out of Torbay	Labour Flow Into Torbay	Net Impact
Beignbridge	5,192	4,736	-456
South Hams	2,668	1,896	-772
Exeter	2,127	385	-1,742
Plymouth	784	675	-109
East Devon	415	161	-254
Cornwall and Isles of Scilly	99	86	-13
Mid Devon	91	84	-7
Bristol, City of	65	11	-54
West Devon	60	40	-20
Taunton Deane	42	0	-42
South Somerset	35	0	-35

South Gloucestershire	33	0	-33
North Devon	30	18	-12
Wiltshire	30	0	-30
Sedgemoor	25	0	-25
North Somerset	22	23	1
Swindon	22	0	-22
Mendip	12	0	-12
Torridge	11	0	-11
Offshore Installation	100	0	-100
Outside UK	82	0	-82
Other	1,032	476	-556
Total	12,977	8,591	-4,386

Source: NOMIS, Census 2011

Table 8 shows the breakdown by area of labour flows in and out of Torbay in 2011, which is still the most recent data as the dataset will not be updated until 2021. Of the total 47,804 employees that worked in Torbay in 2011, around 18% travelled from outside of the area. Of the 52,000 people who live in Torbay and are employed, it is estimated that around 10.8% work outside of the area. Official data¹⁰ from 2019 does indicate that the net migration out of Torbay could be closer to around 5,625.

¹⁰ Combination of Business Register and Employment Survey / Annual Population Survey, 2019

9.8. Summary

Torbay has seen a small decrease in the working age population over the past five years (1.9%). In addition, the total worker's figure has fallen too. The number of full-time and part-time workers has broadly remained consistent over the same period however Torbay's part-time figure of 41.9% of the workforce is higher than most of its comparators. This prevalence is indicative of Torbay's economic make-up.

9.0% of Torbay's working population have no qualifications, a figure that is increasing. Unsurprisingly this figure has worsened because of the pandemic and although NEET figures are relatively stable these too are above the English average and showing signs of a small increase. At the other end, Torbay continues to fare poorly across the working age population for NVQ+4. 29% are classified as graduates, a figure lower than comparators and the national and regional averages, reiterating further that the challenge Torbay faces is retaining talent. Overall, Torbay lags the national and regional qualification percentages across NVQ1+ right through to NVQ4.

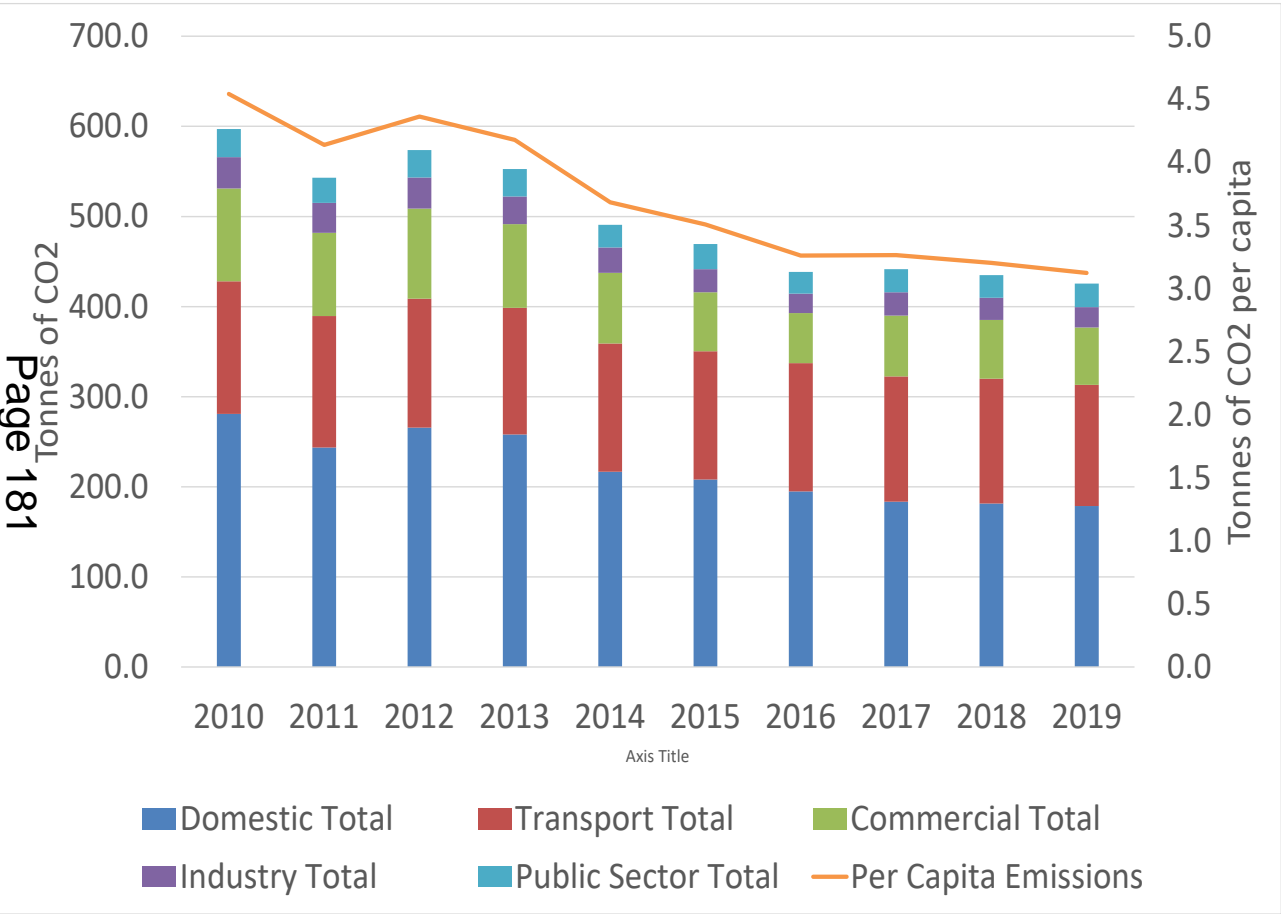
The overall net migration taken from labour flow out of Torbay and Labour flow into Torbay has increased since 2011.

Wages across Torbay have seen an increase over the last five years but remain below the national and regional averages. Additionally, the data shows that higher earners tend to reside in Torbay, but work outside of the area, backing up the evidence that higher skilled and paid jobs come from its neighbouring areas. Average wages for males and females have followed similar trends over the last five years with the average wage for males being continuously higher than females with a relatively sizeable gap.

10. Environment

10.1. Carbon Dioxide Emissions

Figure 29: CO2 emissions in Torbay by category (2009 – 2019)



In 2019 Torbay produced 424.1 tonnes of CO2 equating to 3.1 tonnes per person compared to 4.6 tonnes across the region. Torbay's CO2 per capita decrease 29.6% over the past 10 years from 4.4 tonnes per person.

Around 41.9% of Torbay's total CO2 emissions were from domestic sector compared to 31.6% from transport, 15% from commercial, and 5.3% from industry, and 6.2% from the public sector.

Since 2009 CO2 emissions in Torbay have decreased across all sectors with commercial and industrial sectors accounting for the largest decreases at 38.5% and 36.9% respectively. Transport which is the second largest contributor to CO2 emissions in Torbay has decreased by least (10.8%) over the past 10 years.

Source: DBEIS, UK local authority and regional carbon dioxide emission, 2021

11. Appendix 1: Comparators

Table 9: Comparison indicators

Local Authority	GVA per Head Index (2019) ¹¹	GVA per Hour Index (2019) ¹²	Total Population (2020) ¹³	% of population aged 16 – 64 (2020) ¹⁴	% of population aged 65+ (2020) ¹⁵	Economic Activity Rate (2020) ¹⁶	Employment Rate 16 – 64 (2020) ¹⁷	% with No Qualifications (2020) ¹⁸	Full-time Employment Rate (2020) ¹⁹	Part-time Employment Rate (2020) ²⁰	% of population living in 20% most deprived areas (IMD 2019) ²¹
Blackpool	68.7%	77.1%	138,381	60.6%	20.5%	76.3%	72.8%	7.3%	60.6%	39.4%	56.7%
Darlington	83.3%	93.0%	107,402	60.7%	20.6%	78.8%	74.1%	4.9%	67.6%	32.4%	30.2%
Isle of Wight	64.3%	84.2%	142,296	55.9%	28.7%	77.7%	73.2%	5.6%	62.2%	37.8%	13.8%
Redcar and Cleveland	-	75.5%	137,228	59.2%	22.8%	72.6%	68.5%	10.7%	63.5%	36.5%	36.0%
Torbay	49.4%	69.4%	136,218	56.0%	27.3%	76.1%	72.1%	9.0%	58.1%	41.9%	27.5%
South West	87.4%	-	5,659,143	60.0%	22.4%	81.3%	78.0%	5.0%	65.0%	35.0%	-
United Kingdom	100.0%	100.0%	67,081,234	62.4%	18.6%	78.8%	75.1%	6.6%	67.9%	32.1%	-

- Data not available

¹¹ Source: ONS, Regional GVA, 2021

¹² Source: ONS, Regional GVA, 2021

¹³ NOMIS, Population Estimates, 2021

¹⁴ NOMIS, Population Estimates, 2021

¹⁵ NOMIS, Population Estimates, 2021

¹⁶ Source: NOMIS, Annual Population Survey, 2021

¹⁷ Source: NOMIS, Annual Population Survey, 2021

¹⁸ Source: NOMIS, Annual Population Survey, 2021

¹⁹ Source: NOMIS, BRES, 2021

²⁰ Source: NOMIS, BRES, 2021

²¹ Source: DLUCH, IMD 2019

Torbay Economic Growth Strategy

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Executive Summary

Torbay faces an uncertain economic future.

We have key issues which must be addressed if the prosperity of our people, our businesses and our places is to be secured. The most important of these relates to our people.

Education, training and skills sit at the heart of a basket of challenges which we face, and together they represent the biggest single set of issues we must address.

Our workforce is ageing and as people retire, they will leave gaps which must be filled, but this can only happen if younger people are able to and want to grab their jobs.

This will only be possible if younger generations have the right skills and are in the right place. That means that we must offer them education and training which equips them. It also means that they live locally. It won't be possible unless they are skilled, want to be here and can afford to live here.

If we fail to address these challenges, our businesses will not have access to the employees they need. Which means our businesses won't thrive and our residents will not be able to access jobs. It is as simple as that, and it represents a ticking time bomb.

We must work together to diffuse the situation. If we do not, our economy, our businesses, our places and our people will suffer.

The Council, business or educators can't do this alone but by working together we can make a difference and we must work together even better to make a difference urgently.

It is time for leaders from our businesses, business groups, schools, colleges and local government to redouble our efforts. We need to collaborate and cooperate to diffuse the time bomb. That means leaving self-interest outside and coming inside to take a seat at the partnership table. It means trusting each other, sharing resource and goodwill, working to a common vision and ambition and taking action now.

1. Introduction

Torbay offers an inspiring coastal, maritime and landscape setting. This unique setting provides one of the best places to live, work and play in the South West. The towns of Brixham, Paignton and *Torquay are key engines of our economy, offering a range of facilities with* a rich history. High quality tourism is one of the leading sectors with an international reputation. The English Riviera is also home to a globally significant UNESCO Global Geopark designation.

The Torbay economy is home to globally significant technology businesses operating in Photonics and Micro-electronics, nanotechnology, and medi-tech companies.

However, as a coastal economy Torbay faces some entrenched challenges that need addressing. Torbay has a narrow business base with employment reliant on three sectors, which include health and social care, tourism and hospitality and retail. The local economy is dependent on the face-to-face service sector, accounting for 30,125 of the 48,500 jobs or 68.4% of all jobs.

This reliance also means that Torbay currently lags behind the UK on many economic measures, it has experienced significantly lower levels of business growth of 13% compared to 30.6% nationally, employment growth of 9% compared to 10.4% nationally, and GVA growth of 7.5% compared to 28.8% nationally, since 2010.

The Economic Growth Strategy sets out how the Council working with its partners can improve economic conditions and in doing so help businesses to improve performance, create new opportunities for residents, tackle poverty and improve health outcomes. This long-term strategy sets out the challenges we face, and the initiatives we are taking forward to address them. Many are long term initiatives which will require long term commitment if we are to achieve a sustainable change that will enhance our economy.

The Council will not be able to deliver the strategy alone. It is an Economic Growth Strategy for Torbay. We now have a clear, forward looking and vitally shared story for Torbay and each of the towns that will provide focus for their development and promotion. The Torbay Story sets out a compelling narrative. There is a need to activate more collaboration within places and across Torbay and we are looking to energise that through the Torbay Together Champions Programme.

At the time of writing, Torbay's long-standing ambition to raise its profile within the national and international economy and its contribution to UK plc aligns with the government's Levelling Up agenda, and our interventions and funding bids are targeted to this theme.

Over the lifespan of this strategy, maximising Torbay's economic potential by improving productivity and leveraging investment in local specialisms will remain constant and aligned to the priorities of contemporary regional funding structures

This strategy will cover:

How is the Torbay economy performing? with a summary of the evidence available

How we want the Torbay economy to develop, with a vision, objectives, priorities and a theory of change

How we achieve improved performance; priorities, resource implication and a measurement framework including Key Performance Indicators, and most importantly a practical and prioritised Action Plan.

2. Vision for 2030

We will continue to build our reputation as the UK's 'hi-tech bay' by supporting Torbay's existing businesses and new investors. We will work with the sector to attract, retain and grow these specialisms. Torbay will be inclusive; our communities will be able to secure good employment and learning opportunities that will enhance their potential. We will address our current challenges by developing a year-round economy, providing greater levels of full-time employment with higher salaries. We ensure that investment in our three towns - Brixham, Paignton and Torquay enable them to develop their own very distinct identities and roles: a unified and complementary offer as the country's premier marine and natural experience.

Delivering the vision

We will build on our local strengths, reflecting the role our key towns and wider area play in supporting the economy and our rich natural environment.

Our town centres will undergo significant change. We will work closely with both public sector partners and the private sector to achieve the changes that both our communities and businesses are seeking.

Our schools, college and businesses will work closely together to develop people with the skills and the access to opportunities to enable them to succeed and be resilient in a fast-changing economy. People who are out of work or in low paid jobs will find it easier to obtain support to upskill into new career opportunities and access opportunities they need to get into the workforce and progress into better jobs. Our skills system will directly address the future needs of our economy and the current needs of our business community, ensuring that residents have access to high quality employment.

We have learnt through the Coronavirus Pandemic that more needs to be done to be prepared for major economic shocks. Working with our partners we will develop plans that enable Torbay to be well placed to respond and be resilient to economic challenges and opportunities.

The key characteristics of Torbay's success will include.

- Creating more full-time job opportunities for Torbay residents and provide good work for all
- reducing our impact on, and increasing resilience to Climate Change
- Increased Gross Value Added (GVA) per worker, average worker income and productivity – addressing our current position of one of the areas with the lowest GVA per capita in England
- Improvement in educational attainment and workforce skills– increasing the number of residents qualified to deliver the jobs needed by local business
- High levels of business start-up, with increased survival rates beyond 3 years

With sustained increases in each of these measures during the life of the Economic Growth Strategy, Torbay will improve its resilience and improve its economic diversity. This will assist in weathering future global economic trends and market cycles, aiding recovery from

economic downturns. Improvements will assist Torbay in being agile enough to adapt to changing technologies and importantly, provide benefit to all residents. The Economic Growth Strategy Action Plan sets out the basepoint and future targets which the delivery of the strategy will be measured against.

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3. The Council's Approach to Economic Growth

Enabling inclusive and sustainable economic growth is integral to Torbay Council, its partners and the community. Sustaining a productive economy will contribute to making Torbay a prosperous, healthy, safe and clean place.

The Torbay Economic Growth Strategy is a key strategy for the Council, its partners and the community that will shape the future of Torbay's economy bringing business and place together, enable the safeguarding and creation of local jobs, stimulate wealth creation for residents, tackling poverty and improving health outcomes.

While achieving economic growth is a priority, we also recognise the responsibility we have for the Environment. To accelerate a response to the challenge the Council declared a Climate Emergency on 24 June 2019. The Council has agreed a target that by 2030 Torbay will have become a zero carbon, zero waste and climate resilient place, playing its part in limiting the impacts of climate change. Business and community support will be vital in helping to meet the zero-carbon target. This strategy supports this important objective and will encourage carbon neutral growth.

Over the lifespan of this strategy, maximising Torbay's economic potential by improving productivity and leveraging investment in local specialisms will remain constant and aligned to the priorities of contemporary regional funding structures.

The Council has responsibility to support the response to economic shocks. The Coronavirus Pandemic has demonstrated the impact such shocks can have upon local, national and international economies. We want to ensure that we have a clear strategy in place that enables a quick and full recovery from the impact of Coronavirus and puts in place plans for future potential shocks.

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Torbay's long-standing ambition is to raise its profile within the national and international economy and its contribution to UK plc aligns with the government's Levelling Up Agenda. Our interventions and funding bids are targeted to this theme.

The Economic Growth Strategy is a key part of a suite of strategies that will improve Torbay as a place to live, work and play. Key linkages are made within the Strategy to

- Torbay Council's Community and Corporate Plan
- The Torbay Story
- Torbay Local Plan – 2012-2030
- English Riviera Destination Management Plan – 2022-2027

To inform the recommendations within this strategy, two specific actions have been undertaken: -

- An economic baseline analysing trends and progress impacting the Torbay economy has been developed.

- Consultation with, and input from, a wide range of stakeholders has been received and recorded and played a key role in shaping the strategy.

This method has ensured that Economic Growth Strategy has been co-produced by the Council and its partners.

The Council is able to celebrate the success of its previous Economic Strategy, which guided the delivery of a number of important initiatives including.

- The Electronics and Photonics and Micro-electronics Innovation Centre (EPIC) is already proving to be an invaluable asset to the local Electronics and Photonics and Micro-electronics business community. Open in 2019 the Centre now houses over a dozen businesses, many of which are involved in cutting edge technologies and innovation.
- Secured £22m Town Deal to drive Town Centre improvements in Torquay and £13.36m Future High Streets Fund programme for Paignton that will further catalyse investment into our town centres
- Secured inward investment from high tech companies such as BOWA Medical and Nanusens creating high value jobs
- Supporting the growth of Castings Support Systems (CSS) through developing a new purpose-built 5,550m² manufacturing facility at Claylands in Paignton enabling CSS Group to take on the building to support their growing business.
- Secured funding to support the development of a new 2,100 sqm production, research and design facility at Edginswell Business Park and business units totalling 1056 sqm at Lymington Road

4. The Torbay Economy overview

The Torbay Economic Growth Strategy Evidence Base (2022) sets out a comprehensive picture of the Torbay economy. The key issues facing the economy can be summarised as.

- The Torbay economy contributed £1.98bn to the UK economy in 2019 (by Gross Value Added at current prices). Our Productivity performance in Torbay has continued to fall behind the UK average.
- Business survival rates in Torbay are below the South West average over the five-year period, and broadly in line with the UK average for the first four years of trading, however, then fall marginally behind the national average in 2019.
- The number of jobs in Torbay has decreased by 3% from 49,500 in 2015 to 48,000 in 2020. In the past five years, the rankings of the top employment sectors have remained unchanged with; health (24%), accommodation & food services (14.6%), retail (12.5%), education (9.4%), and business administration & services (6.8%)
- The level of qualifications by Torbay's residents reveals a current economic weakness that needs addressing with 9.0% of the working population in Torbay have no qualifications, a figure which has increased since 2017, leaping from 6.2% to 9.0%. the largest increase came from 2019 to 2020 (6.6% to 9.0%). At present, Torbay falls behind the national and regional percentages across NVQ1+ right through to NVQ4+.
- Latest population estimates show Torbay is home to 134,300 people, with 52% aged 50 and over. This is significantly above the national (42%) and regional (46%) averages and has an inevitable impact on income levels and healthcare provision. At the other end of the age spectrum 27% of Torbay's population are aged between 20-44, 7% below the national average. This highlights the challenge Torbay faces in retaining graduates and supports the view that many students who leave the Bay to enter higher education do not return until later in life, impacting on productivity levels.
- Torbay has pockets of severe deprivation, and areas of relative affluence. Torbay is amongst the most deprived in England. Within Torbay around one-in-three of the population live in areas in the top 20% most deprived in England
- From 2016 to 2020, Torbay's employment rate dropped year-on-year. The lowest being between 2019 and 2020 where the figure was 72.5% (lower than the comparative areas below). While the Coronavirus Pandemic has had an impact, encouragingly between 2020-2021 the figures have increased from 72.5% to 77%. While Torbay's unemployment rate is the lowest it has been for five years (2.3%).
- Despite the level of unemployment and drop-in employment rate, vacancies are currently at the highest level they have been over the last five years. We find ourselves in unprecedented times where there are currently more vacancies than people actively looking for work. Sectors such as retail, tourism and health and social care have significant levels of job vacancies with many businesses struggling to recruit to meet their operational requirements.
- Disproportionately high housing costs contribute to in-work poverty exacerbating the labour shortage in the lower paid sectors
- A significant challenge is that part time employment is more common than full time. At present 58.1% of employees are full-time whereas 41.9% are part-time. Across Torbay the statistics demonstrate that there remains a stronger prevalence of part-time work as the 41.9% figure is higher than all its comparators. This prevalence is indicative of Torbay's economic make-up with its dominance in tourism and hospitality, social care, and retail.

- Despite a 30% increase in wages for people working in Torbay since 2015, income remain below the national and regional averages.

Key Sector Profiles

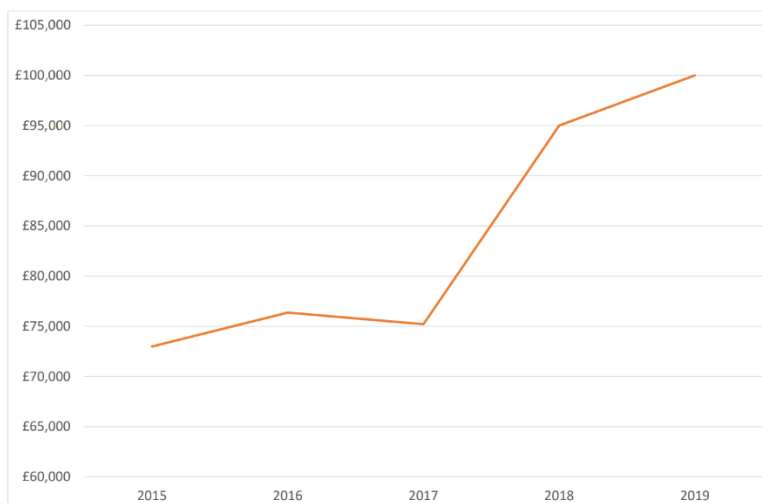
Torbay's key sectors have been heavily impacted by the Covid-19 pandemic, with the fishing sector demonstrating greater resilience with the volume of fish caught remaining relatively stable but witnessing a decrease in value compared to the previous year, partly due to Brexit and the increased export administration, and partly due to the lack of demand from overseas markets as their hospitality sectors locked down due to the pandemic. Equally in the UK, both the staying visitor and day visitor numbers substantially declined in 2020 as these parts of the economy were locked down for significantly longer periods of time compared to others, however anecdotally tourism businesses have suggested a strong bounce back in the 'staycation' market over 2020 and 2021. The Photonics and Micro-electronics sector can demonstrate continued growth and offers hi-tech growth for Torbay in the future.

The Evidence base sets out the performance of our key sectors, they are summarised below.

Photonics and Micro-electronics

Employment within the Photonics and Micro-electronics sector has increased by 24.3% over the period, albeit from a relatively low base, however economic output within the sector has increased at a faster rate by 37% which shows an increase in productivity levels within the sector and the sectors contribution to the local economy. The sector has potential for further growth and is an example of the potential for Torbay to support High Tech economic growth. However future growth may be restricted by the limited availability of employment space in Torbay.

Figure X GVA per employee in Torbay Photonics and Micro-electronics sector (2015-2019)

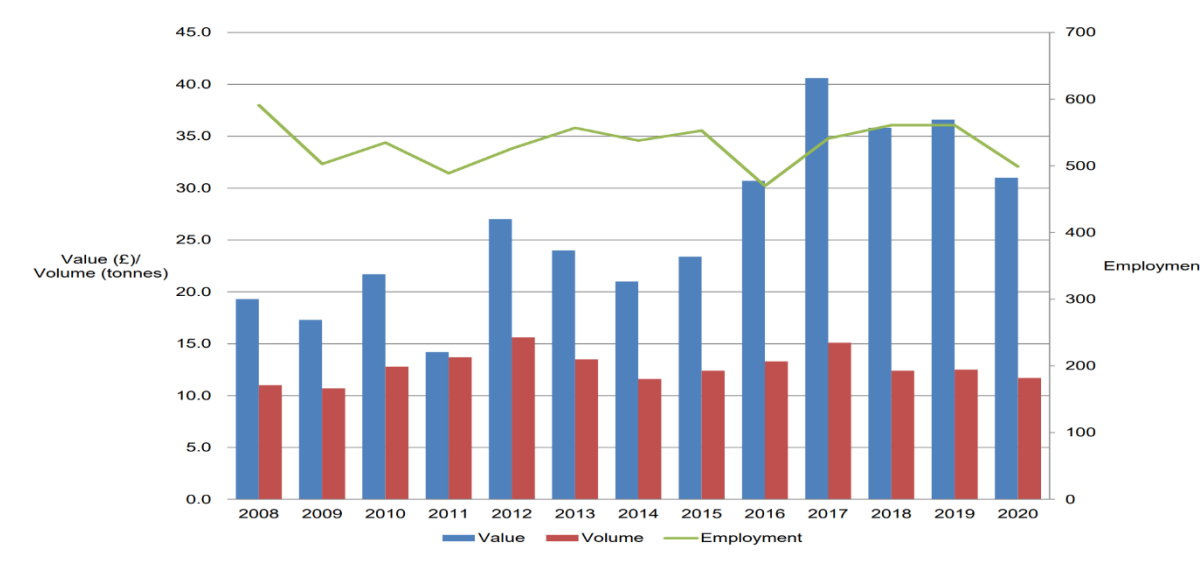


Source: NOMIS, BRES, 2021 and ONS Regional GVA, 2021

Fishing

In 2020, the port of Brixham landed the highest value of catch and the second highest volume across England. The volume of fish caught in Brixham has remained relatively unchanged over the past three years, however the value has declined in the last year along with employment in the sector mainly due to the pandemic.

Figure X: Volume, Value and Employment in Torbay's Fishing sector



Source: UK Sea Fisheries Statistics, Gov.uk

Tourism

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 2019.

The Economic Growth Strategy aligns with the Destination Management Plan which has set out interventions that can help propel the destination forward. The plan seeks to build on the inherent strengths and reflect market trends and opportunities and help to achieve a more sustainable and resilient destination.

The objectives for Destination Management 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%)

These objectives will be achieved by:

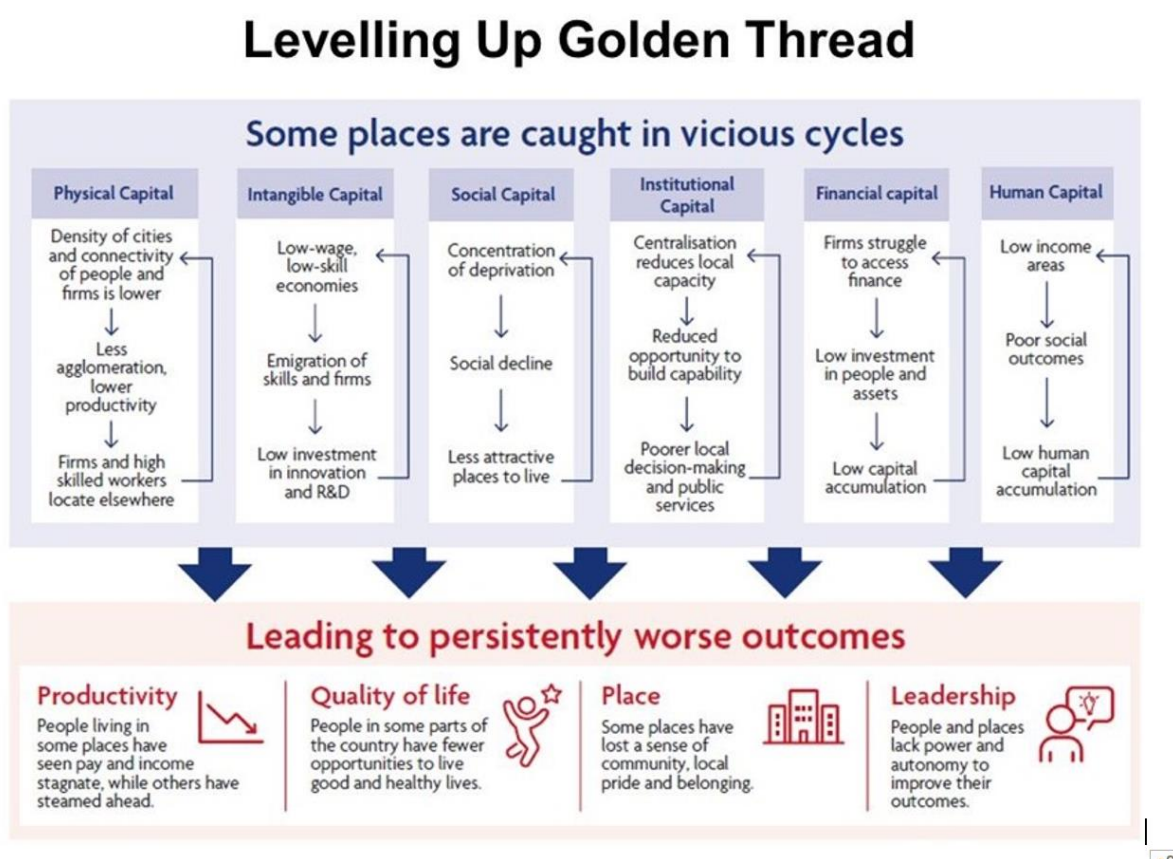
- Attracting new and existing visitor markets and an improved reputation and profile for the destination
- New product investment and development of the existing offer
- Better destination management and visitor welcome (and resident satisfaction)
- Clear delivery arrangement

5. Working with our partners

The Economic Growth Strategy is an important partnership document. The Council can help provide the conditions through which the private sector can grow and thrive, however it can deliver alone and will work with partners to develop deeper relationships, cultivate strong leadership recognising that effective partnership is essential to develop these conditions.

Similarly, there are a range of social outcomes which are intangible which impact upon Torbay's economic potential. The table below demonstrates the range of inputs needed to drive economic growth; where there are challenges and under-performance, the local economy will suffer. In Torbay evidence shows that current levels of deprivation and low-wage low skill levels negatively impact our economic potential. Each factor set out in the pillars below are an important element of the local economy. Where there is weakness, it will lead to poorer outcomes and a continued weakening of the local economy, for example, fewer people to take employment opportunities or limited high skilled candidates in the local area to take high skilled job opportunities.

The Council and its partners must work together to address each of the pillars set out below. Partnership is key to addressing the vicious cycles that currently exists in the Torbay economy.



Source: IED Golden thread for local economies

Torbay has received support from the Government through the Towns Deal and Future High Streets Funding. Government funding initiatives will provide opportunities to deliver projects

and initiatives that will help address Torbay's challenges. We will work with our partners to shape these projects and initiatives.

The Government has also signalled that a Devon County Deal can be progressed across Devon, Plymouth and Torbay. The County Deal will provide a collaborative approach to help lever more investment into the area for the benefit of Torbay's businesses and residents. A County Deal will provide opportunities for deeper collaboration with stakeholders such as universities, colleges, business, the voluntary, community and social enterprise sectors, National Parks, town and parish councils. The

The Council also supports a Community Wealth Building (CWB) approach which focuses on increasing local spend by supporting local businesses to bid for local public sector contracts. Torbay Council has committed to using its financial powers more effectively to help benefit the local economy and create new employment and training opportunities for people through its regeneration projects.

The CWB approach brings together public sector partners from across Torbay and has secured their commitment to collaborate and adopt the principles of CWB. Torbay Council, Torbay and South Devon Foundation Trust, South Devon College, and TDA have pledged to spend more with local companies where possible.

The Economic Growth Strategy provides the platform for stakeholders to work together. Through consultation stakeholders have had a key role in shaping the strategy. The strategy is focused and includes objectives and actions that will make a step change to our prosperity. We now need our business community to work with the Council to play a leadership role in addressing the challenges we face and seizing the opportunities we have. We want our key partners such as the Chamber of Commerce, FSB and members of the Torbay Business Forum to step up and proactively work with the Council to deliver this Economic Growth Strategy and raise Torbay's profile nationally.

6. Torbay's economic priorities

The factors that influence Torbay's economy are numerous. The following represents some of the key characteristics, assets and 'influencing factors' which impact our economy.

We have identified 4 priority areas that through partnership working and taking a long term view we can make necessary interventions to support the local economy and its businesses. These priorities are underpinned by an action plan which sets out the initiatives which will take forward to enable growth across Torbay.

Our priorities are:

- Supporting innovators, entrepreneurs and business owners
- Building on our economic specialisms
- Helping our community and residents to reach their economic potential and build an inclusive economy
- Maximising economic value of natural capital

In addition, the Council recognises that addressing the Climate Emergency is a cross-cutting theme. The challenge is significant and will offer economic opportunities over the lifetime of the strategy. It will also impact all four of our priorities are impacted by new policy or approaches. impacted by new policy or approaches.

i) Supporting Innovators, Entrepreneurs and Business Owners

The Council will continue to encourage enterprise. We will work with local business networks and key businesses to ensure that the Torbay economy is successful. We will welcome entrepreneurs, innovators and social enterprises and will develop programmes and projects that will ensure that the economy offers the conditions for businesses to thrive.

Why is this important to Torbay?

- To raise GVA per worker
- To attract new jobs
- To encourage more full time and high-quality jobs
- Improve living standards

What challenges does Torbay face?

- Limited amount of commercial workspace and employment land available
- Limited skills available from residents
- A fragmented business voice

Our approach	Our focus
• Supporting start-ups and scale-ups	Whilst Torbay is home to innovative firms, we need more companies investing in R&D. We are aware that we need more commercial space and land to meet demand from our growing businesses and potential new investors.
• Boosting innovation throughout the economy, including commercialising knowledge from universities and government, and supporting	Innovation does not just occur in high tech sectors and top universities. Simple improvements to processes, finding new markets or adapting to new technology can increase productivity. We will continue to support the creation of new businesses and the growth of small

<p>firms of all sizes in all sectors to improve their products, processes and capabilities</p> <p>Using the findings of the DBI research that will help our under-represented business communities to engage with local business networks</p> <p>We will target inward investment opportunities proactively to ensure that we can accommodate new business investment</p>	<p>businesses, including independents, which are an important part of the Torbay economy.</p> <p>We will support companies engaged in the Hi-Tech Cluster to ensure that they can thrive within Torbay.</p> <p>In 2020, around 415 businesses ceased trading, this compares with data from 2010 when around 440 companies ceased operation. This churn is expected in any economy; however, we will facilitate and support all businesses seeking support</p> <p>The Torbay Racism Review Panel has identified that our under-represented communities would benefit from</p> <ul style="list-style-type: none"> • The establishment of a network group to bring together business owners and leaders from these communities for peer support • Encourage more people from these communities to participate in the Torbay Business Forum and the Torbay Champions Programme. <p>We will work with our partners to attract inward investment that we can accommodate within our limited employment space. We will research new business targets recognising that we can attract smaller agile companies associated with our key sectors</p>
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ii) Building on our Economic Specialisms

The Council will continue to encourage growth in our key sectors. Our sectors play a key role in delivering growth and providing employment opportunities for Torbay residents.

This strategy is seeking to build on the foundations which are already in place around our electronics, Photonics and Micro-electronics, tourism and fishing industries. The outstanding marine and natural experience are as important for attracting, retaining and growing leading edge tech businesses. These businesses will provide important employment and growth that will underpin improvements in the Torbay economy.

Why is this important to Torbay?

- To secure new opportunities for Torbay's residents
- To attract new jobs and investment to strengthen the Torbay economy
- To raise GVA per worker
- To attract new jobs
- To encourage more full time and high-quality jobs

What challenges does Torbay face?

- Limited amount of commercial workspace and employment land available
- Limited skills available from residents
- The seasonal nature and low value of the tourism sector

Our approach	Our focus
<ul style="list-style-type: none">• Growth in our main sectors will create wealth and jobs. We are creating the base for business to grow. All sectors are important to the Torbay economy	This will be achieved by building on and enhancing our existing support programmes that are already enabling individuals and businesses to address barriers to growth, raise productivity and compete on an international scale.
<ul style="list-style-type: none">• To maximise benefits for local people, we need to provide first class support that will enable Torbay businesses to start, grow and prosper. As part of this, we will contribute to quality workplaces with a healthy, skilled, and motivated workforce	Through providing expert advice and support to access national grant investment, we will continue to help businesses to expand and innovate, creating new jobs and products and boosting the local economy. New businesses are particularly important, and we will continue to target start-ups and entrepreneurs in our key growth sectors.
<ul style="list-style-type: none">• Innovation is a key driver of growth, and we will continue to support the development of an inventive and pioneering economy	<p>TDA will continue to support our key networks and play a facilitative role in connecting businesses with new opportunities. We will support businesses seeking new and grow on space.</p> <p>Encourage the growth of the Photonics and Micro-electronics sector by better linking it into available support. We will deliver support via our MOU with Set Squared which will provide advice and guidance to innovative companies.</p>

<ul style="list-style-type: none"> • Businesses are finding it difficult to recruit to a range of roles. This is demonstrated by there being more vacancies available in Torbay than at any other point • The Health Sector offers opportunities for economic growth. With an ageing population there is potential to explore different opportunities during the life of the strategy • We will work with the tourism and visitor economy sector to explore how Torbay can develop as a year-round destination • Explore how the maintenance of the South West's fishing fleet can be serviced within Torbay • The Council will address the challenge we face regarding the limited amount of employment land we have available to support economic growth 	<p>We will work closely with our key sectors and large employers, such as the Photonics and Micro-electronics, Health and Tourism sector to understand the skills that are required and whether current provision meets those requirements.</p> <p>We will work with the business community, schools – both secondary and primary, colleges, universities and training providers to shape a skills system that meets the needs of our economy.</p> <p>We will support the delivery of construction skills through the Build Torbay programme to ensure the sector has enough skilled labour to deliver the growing number of construction projects</p> <p>We will work with our Health partners to explore new opportunities that will contribute to economic growth.</p> <p>We will support the delivery of the English Riviera Destination Management Plan.</p> <p>Brixham is the UK's leading port for the Fishing sector. We will continue to support its ambitious growth plans in the fishing sector. We will explore whether there is demand for a regional hub in Torbay as the sector currently uses maintenance centres in the Netherlands.</p> <p>The Council will review the employment land it has available and work with stakeholders to identify both short- and long-term opportunities to bring more employment land forward. We will review the potential for land acquisition or repurposing existing land and property on an ongoing basis.</p> <p>The Council will work to ensure that existing employment land sites are protected and not lost to housing development. Furthermore, the employment land allocated in mixed sites developments will also be protected and developed.</p> <p>We will work with stakeholders to establish whether vacant high street units can be used to provide more employment space through formal change of planning use.</p>
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iii) Helping our community and residents to reach their economic potential and build an inclusive economy

At the heart of the Council's Corporate Strategy and Community Plan and this Economic Growth Strategy are the people of Torbay. We will work with residents and businesses to create the social prosperity that allows everyone to live and contribute well. We will:

- Continue to work to tackle poverty and reduce economic disadvantage, by transforming prospects for low-income families and creating better futures for our young people particularly care experienced young people.
- Work with local businesses to create good quality jobs and pathways for people to access opportunities.
- Help the most vulnerable by removing or managing barriers to work and connecting our poorest communities to economic growth.
- Focus on activity which helps raise the employment rate of the most disadvantaged residents.
- Encourage the maximum social benefit from the Council's commissioning and procurement activity through our Community Wealth Building approach.

Increasingly employers are reporting that they are unable to recruit, or when they do skills levels are not at a level they require. There is a move nationally to engage with businesses more significantly to ensure that their demands are understood and acted upon within the education system. This is a fundamental challenge the UK is facing, which Torbay needs to address.

The HotSW Local Skills Report (2022) states that Torbay has 'Lower supply and lower demand for skills' (i.e., "Low skills equilibrium"). The Strategy identifies that work in Torbay will focus on 'maximising the development of existing and new opportunities within Torbay. This will include new employment and upskilling within HotSW wide growth sectors such as Photonics and Micro-electronics, marine engineering, tourism and wider coastal industries. Recognising long standing challenges within the area around inclusion and employment, a specific focus will be placed upon aspiration and talent retention, seeking to support young people and adults to grow and develop within Torbay, as well as supporting companies to upskill, renew and refocus as the economy evolves.

Torbay has an ageing population with over 50% of the working population aged 50 and over. This presents issues in terms of Torbay's productivity rates and impacts on economic opportunities for younger people. We will explore how we can support the 50+ age group to enhance their work opportunities and contribution to the local economy.

Why is this important to Torbay?

- To secure new opportunities for Torbay's residents
- To increase the economic performance and productivity of Torbay
- To ensure that our residents reach their potential and reduce pressures on other public services

What challenges does Torbay face?

- Torbay has high levels of workless households
- Torbay has high levels of deprivation based on National indices
- Only 20% of residents possess a NVQ level 4 qualification, the South West 40.4%
- 9% of our residents do not have a qualification (+6.2% since 2017)

- Only 29% of the workforce are graduates
- Claimant count reached its highest point in 2021
- Our key sectors such as tourism and health and social care are not seen as attractive careers
- There are now more vacancies in Torbay than unemployed people

Our approach	Our focus
<p>We will facilitate activity across key skills stakeholders in Torbay to transform local skills support</p>	<p>We will facilitate closer working between employers and education providers, with business involvement directly in the classroom to mentor and inspire young people. Greater collaboration will help to develop and commission education and training that is tailored to the needs of employers and our economic priorities. We want our employers to commit to invest more in skills training, engage more with schools, and deepen their involvement in education.</p> <p>We will promote apprenticeships as a key route for our communities to access employment. We will encourage our private sector stakeholders to explore Degree level apprenticeships as a mechanism for attracting highly skilled employees. Good work has been done in this area over the last five years to put employers at the heart of the apprenticeship system, they now write the standards required and commission training providers, this not only benefits trainees but also business as the apprenticeship levy can offset funding costs to train staff.</p> <p>The Photonics and Micro-electronics sector has demonstrated best practice around skills development through the establishment of a training suite and course development, securing associate lecturers from across the sector. This has led to an undergraduate Photonics and Micro-electronics degree and how industry has shaped this work is a model that could be followed by other sectors within Torbay.</p> <p>We will work with our stakeholders to ensure that roles in key sectors such as tourism and health and social care are viewed as positive opportunities. We will look at how we can work with employers and providers to improve the skills of the existing workforce, to enhance people's productivity, progression and resilience. This will include looking at how greater support can be provided to people who lose their jobs or whose skills need to be kept up to date.</p> <p>We will explore how in-work poverty can be addressed through closer working with employers, DWP and with education providers to ensure that those residents in work are aware of opportunities to gain better employment, new skills or retrain. We will also work</p>

<ul style="list-style-type: none"> • We will support the over 50s to enhance their economic opportunities 	<p>with partners to ensure that the long-term unemployed have the opportunity to build their skills, become more work-ready and have the opportunity to access employment.</p> <p>Torbay has a major construction programme underway throughout the lifetime of the Economic Growth Strategy. We will work with education providers and businesses via the Build Torbay project to ensure that young people are informed and inspired by working in the construction sector.</p> <p>Torbay has developed a Community Wealth Building programme. Adopting this approach provides value for our communities wherever possible, through the goods we buy, people we employ, assets we own and the powers we have that can bring about change to maximise Torbay's local economic opportunities.</p> <p>Working with training providers, stakeholders and DWP we will explore options that will support the economic potential of our over 50s population.</p>
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iv) Maximising the economic value of natural capital

Torbay offers a premier and natural experience and was designated a Geopark in 2007 by UNESCO because of our unique and spectacular geology and natural environment. Torbay is home to varied natural assets, its outstanding marine and natural experience is as important for attracting, re-training and growing leading edge tech businesses as it is for bringing visitors to the area and being a place where people want to live. The geography of Torbay shapes our economy to a large extent.

Tourism related sectors account for around a third of employment and the draw of the South Devon lifestyle attracts people of all ages to relocate here permanently, often setting up small businesses within the sector. The Torbay economy is focused on the service industry, with more than 80% of the workforce employed in service sectors, higher than the regional and national averages. This high proportion of service sector employees is due to local concentrations in distribution, hotels and restaurants, and in the public sector. Around one third of Torbay's workforce is employed in public administration, education and health, and all three sub-sectors are of significant importance to the local economy.

Why is this important to Torbay?

- Torbay's natural capital offers new opportunity for economic growth, both onshore and offshore
- The fishing port of Brixham currently lands the highest value of catch in England
- To ensure that new opportunities drive productivity, provide new opportunities for residents and ensure that the Torbay economy performs better

What challenges does Torbay face?

- Torbay's economy relies on a limited number of sectors
- The economy currently relies on a greater proportion of part time, low skilled workers
- Investment will be required to maximise opportunities for Torbay

Our approach	Our focus
<p>We want to positively and sustainably use our natural environment to help secure economic growth</p> <p>We want to ensure that our High Streets and Town Centres are high performing, providing the services businesses, residents and visitors need</p>	<ul style="list-style-type: none">• We will explore how we can support our key sectors of Tourism and Fishing to ensure they can increase their profitability• Explore potential for Torbay to be an investment spoke to Plymouth's lead in Marine Autonomy• We will deliver the £21.9m Torquay Towns Fund focusing on the following key priorities<ul style="list-style-type: none">• increasing density in town centres• strengthening local economic assets including local cultural assets• site acquisition, remediation, preparation, regeneration• and making full use of planning tools to bring strategic direction and change. <p>We will deliver the £13.36m Paignton Future High Streets Fund which will kick start the exciting transformation of Paignton town centre. The funding will allow us to deliver:</p> <ul style="list-style-type: none">• Infrastructure improvements• New homes in the town centre• An improved cultural offer <p>We will identify and deliver suitable regeneration in Brixham Town Centre.</p>

7. Cross Cutting Themes

The Economic Growth Strategy has identified tackling the Climate Emergency as a cross cutting theme. The Council has recognised the urgency of addressing the Climate emergency. The Economic Growth Strategy has identified contributions that can be made to support this objective. We recognise that these will evolve over the lifetime of the strategy and will report on new approaches as they come forward.

i) Tackling the Climate Emergency

Climate change and its repercussions is an acknowledged global problem. Torbay Council is committed to addressing the Climate Emergency as a key priority. In a special report of the Inter-Governmental Panel on Climate Change (IPCC), the United Nations highlights the need to take immediate action to limit the increase in average global temperatures to a 1.5°C threshold. Even an increase of half a degree beyond this will drastically worsen the risk of drought, floods, extreme heat and poverty.

The challenge of climate change is a global issue, but everyone needs to play their part. This is why Torbay Council has declared a Climate Emergency. During 2018, Torbay emitted 503Kt of carbon emissions (BEIS Carbon Emission data 2005-2017). These figures show reductions from the 2010 data where Torbay emitted 6008kt. Across the Torbay area, transport is the major contributor to carbon emissions. The indicators reveal a positive start to reducing emissions, however, more needs to be achieved. Our approach to addressing the climate emergency is as follows:

Why is this important to Torbay?

- Climate Change is a global issue, and therefore at a local level Torbay needs to tackle issues which contribute to the global production of emissions, rise in Sea Level and incidence of flooding and waste

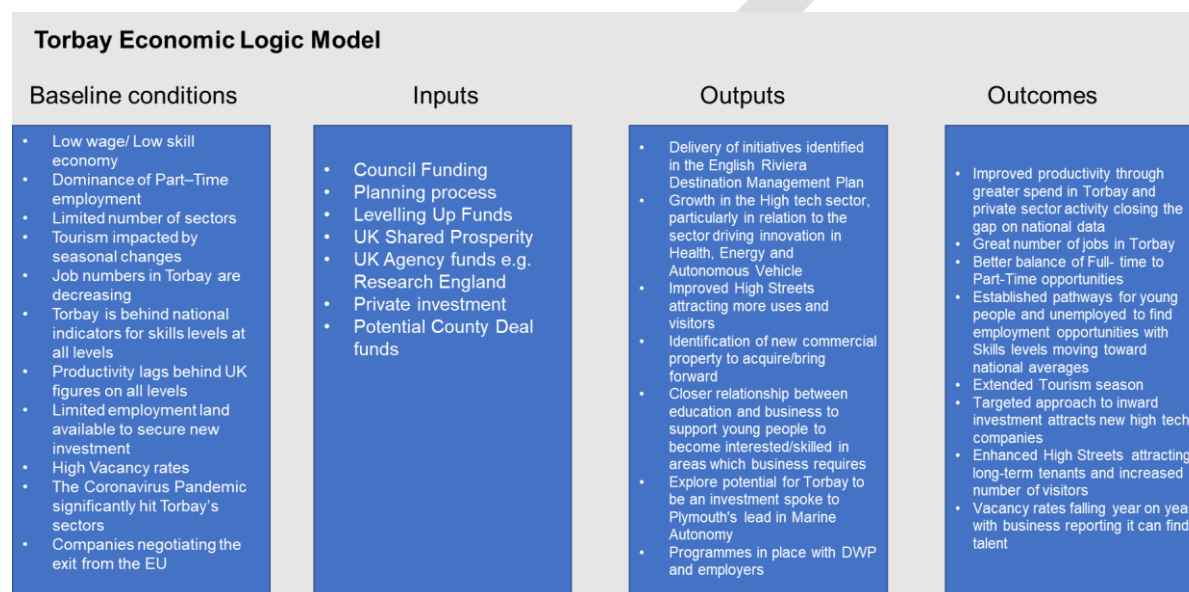
What challenges does Torbay face?

- Torbay has been reducing carbon emissions year on year. Further work is needed to implement a carbon neutral future. The Carbon Neutral Torbay – initial action plan sets the course for addressing the issue

Our approach	Our focus
Establish a net zero emission economy	<p>We will focus our work on developing approaches to address:</p> <ul style="list-style-type: none"> • Transport • Buildings • Waste • Energy • Procurement • Green infrastructure
Support our businesses to adopt climate neutral policies and practices	<p>We will ensure that cutting carbon presents economic opportunities for Torbay's companies through the development of local programmes of activity. Work with existing businesses to improve their environmental performance:</p> <ul style="list-style-type: none"> • Develop resident's low carbon awareness and skills to be able to secure local jobs • Encourage innovative and inclusive local growth
Develop a resilient economy	<p>We will explore with our partners the potential to</p> <ul style="list-style-type: none"> • Use land to capture and store carbon • Improve building standards to target net zero • Implement Retrofit on public buildings and increased development of Green Skills <p>We will seek to secure funding for specialist business support advice through ESW to help businesses reduce their carbon footprint and establish net zero targets.</p>
We will ensure that any intervention supports improvements to air quality and health across Torbay	<p>We will support development of a local energy action plan and identify energy efficiency programmes such as insulating homes and further renewables will play a vital role in reducing energy demand.</p>

8. Measuring economic outcomes

To ensure effective delivery of our priorities, project teams and strategic leads will be assigned to each. It is important to recognise that the actions prioritised by this review are not static, nor do they reflect all activities undertaken by partners in delivering economic development. Therefore, while the overarching strategic framework should remain stable, the actions themselves will be more fluid, subject to periodic review and tweaked to incorporate new opportunities/interventions as they emerge. The Torbay Economic Logic Model set out below highlights the high-level and long-term nature of economic improvement which will be needed through this Economic Growth Strategy up to 2030, but also beyond.



In order to measure progress, the Council will produce an Annual Economic Monitor which will draw together a suite of 'real time' economic intelligence indicators. The Economic Growth Action Plan sets out the measures and outcomes that Torbay is seeking to deliver against each of the Priority areas. The Action Plan also establishes core outcomes by 2030, which sets the overall target by the conclusion of the lifespan of this Economic Growth Strategy. These plans will be 'living' documents, monitored and refreshed by project teams. This will ensure all partners are working together towards a coherent set of economic objectives, prioritising resources and delivery where appropriate. The Council will also host an Annual Economic Forum to highlight progress being made on the strategy, and to provide an update on economic performance.

Our Priority	Key performance indicators	Core outcomes	Source
Supporting innovators, entrepreneurs and Business Owners	<ul style="list-style-type: none"> Business start-up rate Business density Business survival rates 	<ul style="list-style-type: none"> Increased Gross Value Added (GVA) per worker, average 	<ul style="list-style-type: none"> ONS Business Births, Deaths, and Survival Rates 2021 Business Density & Business

		worker income and productivity	Population Estimates 2021
Building on our economic specialisms	<ul style="list-style-type: none"> • New investment from companies in Photonics and Micro-electronics, Fishing or Tourism sectors • Number of inward investment successes in key sectors • Improved recruitment position reported by key companies 	<ul style="list-style-type: none"> • High levels of business start-up, with increased survival rates beyond 3 years • Number of inward investment successes • Increase in the number of jobs in our core sectors 	<ul style="list-style-type: none"> • UK Business Investment Data • ONS • Inward investment successes • Primary research to find recruitment position with companies in Torbay ft/pt employment outcome (BRES data)
Helping our community and residents to reach their economic potential	<ul style="list-style-type: none"> • Businesses reporting skills shortages • Number of schools engaged • Youth-unemployment rate • Number of apprenticeships 	<ul style="list-style-type: none"> • Creating more full-time job opportunities for Torbay residents and provide good work for all • Improvement in educational attainment – increasing the number of residents qualified to deliver the jobs needed by local business 	<ul style="list-style-type: none"> • Primary research with local schools/businesses • Unemployment rate and Claimant count • Youth unemployment rate national statistics (UK Gov) • Youth unemployment by region (ONS) • House of Commons Apprenticeships Statistics
Supporting our key sectors	<ul style="list-style-type: none"> • Employment Land Acquired/Developed • GVA levels for the Torbay • Increase in employment levels 	<ul style="list-style-type: none"> • High levels of business start-up, with increased survival rates beyond 3 years 	<ul style="list-style-type: none"> • Torbay Gov Housing and Economic Land Availability Assessment • ONS GVA • Nomis Labour Market Profile

9. Implementing the Economic Growth Strategy

Torbay has several economic strengths; we are however facing deep-rooted challenges. The Economic Growth Strategy outlines the necessary steps needed to begin to address the

issues. Many will be generational challenges where we need to make a start and address for the long term – such as Skills issues. Other have shorter term solutions upon, including regenerating and refocusing our Town Centres and supporting our entrepreneurs and innovators, these are set out in our priorities and apply across all sectors. Delivering inclusive growth is a key theme within this strategy. This is about ensuring that people and places contribute to and benefit from growth to their full potential. Our priority activities are set out in the Economic Growth Strategy Action Plan. The Action Plan identifies the projects and approach that Torbay will be taking to support the local economy.

DRAFT

ACTION PLAN

The Action Plan sets out a high-level programme for the Council's economic development activities.

Torbay Council will produce an annual update on the programme, provide greater detail on planned activity and the progress on outcomes for each of the workstreams.

This Action Plan captures potential costs to Torbay Council on a scale of '£' indicators:

- A single '£' represents under £25k
- Two '££' represents up to £100K
- Three '£££' represents up to £500k
- And ££££ represents over £501k.

The timeline is set out as 'Short, Medium or Long term.'

- Short terms relate to projects that will be completed within 12 months.
- A medium timescale equates to delivery in 1-3 years.
- A long term is over 4 years to completion.

Focus 2022-2030

i) Supporting innovators, entrepreneurs and business owners

High Level Actions	Our role	Our partners	Costs, resources and funding	Challenges and risks	Timeline Short/Medium/Long	Monitoring and measurement
We will help to boost innovation throughout the economy by providing advice and signposting to our business community, including commercialising knowledge from universities and government, and supporting firms of all sizes in all sectors.	The Council has a key role in supporting and enabling business growth. We will continue to support the Hi-Tech Cluster.	South Devon College. HotSW LEP. Business community.	£.	Challenge is to secure public funds to support businesses and the time required to signpost enquiries and attendance at partner meetings. Key risk is meeting potential demand from Torbay's businesses.	Long.	Number of companies assisted. Financial value of innovation grants won by companies supported. Jobs created.
We will provide business support services to Torbay's start-ups and scale-up businesses.	The Council supports companies of all sizes through signposting or providing advice.	HotSW LEP. South Devon College.	£.	Reaching smaller companies and providing a valuable programme is the major challenge.	Long.	Number of companies assisted. No. of new businesses started. No. Individuals supported in business start-ups. Financial value to companies supported. Jobs created.
We will provide workspace, to encourage innovative companies to grow, base & develop in Torbay.	The Council will lead & support the delivery of new workspace.	Co-working space providers. Serviced office providers. Developers.	£££.	Torbay needs to be able to attract and house entrepreneurs in high quality facilities.	Medium.	Progress will be measured on a project-by-project basis. Jobs and businesses created/attracted to Torbay.

We will use the findings of the DBI research to identify services which will help our under-represented business communities to engage with local business support networks.	The Council supports the development of an inclusive economy.	Torbay Business Forum. Torbay Champions.	£.	Our key challenge is ensuring that all under-represented communities can access local business support networks.	Short.	Number of companies assisted. Research projects / Data collection through short surveys etc.
We will target prospective businesses inward investment opportunities which we can accommodate in the employment space we have available.	We have responsibility for inward investment. With the current lack of employment land, we will research companies using intelligence from our existing business base to identify potential investors.	Torbay Hi-Tech Cluster. Department for International Trade.	£.	Our biggest risk is the lack of employment land available in Torbay.	Medium.	Number of companies attracted to Torbay. New Jobs created.

ii) Building on our Economic Specialisms

High Level Actions	Our role	Our partners	Costs, resources and funding	Challenges and risks	Timeline Short/Medium/Long	Monitoring and measurement
We will provide business support to companies to enable them to start, grow and prosper. As part of this, we will contribute to quality workplaces with a healthy, skilled, and motivated workforce.	The Council supports companies of all sizes through signposting or providing advice.	Torbay Business Community and business networks. HotSW LEP.	£.	Macro-economic factors such as Covid-19, leaving the EU and its resulting change in regulations provide risks we need to account for when supporting businesses. Reaching smaller companies and providing a valuable programme is the major challenge.	Medium.	Number of companies assisted. Jobs created.
We will work with local businesses to identify barriers which restrict recruitment. We will work with the business community to identify initiatives that will address this.	The Council has a role in enabling companies to work productively and profitably.	South Devon College. Job Centre+. Torbay Business Community.	£.	Finding skills to meet business demand is a growing challenge across the country.	Short.	Number of people employed. Unemployment levels. Vacancy rates.
We will work with Health partners to assess the economic opportunities associated with the role of medical innovation in	With an ageing population there is potential to explore different	Health partners.	££.	The project will need broad buy in from the local community if we are to secure new opportunities.	Long.	Number of people employed. Vacancy rates.

delivering service transformation. There is an opportunity to develop Torbay as a test bed for new products and services that can be assessed in a clinical test environment to determine the impact and benefits.	opportunities during the life of the strategy.					
We will work with Torbay's tourism sector to identify and deliver initiatives and events which can support the move to a year-round economy. This will improve economic outcomes for the sector.	We will work with the Tourism sector to deliver the Destination Management Plan.	Tourism businesses.	££.	The project will need support from the sector and media to ensure that new initiatives receive public support.	Medium.	Number of visitors.
We will seek to address the challenge regarding the limited amount of employment land we have available to support economic growth, We will seek to expand the amount of land available for employment, and to safeguard it from other uses.	The Council will identify opportunities to increase employment space and meet the demands of the business community.	Developers and Landowners.	£££.	The Council needs to acquire and/or redevelop employment land and protect that which is already designated in order to help facilitate economic growth.	Medium.	Amount of employment land available. Development Plan wording of "reasonable prospects" test for changing the use of employment land (Strengthened wording to Local Plan Policy SS5).

iii) Helping our community to reach their economic potential and build an inclusive economy

High Level Actions	Our role	Our partners	Costs, resources and funding	Challenges and risks	Timeline	Monitoring and measurement
<p>We will work with key skills stakeholders in Torbay to ensure that business needs are understood, and that provision is focused on ensuring that our young peoples are equipped with the skills Torbay businesses need.</p> <p>We will update evidence of employment land need to support the Local Plan and Development Management in bringing forward sufficient employment space and safeguarding existing and allocated land/space.</p>	<p>The Council has a key role in enabling the skills agenda so that business needs are met, and our community can achieve their potential.</p>	<p>South Devon College.</p> <p>Job Centre+.</p> <p>Schools.</p> <p>Business community.</p> <p>Anchor Institutions.</p>	£.	<p>Enhancing the skills agenda will need support from a range of agencies. Coordinating this is a risk.</p>	<p>Long.</p>	<p>Improved NVQ attainment.</p> <p>Reduced vacancy rates.</p> <p>Businesses reporting that they can recruit to vacant posts.</p>
<p>We will bring employers and education providers together to ensure education and training meets employers' needs.</p>	<p>The Council has a partnering role.</p> <p>The Council has local knowledge & understanding local business needs.</p>	<p>South Devon College.</p> <p>Schools.</p> <p>Training providers.</p> <p>Business Community.</p>	£.	<p>The main challenge is to ensure that Torbay businesses are engaged and participating in activities, particularly in key growth sectors.</p>	<p>Medium.</p>	<p>Key indicators will include number of primary and secondary schools/college and businesses engaged in delivery.</p> <p>For the Construction sector the number of Employment and Skills Plans established on all Torbay Council contracts</p>

We will work with businesses and the public sector to identify how a package of support could be developed so that we can attract or retain highly skilled work.	The Council has a planning role in ensuring high quality housing and employment space is available.	Employers and Developers (to attract jobs, housing and quality environment).	££.	Attracting new highly skilled workers and retaining talented is currently a challenge to Torbay.	Long.	Key metrics will be agreed within the strategy and will focus on attracting and securing new high skilled workers.
We will promote the delivery of apprenticeships to the Torbay business community.	The Council has a partnering role encouraging businesses to establish apprenticeship roles and supporting lead agencies to offer apprenticeship training qualifications.	Chamber of commerce. HotSW LEP. South Devon College and private training providers.	£.	The key risk is change to Apprenticeship policy. At present this is not foreseen.	Short.	Key metrics will include the number of apprenticeships secured and the number of companies actively supporting apprenticeships locally.
We will deliver Build Torbay to support the Construction sector in Torbay. The Council was awarded Towns Fund in 2020 – which is investing £21.9m in regeneration projects to create spaces to thrive by improving Torquay's built environment and public realm.	The Council has responsibility for maintaining the fabric of our environment. We want to ensure our community has the skills to support this.	Build Torbay works in partnership with Tier 1 contractors, sub-contractors, engineers and consultants.	£££.	Without skills being available we run the risk of Towns Fund projects facing delivery problems.	Medium – Long.	Town Deal project delivered on time and budget. Increase in the number of Apprenticeships. Number of schools and individual pupils being engaged with construction careers advice and guidance, and employer contact.

We will promote the Community Wealth Building Memorandum ensuring that our business and institutions consider where we buy goods, the people that are employed, the assets they own, and the powers that they have, to bring about positive change and maximise the local economic opportunities.	The aim of community wealth building is to use local economic assets to develop the economy in ways that have tangible benefits for its citizens, communities, organisations and businesses. This will have considerable benefit for Torbay residents.	All Key stakeholders and Anchor Institutions.	££.	The community wealth building approach will need broad support from the Torbay community and institutions.	Short.	<p>Level of Progressive procurement undertaken proactively engaging and enabling businesses and social organisations based in these neighbourhoods to compete to supply goods and services.</p> <p>Level of Progressive procurement: working with existing suppliers based in these neighbourhoods to encourage, support and, ultimately, require them to work with the Big Local /resident-led partnership to recruit residents into secure jobs paid at or above the Living Wage Foundation living wage.</p>
We will review opportunities through the Levelling Up Fund, UK Shared Prosperity Fund and other Government initiatives.	The Council has a key role working with partners to secure national funding to support economic growth.	All key stakeholders and anchor institutions.	£.	Our challenge is to prepare a compelling package to attract government funding.	Short.	Amount of funding secured.
We will work with stakeholders to develop bespoke support for the over 50s which enhance their economic opportunities.	The Council has a role in helping our communities to secure new economic opportunities	<p>South Devon College.</p> <p>Job Centre +.</p> <p>Community and</p>	£.	Working with key stakeholders such as the South Devon College, Job Centre + and DWP we will explore options	Medium.	Number of people employed.

	potential of our over 50s population.	Voluntary groups. Business Community.		that will support the economic opportunities.		
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iv) Maximising the economic value of nature capital

High Level Actions	Our role	Our partners	Costs, resources and funding	Challenges and risks	Timeline	Monitoring and measurement
We will explore how Torbay's natural capital can offer new opportunity for economic growth. We want to positively and sustainably use our natural environment to help secure economic growth. This will include reviewing marine opportunities and potential growth in sectors such as Viticulture.	Torbay has outstanding natural capital we want to ensure that we can establish sustainable economic outcomes that drive our economy.	Key stakeholders. Local businesses.	£.	We will explore opportunities that will enhance the local environment and increase economic growth.	Long.	Increase in GVA. Job Creation.
We will deliver improvements to our High Streets using Towns Fund and Future High Street Funding secured from Government.	We have secured £21.9m for Torquay town centre from the Towns Fund and £13.36m from the Future High Streets Fund for Paignton.	English Riviera BID. Businesses.	£££.	Improvements will kick start the exciting transformation of Paignton and Torquay town centres. Both schemes have detailed risk registers.	Short.	Retail Vacancy rates. Footfall data from platforms such as Town and Place and AI.
We will explore the potential to establish a maintenance centre for the South West's fishing fleet.	We will explore the economic hub for the sector.	Marine and Maritime partners. Torbay Harbour Authority. Fishing sector.	£££.	Risk surrounds industry enthusiasm and ability to see the potential economic benefits of a regional hub in Torbay. The availability of suitable land and space.	Medium.	Support for the Hub results in formal project development.

Cross Cutting Theme – Tackling the Climate Emergency

High Level Actions	Our role	Our partners	Costs, resources and funding	Challenges and risks	Timeline	Monitoring and measurement
The Council is committed to becoming Carbon Neutral by 2030. We will proactively deliver initiatives which reduce our carbon emissions.	Torbay Council is committed to addressing the Climate Emergency as a key priority.	All stakeholders. Business Community. Torbay's Communities.	£££.	Key risk is not taking action early enough to mitigate the impact of Climate change.	Long.	Torbay's average annual average Carbon emissions.
We will encourage our businesses and stakeholders to reduce their carbon footprint through updated and more effectively implemented planning policy/ influencing.	The Council has a partnering role in encouraging stakeholders to take measures to reduce their carbon footprint.	Businesses. English Riviera BID. Devon Chamber. Health partners.	£.	Improvements are dependent on stakeholders seeking to reduce their carbon footprint.	Short.	Key metrics will include the number of businesses engaged and the extent of reductions they make to their carbon footprint.

Report to Overview and Scrutiny Committee

Turning The Tide on Poverty Update - April 2022

Background and Context

Since the Overview and Scrutiny Committee Anti-Poverty Task and Finish Group made its final report and recommendations to Cabinet in August 2020, there has been significant progress in implementing those recommendations. However, the situation has changed rapidly and repeatedly due to the Covid-19 pandemic and response, followed more recently by the Cost-of-Living Crisis being experienced due energy increases and changes to taxation and benefits being implemented in April 2022.

The Task and Finish Group discussed the themes identified within the Marmot Report 'Fair Society, Healthy Lives'. Marmot published a further report 'Build Back Fairer' examining the impact of the Covid-19 pandemic and the national measures taken to manage it on health inequalities. Further recommendations were made on short-, medium-, and long-term measures that should be taken to mitigate these adverse impacts (see Appendices). Turning the Tide on Poverty describes the approach in Torbay to embed these Marmot themes and recommendations.

The Torbay Covid-19 Recovery Board reviewed and updated the impact assessments and agreed to align the Covid-19 Recovery Strategy with Turning the Tide on Poverty work streams in revising approach to recovery planning. There are now key strategies and plans in place to deliver on these themes including the Economic Strategy currently under development and the Joint Health and Wellbeing Strategy which is out for consultation. In addition, there is a Strategic Housing Strategy and Children's Improvement Plan in place both overseen by Boards.

National policy has also influenced the situation with a shift in the pandemic response to Living with Covid and statements of Levelling Up missions. It was important that while responding to and implementing national policy that we were reviewing the situation on the ground in our local communities.

A series of multi-sector workshops have been held, to explore how as a local system we can address key issues driving health inequalities. These were guided by the policy objectives recommended in the Marmot review. The workshops were held around four inter-dependent themes:

- **Best Start:** Give every child in Torbay the best start in life and enable them to maximise their capabilities and control over their lives
- **Fair Employment:** Maximise opportunities for people in Torbay to access good, fair work which pays a living wage
- **Ill Health Prevention:** Strengthen the role of ill-health prevention in Torbay
- **Healthy Standard of Living:** Ensure that rented accommodation in Torbay is of a good standard that supports good health.

Purpose of this report

This report sets out the key actions which have been identified through these workshops, forming an overarching action plan which we believe is achievable and measurable; and sets out a recommendation as to the next steps which should be taken to progress it.

Workshop insights – Local data

Data intelligence was shared with workshop participants to help inform discussion and lay bare the challenges to address:

- 18.7% of Torbay households are classed as “workless”, and wages are below national and regional averages. Higher earning residents tend to work outside of Torbay.
- Torbay has an above-average proportion of households in private rented accommodation (25%), with 60% of these in receipt of Housing Benefit.
- Torbay has a below-average proportion in social rented housing (8%).
- One third of all children (and one half of all Free School Meal eligible children) are not “ready for school”. We also have high rates of cared-for children.
- Torbay has the highest suicide rate in England and high rates of self-harm in children and young people.
- The gap in life expectancy between most and least deprived areas is 8 years

Workshop insights – Community voices

Inclusion of community voices at the workshops yielded some powerful insights, both around the issues facing our community, and also the strengths and assets which are often overlooked. Some of the key points raised repeatedly in sessions have included:

1. **We are facing a “perfect storm” of poverty**, with a worsening economic picture leading to rising demand, support services being overwhelmed across sectors. Many people simply cannot reduce their essential expenditure any further, nor increase their income; no matter what they do.
2. **Stigma and shame** remain at the forefront of people’s experience of poverty, which has a significant effect on their mental health, self-worth, motivation and physical wellbeing. Poverty is a traumatic experience for many; this often goes unrecognised. The use of language such as “deprived” or “vulnerable” is deficit-based, stigmatising, and can be a barrier to trust; particularly of statutory services.
3. **People experiencing hardship can be extremely resourceful, creative and resilient.** This often goes unrecognised but is at the forefront of empowerment and reinforcing dignity and self-worth.
4. **More advocacy and “hands-on” support is needed.** The system is difficult to navigate - there are a lot of services helping, but they are not joined up and do not always signpost well to each other. Having online information or remote support does not work well for many people.
5. **Foundation life skills** such as budgeting, cooking from scratch, home management etc which could empower individuals and help them manage their circumstances are not learned, through no fault of an individual’s own. The importance of such skills is not emphasised enough, and results in a kind of “failure demand” which creates pressure on food banks, debt support services and so on.

- 6. Services themselves are struggling.** Across sectors, those supporting people in poverty are overstretched and their wellbeing needs to be supported. Capacity in some areas is simply insufficient, and we may need to consider aligning resource to current priorities.

Developing Actions

With limited resource, it was agreed that as a system we should focus first on building upon and expediting existing programmes of work which would support the Marmot policy objectives. These have therefore been considered as part of this process.

Outputs of each workshop were reviewed and a set of priority actions for implementation in 2022/23 were identified. These were then presented by leads to multi-sector partners at a final workshop, for further discussion and agreement. A summary of these is shown below:

Workstream	Responsible Leads	Priority Action
Best Start: Give every child in Torbay the best start in life and enable them to maximise their capabilities and control over their lives	Nancy Meehan and Rachael Williams	1. Increase the availability of employment and training opportunities for our care experienced and SEND children and young people, aligned with our Corporate Parenting offer and Child and Family Friendly Torbay
		2. Implement the Early Help Strategy and Family Hub Model
Fair Employment: Maximise opportunities for people in Torbay to access good, fair work which pays a living wage	Alan Denby and Carl Wyard	1. Develop a programme to make undesirable sectors more attractive, including training
		2. Increase face-to-face activity to promote opportunities and sectors, break down misconceptions
		3. Develop "Ambassador Employers" scheme to promote working in certain sectors
Ill Health Prevention: Strengthen the role of ill-health prevention in Torbay	Bruce Bell and Julia Chisnell (NHS Leads to be identified)	1. Roll out MECC and Connect 5 programme across the Community and Voluntary Sector (Low or no cost)
		2. Expand of the HOPE programme, across a range of both topics and settings (low or no cost)
		3. Develop further peer support opportunities within the community (moderate cost)
		4. Implement the Wellbeing Guardian Model across NHS providers and Torbay Council (moderate cost)
Healthy Standard of Living: Ensure that rented accommodation in	Tara Harris	1. Increase access to affordable accommodation
		2. Improve access to information and support, for both tenants and landlords.

Torbay is of a good standard that supports good health		3. Improve energy efficiency, both in terms of properties themselves and tenant behaviours
Practical support around Finances: In addition, through discussion it was identified that there is particular need to provide more support/capacity around financial issues of benefits, debt and money management. It is suggested that as an action, a working group be set up to look at how provision could be increased/maximised.		

Next steps and Recommendations

1. Each of these actions is effectively a project/programme in itself, and therefore will require further workup so that there is a clear delivery plan with achievable timescales, which ensures accountability and measurability. Resourcing would need to be considered, and business cases developed as appropriate. We need to consider if any kind of programme/project management is required to drive delivery and ensure cohesion between the workstreams.
2. Agreement is required on the governance for these actions. Should they naturally sit within existing programmes in their respective areas, or as a separate work programme, or both?
3. Overview and Scrutiny Committee is asked to note the report and consider how the proposed actions fit with the Council's overall strategic objectives and the timescales for delivery.

Appendices

Appendix 1 – Build Back Fairer: Reducing Inequalities in Early Years

BOX 3.3. BUILD BACK FAIRER: REDUCING INEQUALITIES IN EARLY YEARS

LONG TERM	→ Reduce inequalities in early years development as a priority for government
MEDIUM TERM	→ <ul style="list-style-type: none">• Increase levels of spending on early years and as a minimum meet the OECD average and ensure allocation of funding is proportionately higher for more deprived areas.• Improve availability and quality of early years services, including Children's Centres, in all regions of England.• Increase pay and qualification requirements for the childcare workforce.
SHORT TERM	→ <ul style="list-style-type: none">• Early years settings in more deprived areas are allocated additional Government support to prevent their closure and staff redundancies.• Improve access to availability of parenting support programmes• Increase funding rates for free child childcare places to support providers

Appendix 2 – Build Back Fairer: Reducing Inequalities in Education

BOX 3.4. BUILD BACK FAIRER: REDUCING INEQUALITIES IN EDUCATION

LONG TERM	→ <ul style="list-style-type: none">• Put equity at the heart of national decisions about education policy and funding.• Increase attainment to match the best in Europe by reducing inequalities.
MEDIUM TERM	→ Restore the per-pupil funding for secondary schools and especially sixth form, at least in line with 2010 levels and up to the level of London (excluding London weighting).
SHORT TERM	→ <ul style="list-style-type: none">• Inequalities in access to laptops, are addressed and the programme designed to enable provision of laptops to more deprived pupils is expanded and adequately resourced.• Significantly greater focus on achieving equity in assessments for exam grading.• Catch up tuition is fully rolled out for children in more deprived areas urgently• Additional support is provided for families and pupils with SEND• Excluded pupils are urgently given additional support and enrolled in Pupil Referral Units

Appendix 3 – Recommendations to Build Back Fairer for Children and Young People

BOX 4.3. RECOMMENDATIONS TO BUILD BACK FAIRER FOR CHILDREN AND YOUNG PEOPLE

LONG TERM

- Reverse declines in the mental health of children and young people and improve levels of well-being, from the present low rankings internationally, as a national aspiration.
- Ensure that all young people are engaged in education, employment or training up to the age of 21.

MEDIUM TERM

- Reduce levels of child poverty to 10 percent – level with the lowest rates in Europe.
- Increase the number of post-school apprenticeships and support in-work training throughout the life course.
- Improve prevention and treatment of mental health problems among young people.

SHORT TERM

- Reduce child poverty:
 - Remove the 'two-child' and benefit cap
 - Increase child benefit for lower income families to reduce child and food poverty
 - Extend free school meal provision for all children in households in receipt of Universal Credit.
- Urgently address children and young peoples mental health with a much strengthened focus in schools and teachers trained in mental first aid.
- Increase resources for preventing identifying and supporting children experiencing abuse.
- Develop and fund additional training schemes for school leavers and unemployed young people.
- Further support young people training and education and employment schemes to reduce NEET and urgently address gaps in access to apprenticeships.
- Raise minimum wage for apprentices and further incentivise employers to offer such schemes.
- Prioritise funding for youth services.

Appendix 4 – Build Back Fairer: Recommendations for Creating Fair Employment and Good Work for All

BOX 5.4. BUILD BACK FAIRER: RECOMMENDATIONS FOR CREATING FAIR EMPLOYMENT AND GOOD WORK FOR ALL

LONG TERM

- Establish a national goal so that everyone in full time work receives a wage that prevents poverty and enables them to live a healthy life.
- The social safety net must be sufficient such that people not in full time work receive a minimum income for healthy living
- Engage in a national discussion on the balance of the work-life balance including consideration of a four day week.

MEDIUM TERM

- Reduce the high levels of poor-quality work and precarious employment.
- Invest in good quality active labour market policies
- Increase the national living wage to meet the standard of minimum income for healthy living

SHORT TERM

- Provide subsidies or tax relief for firms that recall previously dismissed workers
- Coronavirus Job Retention Scheme to be extended to cover 100% of wages for low income workers
- Enforcement of minimum wages so that the large number of workers who are currently exploited earn their entitlement

Appendix 5 – Build Back Fairer: Ensuring a Healthy Standard of Living for All

BOX 6.3. BUILD BACK FAIRER: ENSURING A HEALTHY STANDARD OF LIVING FOR ALL

LONG TERM

- Establish a national goal so that everyone in full-time work receives a wage that prevents poverty and enables them to live a healthy life without relying on benefits.
- Make the social safety net sufficient for people not in full-time work to receive a minimum income for healthy living.
- Put health equity and wellbeing at the heart of local, regional and national economic planning and strategy.
- Adopt inclusive growth and social value approaches nationally and locally to value health and wellbeing as well as, or more than, economic efficiency.
- Review the taxation and benefits system to ensure they achieve greater equity and are not regressive.

MEDIUM TERM

- Make permanent the £1,000-a-year increase in the standard allowance for Universal Credit.
- Ensure that all workers receive at least the national living wage as a step towards achieving the long-term goal of preventing in-work poverty.
- Eradicate food poverty permanently and remove reliance on food charity.
- Remove sanctions and reduce conditionalities in benefit payments.

SHORT TERM

- Increase the scope of the furlough scheme to cover 100 percent of low-income workers.
- Eradicate benefit caps and lift the two-child limits.
- Provide tapering levels of benefits to avoid cliff edges.
- End the five-week wait for Universal Credit and provide cash grants for low-income households.
- Give sufficient Government support to food aid providers and charities.

Appendix 6 – Build Back Fairer: Creating and Developing Healthy and Sustainable Places and Communities

BOX 7.3. BUILD BACK FAIRER: CREATING AND DEVELOPING HEALTHY AND SUSTAINABLE PLACES AND COMMUNITIES

LONG TERM

- Invest in the development of economic, social and cultural resources in the most deprived communities.
- Ensure 100 percent of new housing is carbon-neutral by 2030, with an increased proportion being either affordable or in the social housing sector.
- Aim for net-zero greenhouse gas emissions by 2030, ensuring inequalities do not widen as a result.

MEDIUM TERM

- Increase deprivation weighting in the local government funding formula.
- Strengthen the resilience of areas that were damaged and weakened before and during the pandemic.
- Reduce sources of air pollution from road traffic in more deprived areas.
- Build more good-quality homes that are affordable and environmentally sustainable.

SHORT TERM

- Increase grants for local governments to deal with the COVID-19 crisis to cover immediate short term funding shortfalls.
- Increase government allocations of funding to the voluntary and community sector.
- Increase support for those who live in the private rented sector by increasing the local housing allowance to cover 50 percent of market rates.
- Remove the cap on council tax.
- Urgently reduce homelessness and extend and make watertight the protections against eviction.

BOX 8.4. BUILD BACK FAIRER: STRENGTHENING THE ROLE AND IMPACT OF ILL HEALTH PREVENTION

LONG TERM

- A National Strategy on Inequalities led by the Prime Minister, to reduce widening social, economic, environmental and health inequalities. This should be a high priority for government policies and public investments. A major benefit of this strategy will be to reduce inequalities in the social determinants of health to reduce inequalities in health.
- Build a Public Health system that is based on taking action on the social determinants of health and reducing health inequalities

MEDIUM TERM

- Develop social determinants of health interventions to improve healthy behaviours and reduce inequalities.
- Public Health to provide the expertise to inform development of a whole of government health inequalities strategy.

SHORT TERM

- Funding for Public Health to be at a level of 0.5% of GDP with spending focused proportionately across the social gradient
- Public Health needs to develop capacity and expand focus on social determinants of health. The pandemic highlights how poverty, deprivation, employment and housing are closely related to health, including mortality from COVID-19 and impacts from containment.

Cabinet Response to the recommendations of the Overview and Scrutiny Board – Turning the Tide on Poverty

No.	Recommendation:	Cabinet Response:
1.	That priority be given to identify and implement the actions which can be taken immediately to address the cost of living crisis with a specific emphasis on housing.	<p>Several Council departments directly, or in partnership with the voluntary and community sector, support people who are at greatest risk from the cost of living crisis. This includes crisis support, discretionary housing payment and financial hardships payments. Systems that were put in place to support the most vulnerable during the pandemic and there will continue to respond with focus in particular on helping people to maintain their accommodation. The approach is to ensure that people are supported to identify and claim any benefits for which they are eligible and to continue to work with partners in the Torbay Food Alliance to support those with food insecurity. The current crisis may put additional strains on people and families that have not previously needed support and the relevant teams in the Council as well as wider partners have been asked to share information about emerging needs so a co-ordinated response can be made. In addition, improving access to debt advice and to mental health support are key parts of the offer and will build on learning from response to the Covid-19 pandemic.</p> <p>The Council is funding the Community Builders, who have a key</p>

No.	Recommendation:	Cabinet Response:
		<p>role to develop communities to be resilient and to focus on the issues of primary importance to them. This role ensures that individuals are aware of any services in place designed to help them overcome disadvantage</p>
2.	<p>To ensure that the 13 priority actions set out in the submitted report are addressed within the following strategies and/or their associated actions plans and that a joined-up approach is taken where actions cross different key Council Strategies and Policies:</p> <ul style="list-style-type: none"> • Economic Strategy; • Destination Management Plan; • Joint Health and Wellbeing Strategy; • Children and Young People's Plan; • Corporate Parenting Strategy; • Children's Improvement Plan; • Special Educational Needs and Disability (SEND) Written Statement of Action; and • Housing Strategy. 	<p>The summary report of the Turning the Tide on poverty workshop has been shared with lead offers responsible for developing and delivering the listed strategies and plans. Specifically, the findings were fed into the consultation on the Economic Strategy and the Joint Health and Wellbeing Strategy as well as to the development of the SEND Written Statement of Action and the updated Children's Improvement Plan in response our recent Ofsted inspection of Children's Services.</p> <p>Both the Housing Strategy 2020 - 2025 and Homelessness and Rough Sleeping Strategy 2020 –2025 are currently in the process of being reviewed and rewritten based on the new circumstances and challenges that present Torbay and the County post the pandemic. It is considered that they no longer represent the complexity of the changing housing market and cost of living crisis that will additional impact on homelessness and our communities as a whole. As such a new Housing Strategy is in the process of being drafted with the first draft expected early-July. This will very closely be followed by the Homelessness and Rough Sleeping Strategy ensuring that the need related to this particular area of housing is fed into the Housing Strategy. This will then act as a strong supplemental document.</p>

No.	Recommendation:	Cabinet Response:
		<p>The Turning the Tide on Poverty approach will continue to bring officers and partners across all the thematic area together to monitor that actions are joined-up and co-ordinated across key strategies and plans. This includes consideration of performance indicators that will allow a collective understanding and tracking of issues.</p>
3.	<p>To identify any additional resources required to take forward the 13 priority actions and to prioritise the actions and resources to implement the changes which can be made quickly and have positive outcomes for the benefit of those who need support the most.</p>	<p>The details of the resourcing plan will be developed as the priority actions are costed. Some actions do not require new funding but are dependent on existing staff responding in new and more co-ordinated ways. The Council redesign process has developed an improved front door for financial hardship and work is ongoing to review how mechanisms can be embedded to ensure holistic assessment to also understand why people need assistance and preventative activity to manage these needs.</p>
4.	<p>To agree a timeline for delivery of all the actions.</p>	<p>Priority actions are being taken over the next six months to manage the acute needs and to ensure resilience as people enter the winter months when the impact of fuel poverty will be most critical. Other actions will be delivered over the medium term (up to 18 months). The full impact of new strategies will be delivered into 2024 and 2025.</p>

Meeting: Cabinet / Council **Date:** 12 July 2022 / 21 July 2022

Wards affected: All

Report Title: Joint Health and Wellbeing Strategy

When does the decision need to be implemented? July 2022

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

Director/Divisional Director Contact Details: Dr Lincoln Sargeant, Director of Public Health, Lincoln.sargeant@torbay.gov.uk; Julia Chisnell, Consultant in Public Health, Julia.Chisnell@Torbay.gov.uk

1. Purpose of Report

- 1.1 To seek approval of the Joint Health and Wellbeing Strategy 2022-26 following public consultation.

2. Reason for Proposal and its benefits

- 2.1 The proposals in this report support delivery of the ambitions within the Community and Corporate Plan, in particular tackling poverty, deprivation and vulnerability.
- 2.2 The reasons for the decision are to ensure that the Council complies with the statutory requirement for all upper tier local authorities to have in place a Joint Health and Wellbeing Strategy.

3. Recommendation(s) / Proposed Decision

That Cabinet recommends to Council:

That the Joint Health and Wellbeing Strategy 2022-26 as set out in Appendix 1 to the submitted report be approved.

Appendices

Appendix 1: Joint Health and Wellbeing Strategy 2022-2026
Appendix 2: Report on the response to public consultation

Background Documents

None

1. Introduction

- 1.1 Local Authorities have a duty to produce, through the Health and Wellbeing Board, a Joint Health and Wellbeing Strategy setting out priorities to address the needs of the population.
- 1.2 This Joint Health and Wellbeing Strategy sets out our focus areas and key actions to improve lives in Torbay over the next four years. The draft Strategy was prepared in collaboration with Health and Wellbeing Board partners over several months and the areas of focus and cross-cutting areas represent priorities for agencies working across Torbay to improve the health and wellbeing of residents.
- 1.3 In March 2022 the Cabinet agreed to launch the strategy for consultation. The public consultation was undertaken between 4 April – 16 May 2022. A wide range of organisations and individuals were invited to comment, through routine Council communications channels and also through individual cascade via officer stakeholder contacts and networks in an effort to reach as many groups within the population as possible. The consultation was primarily available in digital format but was also provided in paper copy where requested.
- 1.4 A report on the responses to consultation is included at **Appendix 2**. This report also details the changes made to the document as a result of the consultation and how ideas submitted by respondents will be taken forward during the implementation.

2. Options under consideration

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

3. Financial Opportunities and Implications

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

4. Legal Implications

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

5. Engagement and Consultation

- 5.1 The Strategy has been developed in collaboration with members of the Torbay Health and Wellbeing Board and stakeholders involved in the different programme areas.
- 5.2 A public consultation was undertaken between 4 April and 16 May 2022. The response to consultation is set out in **Appendix 2** to the submitted report.

6. Purchasing or Hiring of Goods and/or Services

- 6.1 Not applicable.

7. Tackling Climate Change

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

8. Associated Risks

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

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

	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people	The Strategy includes one priority area around 'Healthy Ageing' and one around 'Good start to Life'. Therefore both population groups should benefit through implementation.		
People with caring Responsibilities	Support for carers is a cross-cutting area in the Strategy. All partners are asked to sign up to the Devonwide Commitment to Carers, proactively to identify and support carers (including young carers), and to become 'carer friendly' employers.		
People with a disability	The goals of the Strategy are to reduce ill-health and poor wellbeing. There are specific objectives around reducing discrimination and stigma associated with disabilities associated with older age, and around the availability and suitability of housing.		
Women or men		Equal impact anticipated.	
People who are black or from a minority ethnic background (BME) (Please note Gypsies /	There is a cross-cutting priority area around reducing inequalities which		

Roma are within this community)	includes a requirement for equality impact assessments, and workplace training in the needs of minority and ethnic groups.		
Religion or belief (including lack of belief)	There is a cross-cutting priority area around reducing inequalities which includes a requirement for equality impact assessments, and workplace training in the needs of minority and ethnic groups.		
People who are lesbian, gay or bisexual	There is a cross-cutting priority area around reducing inequalities which includes a requirement for equality impact assessments, and workplace training in the needs of minority and ethnic groups.		
People who are transgendered	There is a cross-cutting priority area around reducing inequalities which includes a requirement for equality impact assessments, and workplace training in the needs of minority and ethnic groups.		
People who are in a marriage or civil partnership		Equal impact anticipated	
Women who are pregnant / on maternity leave	The employer requirement around equality impact assessment and training is anticipated to have a positive impact.		

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

10. Cumulative Council Impact

10.1 None

11. Cumulative Community Impacts

11.1 None

TORBAY JOINT HEALTH & WELLBEING STRATEGY 2022-26

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Foreword

Local Authorities have a duty to produce a Joint Health and Wellbeing Strategy setting out priorities to address the needs of the population. They do this, in partnership with the NHS, through the Health and Wellbeing Board.

This draft Strategy has been prepared in collaboration with Health and Wellbeing Board partners over the last nine months. The Strategy identifies 5 priorities areas, and 6 cross-cutting areas, which all member organisations feel are critically important for improving the health and wellbeing of Torbay residents.

Importantly, this year we have worked closely with colleagues in the new Integrated Care System, and especially those in the South Devon and Torbay Local Care Partnership, to make sure our priorities are clearly aligned.

The refreshed Torbay Joint Strategic Needs Assessment has also just been published and is available here: <http://www.southdevonandtorbay.info/media/1285/2022-2023-torbay-jsna.pdf>. The Joint Strategic Needs Assessment describes the health and wellbeing needs of our population, and the drivers that influence health and wellbeing, like housing, employment and education.

This Health and Wellbeing Strategy responds to the areas of greatest need:

- children living in challenging circumstances and losing out on educational opportunities
- lack of high quality housing with secure tenure
- people living with poor mental health
- older people experiencing loneliness and isolation.

All of these needs have been exacerbated by the pandemic, and all of them hit our most disadvantaged communities the most.

The draft Health and Wellbeing Strategy seeks to tackle these difficult issues through agencies working together to bring about real, sustainable change.

The draft Strategy was shared for public consultation between 4 April – 16 May 2022.

Responses to consultation were compiled into a summary report for review by the Board, and edits made to the Strategy for this final draft. An online version can be found here: [Joint Health and Wellbeing Strategy 2022-2026 - Torbay Council](#)

Introduction

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

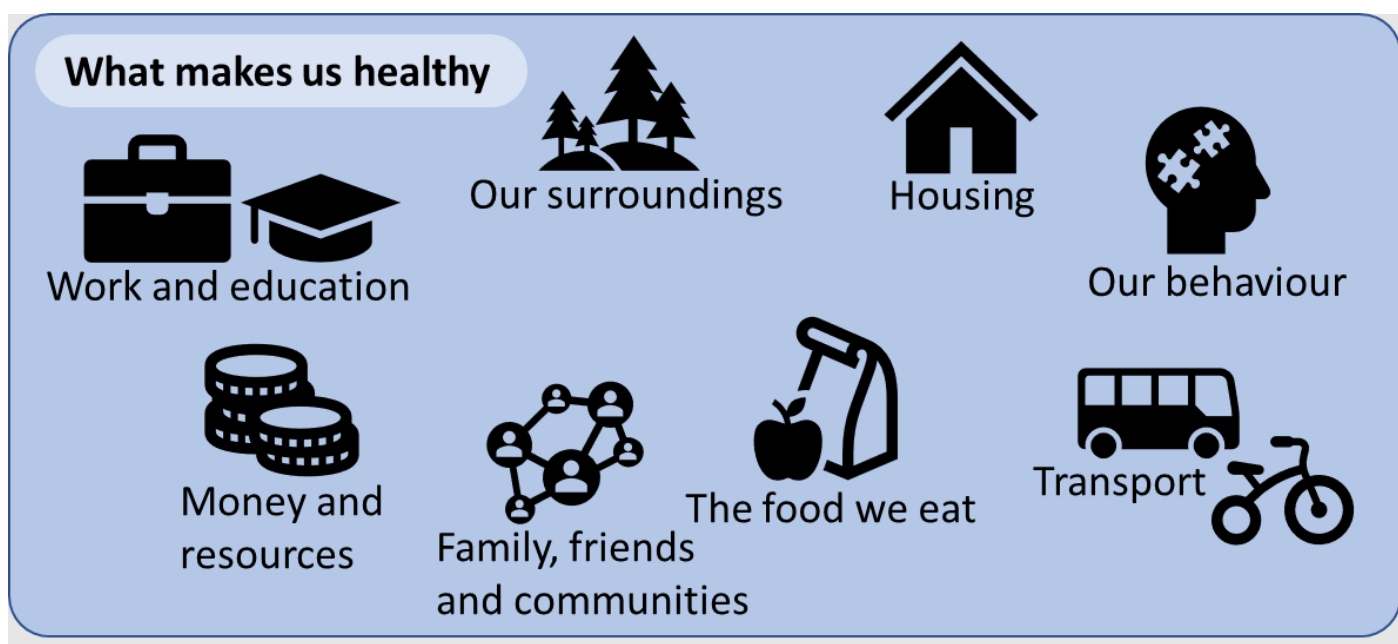


Figure 1 What makes us healthy. Adapted from The Health Foundation

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

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

Health inequalities

Health inequalities are avoidable, unfair and systematic differences in health between different groups of people that arise because of the conditions in which we grow up and live, the environment or area we live in, the group we belong to or the opportunities we have to lead healthy lives¹.

The Marmot Review first described these differences in health outcomes between different sections of society in 2010 and found people living in the poorest neighbourhoods in England will die several years earlier than people living in the richest neighbourhoods. Poorer people will also

¹ [Health inequalities in a nutshell | The King's Fund \(kingsfund.org.uk\)](https://www.kingsfund.org.uk/publications/health-inequalities-a-nutshell)

spend more of their life living with disease or disability². An update of the Marmot review in 2021 showed:

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

As highlighted in the Chief Medical Officer for England's Annual Report 2021, coastal communities include many of the most beautiful, vibrant and historically important places in the country. They also have some of the worst health outcomes in England, with low life expectancy and high rates of many major diseases.⁴

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

The Government's Levelling Up White Paper, published in February 2022, emphasises the need to tackle the drivers of disparity and identifies a series of 'levelling up missions' centring around jobs, housing, skills, education, health, crime, community and wellbeing.⁵ These are reflected in the priority and underpinning areas of our Strategy.

Torbay

Torbay offers a great quality of life for individuals and families, with a great natural environment on the English Riviera, a wide range of outdoor activities, excellent schools and a growing arts and cultural sector. But in common with other coastal communities, Torbay faces major challenges. Some of these are listed below. For more detail consult Torbay Council's Joint Strategic Needs Assessment⁶.

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

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

³ Health Equity in England: The Marmot Review 10 Years On - IHE (instituteoftheequity.org)

⁴ Chief Medical Officer's Annual Report 2021, Health in Coastal Communities, Available at: [Chief Medical Officer's annual report 2021: health in coastal communities - GOV.UK \(www.gov.uk\)](http://www.gov.uk)

⁵ Levelling up in the United Kingdom White Paper (HM Government) February 2022 [Levelling Up the United Kingdom \(publishing.service.gov.uk\)](http://publishing.service.gov.uk)

⁶ Joint Strategic Needs Assessment for Torbay 2020-2024

- 3. Inequalities are widening.** There are communities with high levels of deprivation and poor housing in Torbay, with around 1 in 6 children growing up in relative poverty, and few opportunities for young people. Many people in Torbay's tourism industry and care sector are employed on low wages. Many of these businesses have suffered during the COVID-19 pandemic, and this has had a knock-on effect, worsening existing inequalities as the most deprived were hit hardest by the health and economic impacts of the pandemic.
- 4. Residents are struggling with mental health problems.** 1 in 8 adults in Torbay have depression, and we have a high rate of people who require long-term support for mental health problems. We have high rates of suicide, and self-harm, particularly among young adults. People with caring responsibilities are also at higher risk of mental health issues.
- 5. Children and young people experience increasing challenges.** The rate of cared for children in Torbay is amongst the highest in England and many children and families require extra support. Around 1 in 6 children live in low-income households, above the England average. Latest reliable figures for families living in fuel poverty are around 1 in 8 of households in 2020, similar to England and the South West, but these are expected to have risen over the last two years. We also face challenges around children and young peoples' physical and mental health, including high rates of overweight and obesity, high rates of tooth decay and high rates of self-harm in children and young people.
- 6. Poor housing and homelessness are consistent problems.** Living in poor housing has a negative effect on both physical and mental health. 1 in 3 people in Torbay live in housing which is in poor condition, without central heating or overcrowded (compared with around 1 in 6 nationally). Many people in Torbay struggle to pay their energy bills and may rent poor quality housing that is colder and more prone to damp. This has an impact on people's health and wellbeing. Houses in the South West of England are expensive, and housing in Torbay is on average less affordable than in the rest of England. There is also an increasing number of rough sleepers in Torbay, and many homeless households living in emergency accommodation or staying with friends and family.
- 7. Economic health and individual health and wellbeing are inextricably linked.** Employment is a key challenge in coastal communities and has multiple impacts on health. Analysis for the Health in Coastal Communities report shows that the unemployment and part-time employment rate is higher in coastal towns. COVID-19 has had a significant impact on unemployment rates in coastal communities, partly due to a higher reliance on tourism.⁷ The Levelling Up White Paper similarly focuses on the connections between jobs, housing, education, health and wellbeing.⁸ We cannot tackle any one of these in isolation.

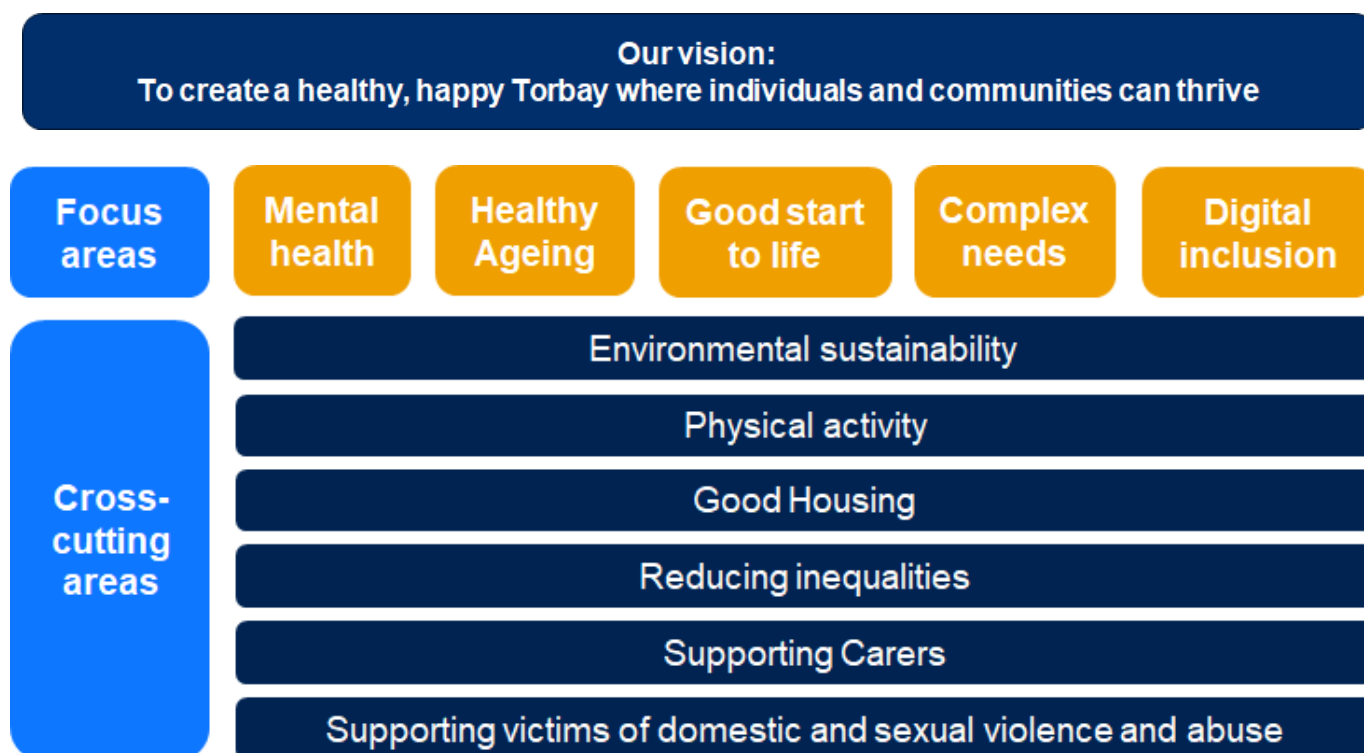
⁷ ⁷ Chief Medical Officer's Annual Report 2021, Health in Coastal Communities, Available at: [Chief Medical Officer's annual report 2021: health in coastal communities - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/97444/Chief_Medical_Officer's_Annual_Report_2021_Health_in_Coastal_Communities.pdf)

⁸ [Levelling up in the United Kingdom White Paper](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/97444/Chief_Medical_Officer's_Annual_Report_2021_Health_in_Coastal_Communities.pdf) (HM Government) February 2022 [Levelling Up the United Kingdomr \(publishing.service.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/97444/Chief_Medical_Officer's_Annual_Report_2021_Health_in_Coastal_Communities.pdf)

The Strategy in summary

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

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



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

Our Objectives and Priorities

Priority 1 Good mental health

Why is this a priority?

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

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

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

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

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

What are our goals?

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

Every individual, child and family will:

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

We will all live in communities that:

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

To make this happen we will:

- Ensure mental health and wellbeing and suicide prevention remain a priority for strategic partners across Torbay and achievement of outcomes via the Health and Wellbeing Board
- Undertake a collaborative needs assessment into mental health and wellbeing, including suicide and self-harm
- Drive continuous improvement in children and young people's mental health outcomes through partnership working with families and communities.
- Implement the Torbay suicide and self-harm prevention plan with the aim of stabilising and reducing rates of suicide and self-harm across the Bay
- Support the creation of mental health promoting communities through community development, safe spaces, training and peer support
- Disseminate training to build confidence in practitioners, those in public facing roles, and other members of communities to increase confidence in promoting and supporting mental health and wellbeing
- Work to ensure support is accessed in a timely way and that people are aware of what support and information is available and how to access it
- Promote and support workplace wellbeing in Torbay
- Promote approaches which tackle physical, mental and social wellbeing together especially the use of physical activity and green spaces to improve wider health and wellbeing
- Incorporate mental health and wellbeing into the Multiple Complex Needs alliance from 2022
- Work with partners in the Community and Voluntary Sector and Health to ensure that community assets are in place and people are accessing them via a codesigned 'front door' to Adult Social Care.

Priority 2 A good start to life

Why is this a priority

Getting a good start in life and throughout childhood, building resilience and getting maximum benefit from education are important markers for good health and wellbeing throughout life. The importance of supporting children in their early years and through adolescence has been widely recognised by the World Health Organisation's Global Strategy for Women's, Children's and Adolescents' Health, the UNICEF Baby Friendly Initiative, and is part of the NHS Long Term Plan. The Levelling Up White Paper highlights the impact of education and skills, health and wellbeing, on the economic life and opportunity of the whole community. Offering support to all children, adolescents and their families, as well as focussing on those who need help the most, reduces inequalities and improves health outcomes⁹.

What are our goals?

- Ensuring families have access to the services they need
 - Seamless support for families: a joined up Start for Life offer available to all families.
 - A welcoming hub for families: Family Hubs as a place for families to access Start for Life services.
 - The information families need when they need it: designing online, in-person and telephone offers around the needs of the family.
- Ensuring the Start for Life system works together to give families the support they need

⁹ PHE (2018), *Best start in life and beyond: Improving public health outcomes for children, young people and families. Commissioning Guide 1: Background information on commissioning and service model*

- An empowered Start for Life workforce: developing a skilled workforce to meet the changing needs of families.
- Continually improving the Start for Life offer: improving data, evaluation, outcomes and proportionate inspection.
- Leadership for change: ensuring local and national accountability and building the economic case¹⁰

To make this happen we will:

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

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

Priority 3 Supporting people with complex needs

Why is this a priority

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

What are our goals?

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

To make this happen we will:

- Commission a Multiple Complex Needs Alliance in 2022, with this becoming operational in 2023. This Alliance will deliver an integrated support offer for people who experience homelessness, substance misuse problems and domestic violence
- Develop a mental health offer as part of the Alliance delivery model.
- Introduce and develop trauma informed approaches across the system.
- Review our housing and support requirements to allow access to suitable accommodation.

¹⁰ Department of Health and Social Care (2021) *The best start for life: a vision for the 1,001 critical days*

- Work with the Innovation Unit to develop a Torbay-wide, shared understanding and definition of complexity; agree shared priority areas; and agree how to work together
- Establishing a Health and Wellbeing sub-group to oversee and support the implementation of the partnership work that comes from the Torbay Innovation Unit workshops.

Priority 4 Healthy ageing

Why is this a priority

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

Physical, mental **and social** wellbeing are closely connected and any programme to support healthy ageing needs to promote these together. There is also a need to understand and to tackle older people's experiences of social isolation, discrimination and exclusion.

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

Together we want to transform the way we see ageing, focusing on the strengths, skills and experience we can all contribute to society as we age, and enabling us as individuals to take steps to promote and improve our own health and wellbeing with each new decade.

What are our goals?

Every individual:

- Understands the ageing process and is aware of ways for preventing and living with disease
- Has their choices and ambitions acknowledged and promoted
- Is able to choose the level of support that will enable them to live independent and socially connected lives
- Has the opportunity to optimise 'brain ability' and reduce the risk of dementia
- Is able to improve physical fitness and reduce their risk of injury from falling or from frailty
- Is respected for their life experiences and abilities
- Is treated with dignity in all health and care services
- Is better informed about dying well as well as living well

To make this happen we will

- Challenge how people think about ageing, so that we all see ageing as a positive part of life and each stage as an opportunity for new, positive experiences
- Adopt a whole community approach inclusive of all ages and cultures, and require the same of our partners
- Ensure health and care services are shaped by people with lived experience and from diverse backgrounds
- Enable trusted relationships that fully support peoples' wellbeing
- **Promote and support the wellbeing of carers**
- Promote services that are accessible, inclusive and effective
- Ensure support is targeted at prevention and is determined by need, not age
- Actively challenge discrimination
- Ensure that when care is needed it is accessible, compassionate and of high quality

- Enable communities to support safe, healthy, active, socially connected, intergenerational living
- Develop housing provision that is suitable and adaptable for people as they age, promoting independent living.

Priority 5 Digital inclusion & access

Why is this a priority?

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

However, this must be balanced with ensuring that those who need to access face-to-face services such as GPs can continue to do so. Not everyone wishes to digitally participate and this has to be respected, with people not being disadvantaged in any way for wishing to access support and services in person.

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

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

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

What are our goals?

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

To make this happen we will:

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

Cross cutting areas

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

Environmental sustainability

Why is this a cross cutting area?

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

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

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

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

Asks from other service areas:

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

Physical activity

Why is this a cross-cutting area?

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

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

Physical inactivity remains an issue of concern in Torbay - one in five adults and one in four young people are not doing the recommended 30 minutes of physical activity per day. People

from lower-income families are most affected, with lower rates of physical activity and higher rates of obesity and overweight.

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

Ask from other service areas

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

Good housing

Why is this a cross-cutting area?

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

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

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

Ask from other service areas

- Participate in a system wide approach to housing including homeless prevention, quality of accommodation, and availability of affordable accommodation
- Work in partnership with other agencies to identify and prevent homelessness in those accessing your service

Reducing inequalities

Why is this a cross-cutting area?

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

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

Ask from other service areas

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

Supporting carers

Why is this a cross-cutting area?

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

There is a wide range of support available for carers of all ages, however a major challenge is identifying people with caring responsibilities as many people do not self-identify as carers and therefore do not access help and support. Young Carers are often bullied, impacting their mental health and wellbeing as well as their academic attendance and attainment¹¹.

Caring, with its impact on someone's, health, wellbeing and finances, is a key factor determining how healthy we are¹².

Asks from other service areas

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

¹¹ [Carers update Appendix 3.pdf \(torbay.gov.uk\)](#)

¹² <https://www.gov.uk/government/publications/caring-for-a-social-determinant-of-health-review-of-evidence>

Increasing awareness & identification of domestic & sexual violence & abuse

Why is this a cross cutting area?

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

Asks from other services

- Provide training on domestic abuse and sexual violence for all health and care services in Torbay and use a trauma-informed approach in all services¹³
- Increase the offer and confidence within communities to respond to domestic abuse and sexual violence that builds community capacity and encourages a thriving, high quality voluntary sector.
- Continue to work across the partnership and communities so that the longer-term impact of abuse is understood and strive to provide longer term capacity where there may still be difficulties (such as financial hardship, issues over child contact, insecure immigration status).
- Support those who have experienced domestic abuse and sexual violence to become actively involved in the agenda at a time that is right for them.

¹³ [Covid-19: Safety and support resources - Womens Aid](#)

How the strategy was developed

Torbay's Joint Health and Wellbeing strategy is led by the Torbay Health and Wellbeing Board; the strategy development was coordinated by the Public Health team. Work priorities were decided by the Council and partners in two workshops, and outcomes to improve health and wellbeing and reduce inequalities in Torbay were agreed. The strategy builds on the Torbay Local Plan¹⁴ and the Joint Strategic Needs Assessment¹⁵, as well as workplans and strategic documents of the different working groups within the Council. The strategy was refined through public consultation April - May 2022. Key stakeholders have been engaged throughout the process.

How we will ensure delivery

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

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

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

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

¹⁴ Local Plan 2012-2030 - Torbay Council

¹⁵ https://www.torbay.gov.uk/DemocraticServices/documents/s99114/JSNA_Landscape_Final.pdf#:~:text=JSNA 2020 Background A Joint Strategic Needs Assessment,Community The JSNA helps local leaders to work

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

How we will measure success

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

TORBAY JOINT HEALTH AND WELLBEING STRATEGY 2022-26

RESPONSE TO PUBLIC CONSULTATION APRIL / MAY 2022

1. Purpose

This paper sets out the results of public consultation on the Joint Health and Wellbeing Strategy 2022-26 and outlines amendments made to the Strategy and next steps.

2. Background

The Joint Health and Wellbeing Strategy is a statutory requirement for all upper tier local authorities and represents the priorities and work programme of the Health and Wellbeing Board. This refresh covers the timeframe 2022 – 2026.

The Strategy sets out five areas of focus and six cross-cutting areas against which progress will be reviewed quarterly by the Board.

Public consultation on the draft Strategy was undertaken between 4 April – 16 May 2022.

3. Consultation questions

The consultation asked people to rate the priority areas in terms of their importance to them. They were then asked for their ideas on how the outcomes could be achieved, and for any general comments.

4. Demographics of respondents

92 responses to consultation were received. Demographics of respondents are summarised below.

The vast majority of people who responded to the public consultation are white and live in Torbay. Most respondents were either working full time or retired; a few respondents were working part-time or self-employed.

The age distribution of respondents largely corresponds to the population profile of Torbay, with many respondents being older and retired.

It is worth noting that people who were digitally excluded may not have equal opportunity to feed back on the Health and Wellbeing Strategy, although efforts were undertaken to publicise the consultation as widely as possible, and to provide paper copies of the consultation questionnaire through our partners where requested.

Figure 1 Where do people responding to the population live?

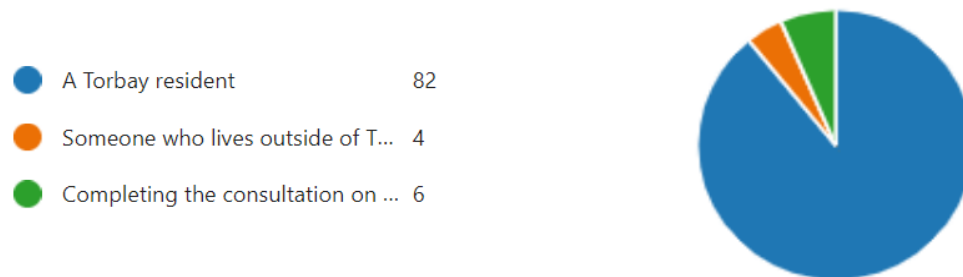


Figure 2 What age were respondents?

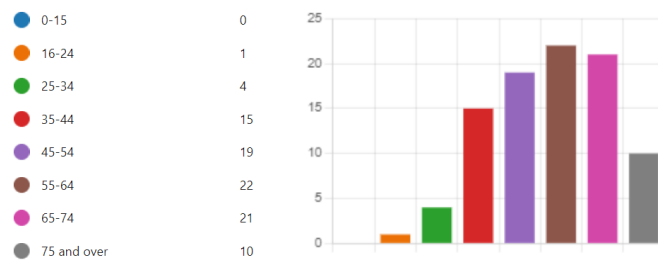


Figure 3 What was respondents' employment status?

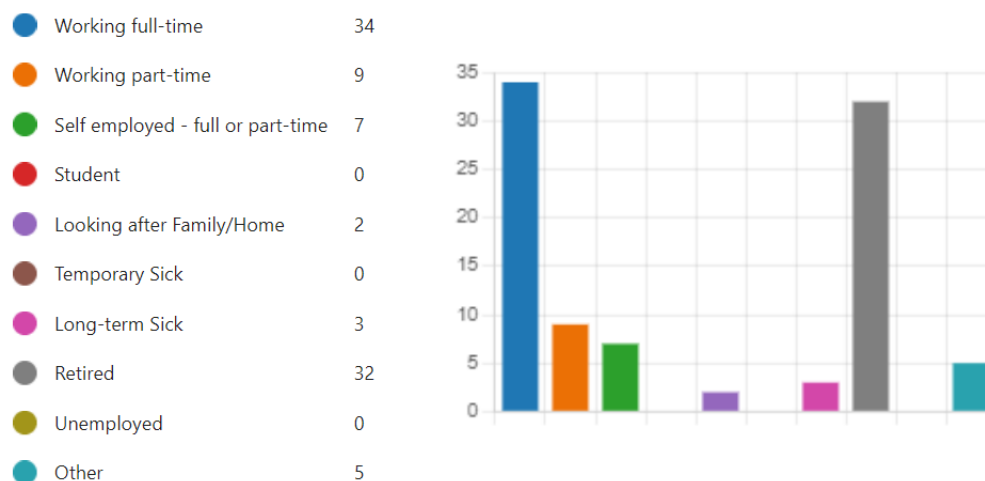
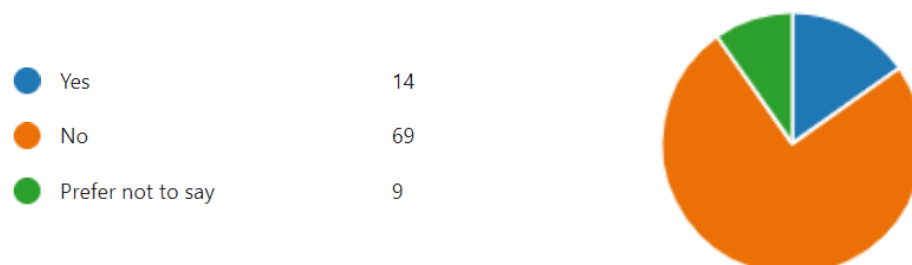


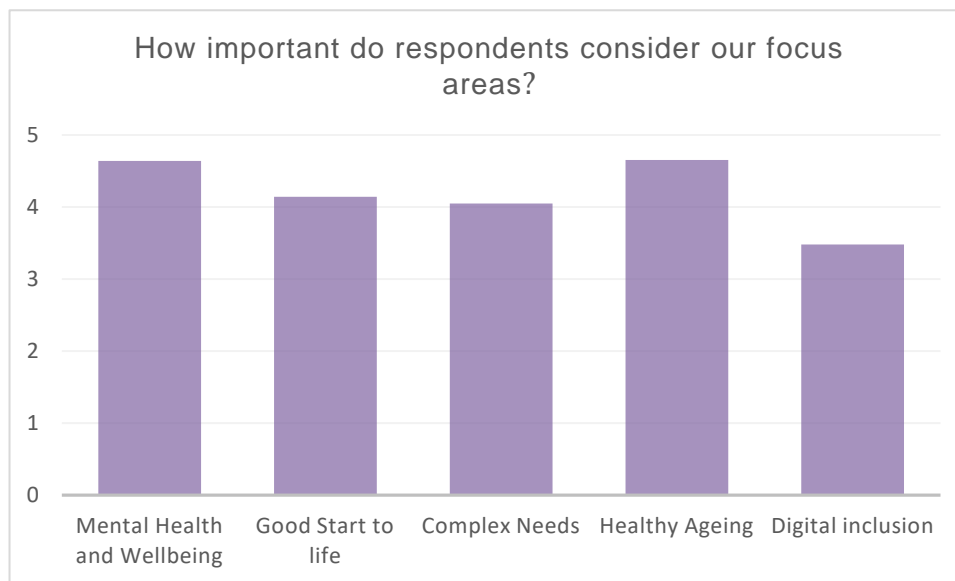
Figure 4 Did respondents consider themselves as disabled?



5. Responses to the Strategic priorities

The chart below gives an average for each priority area against a scale of 1-5.

Figure 5 How important do respondents consider our focus areas?



The five priority areas were widely supported by respondents, with mental health and wellbeing, and health ageing, receiving the highest ratings. These areas also received most comments.

The sections below provide a summary of the themes emerging under each priority area.

One general theme highlighted under a number of the priority areas was a lack of awareness of what is available to support health and wellbeing and the need for more help to navigate and access health and care systems.

Mental Health and Wellbeing

The most important points in this section relate to people feeling isolated and unable to access the help they feel they need.

People reported long waiting times to be seen by specialists, a lack of support for mild to moderate mental health issues. They asked for more transparency on waiting times and more clarity about the services (including voluntary sector services) on offer, as people felt finding information on what is available quite difficult.

Themes	Example quotes
General availability of support	“Fundamental to get mental health and wellbeing at the centre of what is happening within Torbay. I'm not sure that the current lip service and box

	ticking exercises actually make any difference to people in the bay.”
Support for mild and moderate mental health problems	““There is little support for people struggling but just coping with poor mental health”
Cost of support	“Feel that there is not enough free support to services, particularly as Torbay is such a low income area. Between Covid and rising costs both things will continue to take their toll on the community.”
Holistic approach needed	“Not enough joined up approach to tackle whole families as with any MH issues affects the family”

Suggestions received: (some already included in the strategy)

- Take a trauma informed approach
- Support carers better
- Focus on improving community safety as this impacts on mental health
- Promote walking for residents
- Access to sports and leisure facilities
- Access to therapists
- Ability to self-refer to counselling
- Clear mental health pathways and interim interventions while people are on waiting lists
- Providing good, permanent work

Good Start to Life

This section received fewer comments than Mental Health and Wellbeing and Healthy Ageing, which may partly reflect the age profile of the respondents. Many people commented that they felt this was important to support young families, but that they themselves did not have more insight into the problems as they were retired.

Respondents said they would value a family hub system with easily accessible help for young parents on a variety of topics including healthy eating, social workers, and benefit advice.

Some parents wished for some community child groups in the evening or weekend that working parents could join to get to know other parents and families.

Themes	Example quotes
Positive recollections of SureStart	"Bring back something like Sure Start, where local couples can be supported to learn how to become good parents"
Peer support	"More education is required for mums, practical information from women or men who have already raised families and have gone through life experiences"
Publicity and signposting	"[My] Daughter in law is new to the area – we need more advice on where she can go with her new baby"
Issues around transition	"Remember that adolescents need bespoke interventions and do not always fit into the family hub model"
Positive comments	"Already a good service"

Suggestions received:

- Better linking organisations and community groups
- Making access single point and easy so people know where they can go for help
- Providing a universal offer with targeted support for those who need it most
- Better communication between departments

Complex Needs

Again, fewer respondents commented on this focus area. The comments in this section concerned the impact of homelessness on the image of the Bay, or suggesting that more accommodation and support should be made available to tackle homelessness.

Themes	Example quotes
Need for partnership	"People with many challenges are not supported properly. They get passed from adult social care to housing to mental health and they all fight over who will help. The voluntary sector then have to pick up the pieces. Partnership working needs to be better. Trust between organisations is not there enough"
Wider impact	"There needs to be specific intervention to address drug and alcohol dependency/abuse, as this

	impacts not only on those experiencing it but on the whole of the community..."
Availability of affordable housing	<p>"Homelessness is a big issue in Torbay, I suspect the very high rents being charged by private landlords and the lack of affordable housing is not helping solve this issue."</p> <p>"Must reduce homeless need homes not hostels, need job opportunities"</p>

Suggestions received:

- Join up services across agencies and work with charities
- Provide day centres where people can get cups of tea, showers and rest
- Have soup kitchens/canteens providing free food
- Prohibit second homes while people struggle to find places to live

Healthy Ageing

Healthy ageing was an area respondents commented a lot about. Many comments were focussed around access to face to face appointments with the GP and concerns for the quality of care.

Themes	Example quotes
Travel and transport	<p>"Make roads, paths, the hospital grounds, supermarket car parks less bumpy and easier to use a wheelchair."</p> <p>"[We need] less traffic."</p> <p>"bus services are poor, there are so many obstacles for people who do not drive cars"</p>
Support for older carers	"I am a carer and need help not to throw in the towel as I age"
Spaces and activities	"Please focus on physical activities e.g. walking groups to allow people to meet new people and have the opportunity to explore Torbay in a group environment."
Access and signposting	"It can be distressing and confusing for families to navigate what support is available"

Digital inclusion	<p>"Older people need more non technological ways to access help"</p> <p>(also see digital exclusion for this point)</p>
Perceived lack of quality of services	<p>"This is very important. Some care homes don't look after the people that stay there some of the time. Basic needs must always be met. "</p> <p>"Too many of our elderly become institutionalised without being asked what matters to them!"</p> <p>"I need a better system for getting a GP appointment. Having to phone on the day at 8am and wait in a queue to speak with the receptionist is irritating"</p>
Perceptions of age and ageing	<p>"Need to stop stereotypes who says 55 is old?"</p> <p>"Get rid of ageism. Involve the younger generation to help. Keeping things young, allowing the inner child to come out"</p> <p>"We need to change the perception that everyone over the age of seventy has nothing to contribute".</p> <p>"We need opportunities for aged people to contribute to the people of Torbay."</p>

Suggestions received:

- Mailshot to every property with information on activities and groups for older people
- Promote healthy food options in cafes and restaurants
- Keep spaces around the city for relaxing and enjoying, not for more houses
- Free disabled car parking spaces
- "Small local hubs for chats, walks, gardening, sheds to fix things, cars, bikes, tools, to pass on skills to younger generation"
- "A new and popular example is the human library where people not books are loaned out. Older people have life experience to share it would be great to support... them to give"

Digital Inclusion

Many people raised difficulties in accessing digital services, either due to lack of financial means, lack of devices, or lack of technological knowledge. Some people raised being offline as a choice and said they would rather see people in person.

Others raised concerns about scammers when engaging with digital services.

It is important to note that people who were digitally excluded were probably less likely to participate in this survey, as most respondents submitted answers through the online route.

Themes	Example quotes
Access to healthcare	"Digital exclusion is an issue particularly in accessing health services"
Choice	"Some people do not want to be digitally connected, even if they have a device and can use it"
Support to access	"Improving digital literacy is important"
Face to face interactions are important	"Digital and health care, are you mad? We need people not IT" "We need to SEE a GP not a phone call without interaction"
Costs of access	"Home Wifi is prohibitively expensive for many people"

Acting on the responses we have received

1. Amendments made to the Strategy in response to consultation

- Addition and changes to the wording under Mental Health and Wellbeing:
 - The need for support to be holistic, needs based, and timely
 - More detail on the provision of training to skill up communities in promoting good mental health and broaching conversations
 - The importance of social engagement as well as physical activity to promote mental wellbeing.
- Additions and changes to the wording under Healthy Ageing:
 - The inclusion of social as well as physical and mental wellbeing in the context
 - Highlight on the importance of seeing ageing in a more positive way and valuing the contributions of individuals to society as we age
 - Greater focus on support for the wellbeing of carers
- Addition to the wording under Digital inclusion:

- Acknowledging the importance of ensuring face to face access to health and care when needed or wanted and maintenance of non-digital channels for people not able or wishing to access help or information digitally
- Change to the wording of the 'ask from other service areas' under Housing to make the recommendation more specific.

2. Inclusion of ideas received in the Strategy implementation

The majority of responses identify concerns or suggestions relating to individual priority areas. These are being shared with the programme leads to take forward through implementation. They also provide a very helpful beginning to an ongoing engagement with communities about what is important to them, as we work in partnership to improve health and wellbeing across the Bay.

The Health and Wellbeing Board will work together with the Torbay and South Devon Local Care Partnership to develop an engagement strategy that keeps local views and voices at the heart of our work.

3. Feedback to the public on the consultation response

A summary of the results of consultation will be shared publicly so that people can see the breadth of the response and how their comments and ideas will be taken forward.

Monitoring and ensuring delivery

An outcome framework has been created to monitor delivery of the Strategy. Each priority area is required to report on progress against key indicators to the Health and Wellbeing Board on a six monthly basis. In addition, quarterly 'spotlight' workshops will focus in more detail on the cross cutting areas and how all partners are working collaboratively to support delivery.

Publication of the Strategy

The Strategy is scheduled to be endorsed by the Full Council on 21 July 2022 and will then be published in final form.

Meeting: Cabinet

Date: 12 July 2022

Wards affected: All

Report Title: Adult Social Care - Annual Local Account 2021/22

Is the decision a key decision? No

When does the decision need to be implemented? For Information

Cabinet Member Contact Details: Jackie Stockman. Cabinet Member for Adult Services and Public Health. Independent Furzeham with Summercombe Ward. Mobile 07968979685, Jackie.Stockman@torbay.gov.uk

Director/Assistant Director Contact Details: Joanna Williams, Director of Adult Social Services. 01803 207175 or 07766 160574 joanna.williams@torbay.gov.uk

Author: Sharon O'Reilly, Deputy Director of Adult Social Services Mobile: 07919303192 sharonoreilly@NHS.net

1. Purpose of Report

- 1.1 The Government has asked that Local Accounts are put in place to offer councils the opportunity to share a common approach to the performance of adult social care. The Local Account for Adult Social Care sets out what we have achieved for local people in relation to adult social care by outlining our level of performance for last financial year and our commitment to future service delivery. It also outlines the details of our multi agency approach to adult safeguarding. This reflects the view of government that adult safeguarding as outlined in the Care Act, is on a statutory basis in the same manner that children's safeguarding is a statutory responsibility.

2. Reason for Proposal and its benefits

- 2.1 The Local Account summary is a public facing document that offers everyone across Torbay the opportunity to reflect on and celebrate the achievements made in the preceding year.
- 2.2 The detailed contents consider service delivery primarily through the experience of people who have received and benefitted from social care interventions made possible via partnership working between statutory services, public and private providers and the VCSEs.

- 2.3 This is a Statutory Annual Report that also reflects how the Adult Social Services Directorate, delegated to TSDFT have performed against National and local KPIs.
- 2.4 Specific attention is given to how allocated funds have been spent to ensure value for money is achieved.

3. Recommendation(s) / Proposed Decision

- (i) That the Local Account set out in Appendix 1 to the submitted report be approved
- (ii) To enable the Local Account to be published in accordance with Government requirements

Appendices

Appendix 1: The Local Account Summary 2020/21

Background Documents

None identified/required

Local Account Summary

2021-22



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Councillor Jackie Stockman: Cabinet Member for Adult Services and Public Health

We are celebrating some great work in health and social care this year, including some exciting innovation and a strengthened commitment to communities. This is despite the ongoing pandemic coupled with the very real, financial challenges being experienced by households and partner organisations across the whole of Torbay and the wider Devon area.

As demand for our adult social care services has increased significantly during 2020, we are continuing to work with an alliance of community and voluntary organisations to help us support people to remain independent in their own homes.

As well as all the activity which is detailed within this Local Account, we are supporting projects to help people manage debt, digital exclusion and food poverty. We are working hard to support residents in financial hardship and to provide extra accommodation for those in immediate need and fleeing domestic abuse.

We continue to work in partnership with Torbay Community Helpline to ensure we help as many people in need as possible. The helpline offers advice, information and referrals to a whole range of support in the community. We have worked with partners to prevent and respond to Covid-19 outbreaks in care homes and other settings across the Bay such as schools and businesses.

Our plans for the coming year include developing more extra care facilities for local people and continuing to support people with their mental health. Our partnership approach is at the heart of all that we do and the development of the Torbay Community Helpline is just one example of this. We will also be funding the Community Builders so that they can continue their excellent work in neighbourhoods across the Bay.

There remains a solid and real commitment to the people of Torbay from the Council and all of our partners and we will continue to work together to ensure quality is at the centre of everything we do.

Thanks to everyone who works in health and social care, both paid and unpaid.

Sir Richard Ibbotson and Liz Davenport, Chair and Chief Executive of Torbay and South Devon NHS Foundation Trust



We want to start by saying a huge thank you to everyone working in, and supporting, adult social care in Torbay. Whatever your role, whether paid or unpaid, you are helping us make a real difference and we are deeply grateful for your commitment and your continued efforts to support our shared vision for thriving communities where people can prosper.

Two years of the pandemic has had a significant impact on all of us and we know that those living in our most deprived coastal communities have seen an increasing gap in health inequalities. Our established partnership between health and social care services, now moving into its eighth year, has provided a solid and enduring foundation on which to build and develop further as we strive for better health and care for all.

Our Adult Social Care Annual Local Account gives us the opportunity to reflect on the successes and challenges of the past year in adult social care while recognising the progress we have made and identifying areas for further development. It supports us to share with you how we have spent our money and what the people who have used our services have said about them.

Our three-year Adult Social Care Improvement Plan makes sure that we are learning the lessons both from what has gone well and what could have been better and helps to embed the improvements we have made.

We passionately believe that the best way to care for people is by focusing on what matters to them, putting them at the centre of everything we do and integrating services around them. We believe that care as close to home as possible benefits everyone.

The stories shared in this document reinforce the importance of home and community and of listening to what matters to the people we support. We all need somewhere where we can feel safe, where we feel connected to others and where we feel valued. Helping people find a home or assisting them to stay in their home, supporting people with their choices about how they live, empowering people to achieve what matters most to them – this is priceless and this is the work that our adult social care teams are doing each and every day.

But they don't do this alone. Through working together and in partnership with local voluntary and community partners such as Torbay Community Development Trust, Healthwatch and many others too numerous to mention (but each uniquely valued) they are creating sustainable networks of care and support for people.

Over the past year, we have further strengthened our relationships with local and regional partners including NHS Devon Clinical Commission Group, Devon County Council, Torbay Council, Public Health England South West. The formation of the Devon Integrated Care System and the

continued development of the South Local Care Partnership will offer new opportunities to work closer together on the wider complex web of issues which affect people's health and wellbeing – housing, education, environment, and employment.

The future feels a little uncertain for all of us at the moment – there is a war in Ukraine, the pandemic continues, the cost of living is rising rapidly and many of our people are experiencing long waits for treatment and operations which is further impacting on their health and wellbeing. What gives us confidence is the way the established partnerships we have here in Torbay and the work we are doing together to reduce the health inequalities experienced by local people, improve health and wellbeing, and support the regeneration of the bay area.

Together we will build on the strengths we have so that we can co-create a brighter future for everyone in Torbay.

DRAFT

Jo Williams: Director of Adult Social Services



Welcome to the 2021/2022 Local Account Summary for Adult Social Care in Torbay which provides details of the performance and use of resources for this vital area of the Council.

We have the benefit of a locally integrated system, and are a partner in regional planning as part of the Integrated Care System. Nationally, it has been acknowledged that Adult Social Care is experiencing critical difficulties and that our model needs to transform and evolve alongside partners in order to survive.

The Adult Social Care Improvement Plan is being supported by a quarterly Board overseen by an Independent Chair with representatives from all the partners involved. The Board's role is to monitor progress on delivery, support problem-solving if delivery is not on track and to offer constructive challenge across the partnership. We aim to ensure that the right changes are made to secure better outcomes for local people.

We have much to be proud of in Torbay as we continue to build on our innovative approaches to maintaining the health and wellbeing of our communities. This Local Account provides details of what we have achieved over the past year – from supporting our carers to making the best use of technology; from supporting people with autism and learning difficulties to growing our own social workers. Within this document you will see first hand accounts of how we are making life better for our residents and their families.

We also have ambitious plans for our future and these are set out within the document. The continued development of the Torbay Community Helpline – one of the most positive things to come out of the Covid-19 pandemic – absolutely sums up our commitment to work with the community and voluntary sector so that our residents are supported by their communities, rather than needing to access statutory services.

That partnership approach will continue to be the central focus of our work as we go forward to meet the challenges that we face. We want to co-design and co-produce services that meet the needs of the people of Torbay so that Torbay, as a whole, can thrive.

It has been another extraordinary year and I'd like to thank everyone involved in health and care services across Torbay for their input.

The Vision

Despite the pandemic continuing beyond expected timeframes, colleagues from within Torbay and South Devon NHS Foundation Trust and Torbay Council continued to work together on the Adult Social Care Improvement Plan (ASCIP) that was referenced in the 2019/20 Local Account Summary. We remain committed to transforming how Adult Social Care is delivered in Torbay. We have built on the new ways of working developed throughout the pandemic and relationships with community partners have flourished as a result.

Our co-designed shared vision is becoming more embedded in everyone's thoughts and actions:

Thriving communities where people can prosper

Our mission statement continues to be:

Our residents can 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.

Why did we need an Improvement Plan?

The demand on the adult care system in Torbay remains high and indicators suggest it will only continue to increase due to our aging population, repercussions from the pandemic and levels of social deprivation within Torbay. The pandemic has demonstrated that old ways of working need to change to become sustainable into the future. We believe that the way we deliver social care will be better by adopting a community led and strengths-based approach where we can enable our communities to flourish and find their own solutions to the issues emerging. We remain committed to engaging and working with our voluntary and community partners and people who have lived experience in co-designing the future pathways which will ensure a robust service delivery that is fit for the future and for the people of Torbay. Our workforce has also remained engaged in developing a culture of embedding continual improvement which focusses on monitoring our own performance and seeking feedback from all involved so we can learn from experience.

Engagement and Co-Design

Torbay Council and Torbay and South Devon NHS Foundation Trust remain committed to developing services in partnership with members of our community who require the services and support we provide. Engagement and Co-Design remains a key priority for us during 2022/23 and we intend to build on the firm foundations created through the pandemic. Meaningful engagement continues to be sought wherever possible to ensure we can celebrate where things went well and consider how this can be embedded as future best practice. It is equally important to consider and address areas where identified improvements should be made and we are engaged with a developing programme which will ensure learning is put into practice. Throughout all areas where

improvement and innovation are being considered we are committed to engaging people with lived or living experience to participate in co-designing the future, in partnership with us.

During 2020/21 our communities benefitted from the partnership working that has emerged from the joint work arrangements we have made with the Learning Disability Partnership Board (LDPB). Working relationships have developed so well that the Treat Me Well Group is now closely entwined with the LDPB and the Learning Disability Ambassadors are helping to drive the agendas and work plans.



During 2021, Torbay Council has begun to work more closely with the voluntary sector, partnership organisations and people with lived experience to create services to meet the needs of people with mental health issues. We are working together to decide how best to invest £400,000 to support people and prevent further decline in their wellbeing. We hope to report more on this in next year's Local Account Summary. This is a really exciting time and progress continues to be made in this area with partnership working at its heart.

Adult Social Care – Torbay's Future



The Adult Social Care Improvement Plan (ASCIP) continues to support the vision of developing thriving communities in Torbay by delivering the strategic priorities, deepening integration with partners and promoting a strength-based approach throughout all conversations. The pandemic response necessitated everyone redirecting resources to ensure the overarching wellbeing for people living in Torbay. As a result, we began building collaborative relationships with partner agencies by valuing skills, knowledge and potential in all individuals and their communities.

We began our journey of innovation with the end in mind and identifying long-term opportunities that are starting to gain momentum. Together with our workforce and partners, as well as feedback from the public, we have created efficiencies within processes which has led to better outcomes for people who require support.

Our aims are to:

- Be effective
- Ensure staff and communities who are part of adult social care delivery experience good outcomes and positive impacts.
- Work within the assigned budget of adult social care in Torbay.
- Achieve the vision through delivering on the strategic priorities,

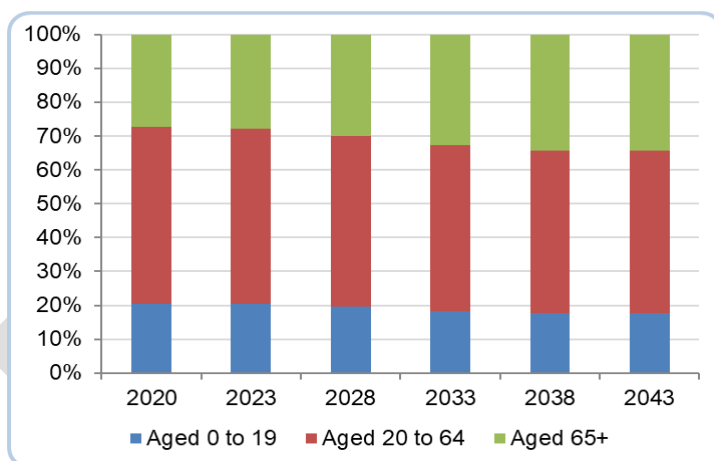
Building on the learning obtained during the Covid pandemic we have deepened our health and adult social care integration by working together and with partners to have embedded arrangements that allow for the speedy discharge of patients from hospital whilst achieving best possible outcomes for adults in Torbay.

We have committed time and effort to ensure our workforce continues to be legally literate and compassionate as they discharge their duties and responsibilities to the communities of Torbay. We remain committed to maintaining a fully trained workforce who are supported to meet the needs of social care which fits the ethos and vision of adult social care in Torbay.

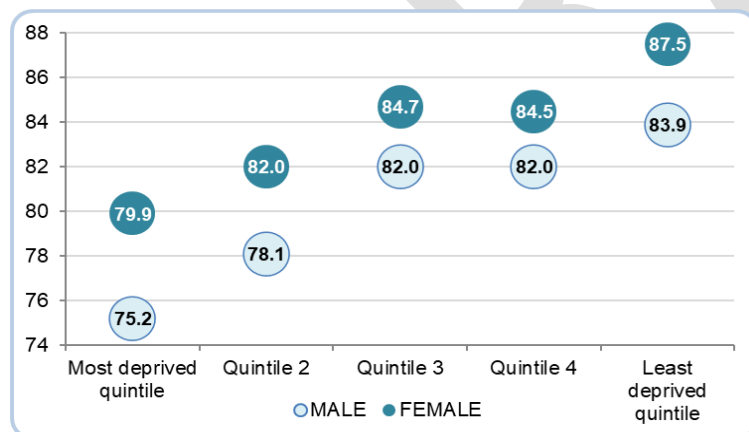
The Population of Torbay

The Office for National Statistics estimates that Torbay has 136,218 people living in our area in 58,500 households. The overall population in Torbay has grown by 1.3% in 2020 since 2016, this compares to 2.3% growth across England. 27% of our population is over 65 years of age which is set to increase to 34% over the coming 20 years. This is only a slight increase since 5 years ago, when this group represented 26%.

Torbay's population is currently projected to rise from 136,218 in 2020 to 153,088 by 2043. The proportion of the population aged 0 to 19 is projected to fall from 20% to 18% by 2043. Those aged between 20 and 64 are projected to fall from 52% to 48% by 2043, the proportion of those aged 65 and over is expected to rise from 27% in 2020 to 34% by 2043. The projected rate of fall amongst those aged under 65 is steeper than the projections for England as a whole.



Life expectancy for males is 78.6 years and females 82.5 years. This is slightly below the national average for the latest 3-year period. The average England life expectancy in males is 79.4 years and females 83.1 years. When compared to the South West, Torbay's life expectancy is approximately 1.5 years lower over the last 3 years for both men and women. The average for males in the South West is 80.3 years and females 84.1 years.



It is known nationally that there is a gap in life expectancy between the richer and poorer. For the period 2016 – 2020, life expectancy for men living in areas of Torbay that are amongst the 20% most deprived areas in England have a life expectancy of 8.7 years less than those men living in our 20% least deprived areas. For women, the gap is 7.6 years.

Data on early mortality in Torbay, those aged under 75 years, indicates that for causes of death relating to cardiovascular, cancer and respiratory diseases, in both males and females are in line with the England national average. When looking at liver disease, Torbay males are in line with the England average, however, the females have a lower mortality rate than the national average. Torbay is also reported as having lower than the England average rates for both males and females in the preventable causes category.

If Torbay was a village of 100 people...

5 would be aged under 5 

14 would be aged between 5 and 17 

8 would be aged between 18 and 24 

15 would be aged between 25 and 39 

36 would be aged between 40 and 64 

10 would be aged between 65 and 74 

12 would be aged over 75 



Over a third of children aged 5 would have one or more decayed or filled teeth



A quarter of four year olds would be overweight or obese



11 people would be living with long-term health condition or disability which limits their day to day activities a lot



27 people would live in a deprived neighbourhood and be likely to live for 6 years fewer than those living in wealthier areas



3 children would have special educational needs



23 people would be unpaid carers



11 people would be serving in the military or be veterans



2 people would not speak English as their first language



3 people would be victims of domestic violence (highest rate in the South West)



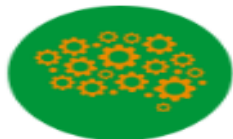
3 people would identify as lesbian, gay or bisexual



14 adults would smoke



1 adult would be admitted to hospital each year for alcohol related health issues



12 adults would have a diagnosis of depression



27 people would not have access to a car or other vehicle



48 adults would be overweight or obese



2 children would be in care (the second highest rate of looked after children in England)



On average, women would live to 83 while men would live to 79

Our adult social care people and teams

165

the number of people working in our adult social care teams

82%

are female

18%

are male

7

Arranging Care and Support team

41

Care Management Team (Paignton)

36

Care Management Team (Torquay)

12

Carers Team

7

Emergency Duty Service

10

Mental Health Team (over 65s)

14

Quality Assurance and Improvement Team and the Review Team

19

Rapid Response Team (southern)

9

Safeguarding Adults Team

1

Safeguarding Adults Board

12

Sensory team

13%

leaver rate (21 people)

10%

starter rate (17 people)

48%

of our people are over 50 years of age

48

is the average age of our people

96%

of our people are white

2%

are from BAME backgrounds

2%

have not shared their ethnicity

Progress during 2021/22

Throughout the pandemic operational pressures increased and the needs of the acute hospital have also been significant. This has impacted on the aspirations of the wider delivery of the Adult Social Care Improvement Plan (ASCIP).

Nevertheless through 2021/22 we have delivered the following successes:

- Created and implemented an interim workforce structure and adopted a Bay-wide approach to service delivery. This has led to improvements in performance as case load allocation has increased and waiting lists have reduced.
- Implemented numerous accessible training programmes which are driven by the needs of the services whilst ensuring that all adult social care staff are legally literate and compassionate as they discharge their duties and responsibilities.
- Embedded more robust governance and assurance measures to create greater transparency around performance whilst working to make performance data more accessible and reliable to help further monitor flow of work and embed quality measures. We are now able to closely monitor the length of time people remain open to social care staff and the activity that occurs to support the individual to reach their desired outcomes.
- Introduced more robust performance outcomes in line with the social work supervision standards and as a result, we are beginning to see an increase in strength-based practice.

Full transformation has not yet been achieved and there are still some major areas of improvement to be made including:

- Improving the brokerage function so we can access better value services for the communities of Torbay,
- Renewing the roles and responsibilities of the Quality Assurance and Innovation Team (QAIT)
- Embedding more robust contracting functions and oversight
- Developing a mechanism to monitor flow through adult social care and translate that into improved market management.
- Strength-based practice improvements continue to be a central driver for the overarching ASCIP for the remainder of 2022/23.

Specific attention will be focussed on the following areas:

- a. Review and Insights – enabling the team to continue to reassess support packages in a strength-based approach
- b. SPACE Learning Disability Reviews – continuing to support the Complex Care Service to work alongside our partners SPACE to reassess people with a Learning Disability who may benefit from a more person-centred and strength-based approach to achieving their desired outcomes
- c. Under 65 Mental Health – assessing residential and overdue support packages to deliver better outcomes for people receiving services.

- d. Continue to develop the size and skill set of the ASC workforce ensuring it is aligned with the social care functions they are required to perform whilst delivering a high-quality service to our communities.

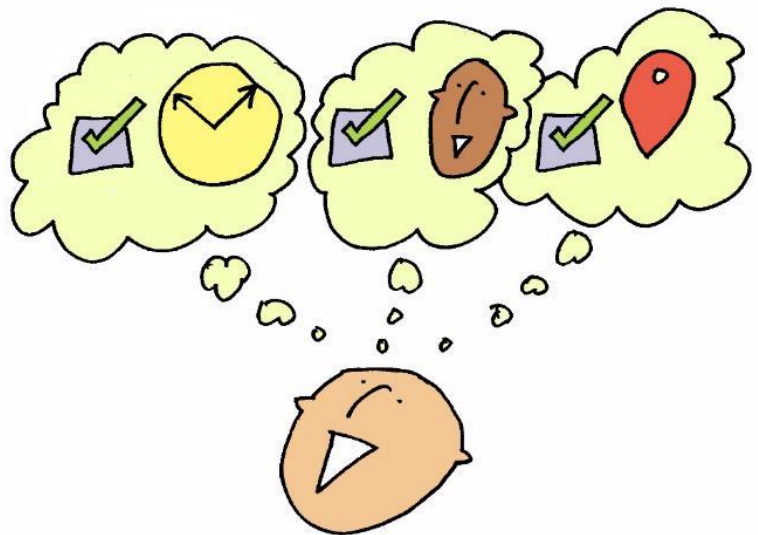
Focused effort will be placed on major areas where completion is needed ahead of other improvement activities to enable transformation. The following areas are including in this work for 2022/23:

- e. Review our current Operating Model, the Standard Operating Procedures and policies that support this model of delivery
- f. Completion of Phase 2 of the Adult Social Care Front Door including creating opportunities for Information, Advice and Guidance to be delivered earlier in people's conversations with us
- g. Developing our Direct Payments offer so that people can make best use of person-centred care planning
- h. Embedding the Social Care Reforms including the Care Accounts

Focus on Front Door, Gateway and Flow

During 2021/22 Adult Social Care (ASC) worked in partnership with the Torbay Community Development Trust (TCDT) and piloted a new initiative called the ASC Front Door. In the testing of this change, there were 656 people who consented to their query or request for support being transferred over to the TCDT Helpline. They received support from the Voluntary, Community and Social Enterprise (VCSE) sector. Of those 656 people who had a conversation with TCDT, 82% of people had their needs met

entirely by VCSE partners, 6% received a joint response with the VCSE offering some support and ASC also provided some paid for care and 12% have been referred into ASC for a Social Care Assessment. This initiative has supported the overarching objective of finding solutions with people where impact is demonstrated by engaging early, preventing further deterioration, and delivering good outcomes. The community has also been empowered to establish, increase, and consistently support asset-based working in Torbay.



Performance in 2021/2022

Adult Social Care receive a large volume of requests for support on a day-to-day basis. Our aim is to maximise people's independence and support people in the least intrusive way.

When comparing our performance data relating to contacts or requests for support, the figures for 2021/22 shows sharp increases. This is because we have made changes to improve our accessibility to the service and recording processes. We have been working closely with the VCSE and internally with our NHS colleagues to implement the 'Discharge to Assess' Government guidance. Analysis shows us that the true increase for requests for support is approximately 10% up compared to 2020/21, however, with the improved system recording we intend to use the 2021/22 figures as a new baseline.

As part of the service's improvement plan and in preparation for the ASC reforms to be implemented in 2023, we have started investing resources into improving our systems and the quality of the data produced. This will ensure it meets both organisation's data quality objectives to produce accurate, reliable, and timely information to improve future decision making and also enable us to deliver against the aspirations of the Government's 'Build Back Better' white paper.

Adult social care is provided by Torbay and South Devon NHS Foundation Trust and commissioned by Torbay Council. We support adults who have care needs to be as safe and independent as possible.

Performance at a glance:



8,420

requests for support were received compared to 5,407 in 2020/21



771

people received one-off support compared to 443 in 2020/21



2,226

people received Short Term Reablement services to help them gain independence compared to 1,275 in 2020/21



1,092

people started to receive an ongoing support service including community activities compared to 544 in 2020/21



2,128

people did not go on to receive a service for a variety of reasons (pay themselves, not eligible etc) compared to 2,136 in 2020/21



100%

of service users received community based social care services through self-directed support



4,747

carers are on Torbay's carers register - we assessed and reviewed 1,355 carers in 2020/21 and provided 678 carers with Direct Payments



386

people with mental health issues were supported by services compared to 343 in 2020/21



92

people aged 18-64 with learning disabilities are living in residential or nursing accommodation compared to 93 in 2020/21



3,152

adults received long term support services last year – 37% are aged between 18-64 and 63% are aged 65+



1,775

people received home care support to enable them to stay in their own home compared to 1,729 in 2020/21



949

people were in permanent residential placements during 2021/22 compared to 930 in 2020/21



1,871

people were directed to other types of help and support including community activities compared to 1,921 in 2020/21



423

service users received direct payments compared to 482 in 2020/21



998

safeguarding concerns were raised. This represents a 9.1% decrease in the 1,098 safeguarding concerns raised in 2010/21

The data relating to Permanent Admissions to res/nursing care (Appendix 2 ASC 2A p1) for younger people would seem to suggest a percentage increase from 17.7% in 2020/21 to 27.2% in 2021/22. The large increase seen in this KPI (54%) is predominantly due to system and reporting changes as mentioned previously however it is helpful for people to be aware that the numbers behind this increase are relatively small; In 20/21 we reported 13 permanent admissions and 20 permanent admissions in 21/22. Further analysis using the new methodology on the 20/21 data would suggest that the true increase in this KPI would be closer to 5% which equates to only 1 additional admission. Work across the Adult Social Care and Children's SEND teams continues to be beneficial and the number of longer-term placements has been significantly reduced as a result.

Annual Survey

Every year adult social care services across the country carry out an annual user satisfaction survey. The questions are set by central government and help us ascertain the experience of adults in receipt of support. The results of the survey help us inform our future priorities and identify any areas for needed improvement.

Central government made the survey discretionary in 2020/21 and as a result only 18 authorities submitted their results compared to the usual 147 contributors. The national benchmarking data is

published in the autumn each year. Below is a selection of our provisional 2021/22 results and where we estimate our performance to be based on historical national benchmarking data.

When looking at our results compared to last year, we can see that there has been a drop in performance across many of the survey questions. We will not know until we are able to compare these figures with the national benchmarking information if this is isolated to Torbay or a recognised national trend and an effect caused through the pandemic.

In total 402 completed surveys were returned which showed that 67% of service users said they were overall satisfied with the care and support services they receive. Historically, we have reported similar figures which indicates the service is likely to remain in the top quartile for England.

85% of those of who completed the standard survey rated their quality of life as alright or better, this was a slight drop compared to the 91% response in 2021.

When asked about their safety 64.8% of respondents said they feel safe. This is a drop compared to our previous year's performance of 72.2%. Nationally, it is recognised that due to COVID residents accessing services have felt more isolated.

85.2% of respondents said the services they are using makes them feel safe and secure. This is an improvement compared to the 2020/21 result 81.6%, however, historical insight indicates that we are likely to remain below the national average in England for this indicator.

72% of respondents found it easy to find information about our services. This is a slight improvement compared to the previous year. To build on this service, we are continuing to invest on ways to improve this indicator and this forms part of the ongoing Front Door, Gateway and Flow project referenced on page 17

We saw a drop in the percentage of respondents who said they feel they have control over their daily lives. 78.9% in 2021/22 compared with 85.1% in 2020/21. Although there is a drop, the performance indicators the figures are likely to be in line with the England average.

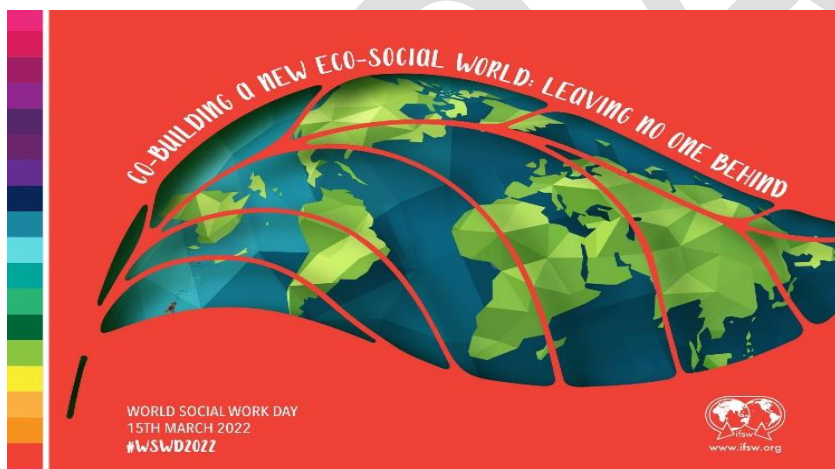
Principal Social Work Annual Review

Audit

We have further developed and implemented a standardised and well-structured audit process that has been embedded across key areas of practice in Adult Social Care. Each month a group of Community Service Managers and Specialist Leads meet with a rotating group of senior Social Workers to undertake a thorough review of current practice in Adult Social Care. This enables a quality oversight of practitioners' recordings, but also widens the senior management oversight of processes and procedures. We are taking the learning from these audits and translating the outcomes into improved practice across the wider Adult Social Care workforce.



World Social World Day



The theme of World Social Work Day this year was **Co-building a New Eco-Social World: Leaving No One Behind** and to celebrate, Torbay and South Devon NHS Foundation Trust highlighted the pivotal role that social work colleagues play in helping to deliver its integrated health and social care services.

We hosted our event at the Grand Hotel in Torquay as part of an international initiative bringing together social work colleagues and partners from across the communities they work within. The aim was to contribute to a set of values and principles that address inequalities while living in balance with nature and protecting the planet.

The feedback following the event clearly demonstrated this was a great success with many social workers saying they were grateful for the opportunity to celebrate their profession and connect with other social workers and professional partners.

The event focussed on the effects of the pandemic on our community links and considered how we might further develop this. Using a World Café action learning set format, we had an energetic

and interactive day where we heard the voice of our local service providers, included the VCSE sector, commissioners and people who use our services including young adult carers.

Deputy Director of Adult Social Care, Sharon O'Reilly, said:



"We were one of the first NHS trusts in England to integrate acute hospital care, community healthcare and adult social care.

By changing how we deliver health and social care services, we have been able to put people at the centre and integrate services around them, working with their families and our partners to provide support and care that is timely, accessible, personalised, and compassionate.

Our social workers are an essential part of this collaborative approach and World Social Work Day is an opportunity to say thank you to them for their contribution to supporting and empowering children, adults, and families to make important choices about the direction of their lives.

I would also like to commend the teams on their commitment, resilience, and creativity during the pandemic".

Operational oversight and links with Professional Practice

One of the benefits of working in a smaller local authority is the opportunity to work more closely and collaboratively with other neighbouring organisations and directorates. It has become apparent since the implementation of the Adult Social Care Improvement Plan that links between finance, operations, commissioners, and our local communities need to be much improved. We have therefore implemented whole service meetings and, as a result, we are starting to see a more streamlined exchange of information that is more meaningful, relevant, and current. The newly structured meetings allow for full engagement across the organisation, it also develops trust, builds camaraderie among the team members, boosts morale, and helps employees stay engaged in the workplace. Our partners are invited as key note speakers/advisors and as subject matter experts, this has enabled our staff to hear first-hand issues of any financial pressures, as well as looking at market shaping and how we can further develop better long-term services to meet the needs of the people of Torbay.

Apprenticeship degree and Assessed and Supported Year in Employment

We have moved our "in-house" Social Work degree over to the apprenticeship programme which is fully funded by the Trust's Apprenticeship Levy. Staff have been successfully recruited onto this programme and as such we are able to ameliorate our recruitment issues by committing to 2-3 students each year who will qualify as Social Workers. The Social Work Degree Apprenticeship contributes to widening participation and a new means of social mobility – which goes hand-in-hand with social work values. Apprenticeships work to break down some of the barriers to disadvantaged individuals being able to attend university. For example, employers or employer

levy will pay the tuition fees and apprentices are paid a working wage throughout studies, too – avoiding having to take an unpaid gap while accruing tuition fees at the same time. Plus, apprentices then already have a job after graduating.

Cav Kirby, one of our “Grow your Own” social work graduates:

“When I made the decision to move into the adult social care field 13 years ago, I had no idea what I wanted to do with my career. For me, at that time, I had heard that working for the NHS guarantees a pension and would be the next, logical step for someone working as a carer in the community.

Reflecting back, going to university to become a social worker at a young age wasn’t something I had planned out and I can’t remember a time where being a social worker straight from leaving higher education was an interest or option for me.

As the years have gone on, my interest in becoming a social worker was formulated through the many different experiences and situations I had witnessed and been part of; whilst also being able to speak with colleagues and social workers already in post over several years.

Only by having these experiences throughout my late 20s and early 30s was I able to see that completing a social work degree and being part of the profession was something which I had great interest in.

Thankfully, I was able to undertake this training through the Trust and Open University as a mature student, without this I would never have found my calling as a social worker!”

We have eight Senior Social Workers who have all worked from being un-registered staff to qualifying, and now hold senior positions, including our Community Service Manager for ASC and our Triage lead.



Policies

We have recently undertaken a full audit of our policies and as such have aligned them to our neighbouring partner’s policies and procedures to ensure consistency and ease of access. Together, policies and procedures provide a road map for day-to-day operations; they ensure compliance with laws

and regulations, give guidance for decision-making, and streamline internal processes. During the year ahead, we want to continue to develop and strengthen some of our standard operating procedures (SOPs) We want to develop continuous improvement methodologies to ensure we keep at the forefront of innovation and to look at ways in which we can improve and deliver better products and outcomes for the people we serve across our communities.

Training

7 Minute Briefing (7MB) have been tested and trialled across the organisation for over 12 months now, and as such have become a key standard operating procedure in how we disseminate and communicate key areas of practice and any associated changes in legislation, policy etc. Some of the most recent 7MB 's includes, but not limited to are: Mental Capacity Act. Independent Mental Capacity Advocacy. Liberty Protection Safeguards. Undertaking a Mental Capacity 2005 Act Assessment. Deprivation of Liberty in a Domestic Setting, Hospital and Care Setting. Advance Decisions to Refuse Medical Treatment. Ordinary Residence, the Homelessness Reduction Act. The feedback is positive, and the workforce agree that committing seven minutes is manageable in most services, and learning is more memorable as it is simple and not clouded by other issues and pressures.

Core Capabilities Framework for People with Autism and Learning Disabilities

Adult Autism Strategy

We have delivered training for all frontline public service staff, in line with their job role. The training is inclusive of specialist training for staff in health and social care. Our ASC internal interim strategy, and objectives are representative of the new strategy, 'Think Autism', which was published in April 2021 that fully supports the implementation framework. We have already implemented the "Bitesize" pathway that supports Tier 1 and 2 of the Core Capabilities Framework for Supporting Autistic People, furthermore we have developed and implemented Tier 1 and 2 of the frameworks for Supporting People with a Learning Disability.

We are working collaboratively with other organisations, such as Devon Partnership NHS Trust and University Hospitals Plymouth NHS Trust in the co creation of a training and development framework that will further support our workforce; this will be underpinned by a partnership agreement and guiding principles, including governance arrangements.

Legal Literacy

During 2021 we developed and implemented a new legal literacy training pathway. The pathway is accessible across the entire organisation, including our partners and key stakeholders. Our collaborative approach enabled us to deliver a series of large events/ seminars with some of the top leading experts in Social Care law across the country. Webinars were delivered across wide ranging subjects such as the Mental Capacity Act: Assessments & Best Interests, Deprivation of Liberty Safeguards, and the new Liberty Protection Safeguards: what this means for practice and Safeguarding Adults and the Human Rights Act. The learning resources now available include video recordings, case studies, comprehensive presentations and interactive quizzes that further supports reflective practice and ways in which our workers can evaluate their knowledge and indeed use the outcomes to enhance professional knowledge and develop practice skills.

Train the Trainer programme and toolkit for Carers

During 2021 we developed and implemented a bespoke blended Train the Trainer/ Facilitation Skills programme for carers to share across the Integrated Care Organisation which includes primary care services.

Risk enablement training pathway

The content includes, videos made of two interpretations of undertaking a risk assessment, presentation, risk enablement assessment/quiz and a pathway flow chart.

Epilepsy training pathway

We now have an up-to-date Epilepsy pathway readily available for our staff. A 7MB briefing has also been developed to help staff navigate around the services in the event of a referral or request for any advice and guidance.

Post Qualifying Standards Supervision (PQS)

The post-qualifying standards for social work supervisors in adult social care development pathway is an employer-led programme of support and assessment against the post-qualification standards. The eight standards are currently being developed into a flexible rolling programme, and as such has been mapped against Skills for Care and RiPfA resources. There is a series of face-to-face workshops throughout the year that aims to support our first cohort to successfully meet the standards, including formative/summative assessments.

Research in Practice for Adults

Working collaboratively with Research in Practice in supporting our workforce in understanding the impact that our services are having. The evidence-informed approach is central to research and evaluation. The successful commissioning of RiPfA will see a mixed method approach to evaluations, incorporating evidence collection techniques. This includes interviews, focus groups, observations, case studies, surveys, and statistical analysis of administrative data. The future planning will fully support a series of workshops of our choice that will be centred and themed around the training needs of our organisation -thus to maximise impact and outcomes. The workshops will also build in-house capacity in research methods, develop a 'Theory of Change' or 'Monitoring and Evaluation Framework'. Analysis and interpretation of service level or administrative data and the creation of tailored tools to support long-term monitoring of our impact.

Providing Safe Quality Care and Best Experience

Focus on Mental Health

During 2020 and 2021 the Adult Social Care Mental Health Services have worked successfully with partner organisations and wider networks to successfully support people with mental health problems and those living with dementia, and their carers.

The team have delivered compassionate strengths and asset based social work and social care interventions despite the challenges of the pandemic.

Colleagues within the team have readily adapted to hybrid and new ways of working to deliver legally literate, trauma informed and recognised goal-based interventions. The team has a clear vision, strategy, and culture to consolidate learning from experience in order to adapt to the changing needs of older adults and the economic market.

Care providers have been supported by the team to ensure placed people have been safeguarded with a wide range of Covid safe innovative offers, including targeted outreach approaches to ensure options available are inclusive and personalised to people living in Torbay. The Torbay Care Home Education team commenced a 12-month pilot during this period with the aim of further integrating health and social care to improve and assure quality and putting people living with dementia at the very heart of the service. The dedicated jointly funded (Health and Social Care) manager offered further leadership within this initiative and established a virtual hub of provision that could be delivered across Torbay. The hub works in partnership with the Quality Assurance and Innovation Team (QAIT), the Home Visiting Service and Intermediate Complex Care Team to support facilitated discharges from general hospitals back into appropriate care settings or the person's own home. The hub has delivered home based dementia care by enhancing the educational elements available through the Care Homes and Education Support Team (CHEST) provision. CHEST has been available to Residential and Nursing home providers across the Bay for several years, receiving positive feedback and successful results.

Other key achievements have seen social care and health collaborate, as tests of change, on supporting early facilitated community discharges for older adults back to the community from general hospitals and specialist wards by supporting both residential and nursing providers to meet the complex needs and high-risk people with functional and dementia presentations may display. The team has worked collaboratively in Torbay with the Devon Partnership NHS Trust Older People Mental Health Home Treatment Pilot with the aim of avoiding admissions, supporting early facilitated discharges, reducing inappropriate requests for Mental Health Act assessments.

Margaret's story

Margaret is 85-year woman had a diagnosis of Vascular Dementia with complex physical and mental health needs, she lived in her own home and had a good supportive family network, particularly her daughter who lived locally who would visit daily after work.

Margaret was referred to the Older People Mental Health service due to a breakdown in her care at home support package. Her support needs had become such that she needed a specialist hoist and for this to be a safe and deliverable provision in her own home, double handed care would be required to sustain this. Without this provision Margaret was at risk of needing an admission to a residential care

Margaret wanted to remain in her home and enjoyed a good relationship with carers. Margaret had previously had respite for a few weeks in a care home and didn't like it as a result she deteriorated and showed signs of Behavioural and Psychological Symptoms of Dementia and wanted to go back home.

Margaret required four visits daily which were double handed as well as a night sit every evening. Due to the difficulty in trying to source the care and Margaret's dementia deteriorating the option of going into a long-term placement looked highly likely.

Margaret's daughter who holds Lasting Power of Attorney for health and welfare decisions didn't want her Mum to go into a long-term placement as Margaret was so happy at home. At this point the Social Worker investigated Live in Care options. The agency that was already providing care were able to provide the live-in care which meant that, Margaret had someone with her 24/7 to meet all her needs. Margaret also continued to have continuity of care which was vitally important to her.

Shortly after the live-in care started, the carers reported a big change in Margaret whereby she appeared happier, and her mobility began to improve. At this point an OT assessment was requested to re-evaluate the use of the hoist. Margaret had improved so much that she no longer needed the hoist and support could be reduced to single handed care. Margaret is currently very happy living in her own home with 1 live in carer. By working in a person centred, strengths-based way the social care staff member was able to ensure that Margaret's wellbeing was maintained and that her voice was heard, and appropriate actions taken to support her wishes and improve her quality of life and general wellbeing. Equally her wider family felt supported and that their voices were heard. The family were really appreciative of the social care team's intervention which enable Margaret to continue to live independently in her own home.

This showed very effective communication skills, to reach an outcome that was person centred rather than service led. Under the current climate with so many pressures on resources, this case demonstrates that thinking creatively, asking questions, and negotiating with providers can provide solutions, outside of "the norm" to the greater benefit to people who require service and their families.

Dylan's story

Dylan is in his thirties and has complex mental health needs including schizophrenia and Asperger's and was living in a residential care home, with stable mental health, for

six years. He had hopes and aspirations for his future and wanted independence but acknowledged he has been living in fear and remained in the care home because it was what he knew.

However, Dylan's family was worried his mental health would deteriorate if he left the care home. The Torbay and South Devon Community Mental Health team felt Dylan had scope to be more independent and discussed with the family and Dylan how he could transition to more independent living, without compromising his mental health.

Dylan now lives in a supported living placement with his own room, a shared lounge, kitchen, and bathroom and has background enabler care workers during the day. He has a voluntary job, goes to the gym, swims, attends a chess club, and is about to do a mindfulness course. He aspires to study at college.

Through an integrated approach to his care, Dylan has replaced his formal support network of care and is building his own informal support network in the community. Dylan, like many people, still has challenges, needs guidance and support, but he is now living more independently.

Patricia's story

Patricia is 71 with a diagnosis of depression and has lived in a residential care home for 12 years. Last year, she expressed that she would like to move out of residential care and live more independently. Patricia was supported with her request and was moved to live in a flat, as part of an extra care housing scheme.

The social worker who helped Patricia was able to challenge assumptions around age allowing Pat to achieve her much desired return to independent living in the community.

Although Patricia receives care visits, she is taking responsibility for tasks such as cooking and cleaning, travelling on public transport and is now attending church, something that she always loved doing.

"I much prefer living in my new accommodation. I felt institutionalised living in residential care, and I wanted to move out for a long time. My social worker supported and listened to me and was able to put my wishes into practice."

Focus on the Transition team

Over the past 12 months the specialist transition team has evolved and now has 7 members consisting of a manager, social workers, and skilled non-registered staff members.

Close links have been developed with Children's services, Education and Mental Health services. There are now weekly transitions panels to consider a young person's aims, hopes and aspirations when they reach adulthood. The transition team work within a strengths-based approach aligning their assessments and support with the preparing for adulthood guidelines promoting health, education, employment, independence, and community inclusion. The team work flexibly to ensure their care plans are outcome based which includes reviewing a situation when it is right for the young person rather than on an annual basis.

Our aims are:

- To ensure that everyone involved in a young person's preparation for and transition to adulthood have the information they need to assist in making the right decisions at the right time.
- To engage in person-centered and restorative planning for all young people with special educational needs and disabilities, to ensure that these young people have a positive experience of transition to adulthood.
- To support all young people, we work with to prepare for independence through ongoing planning.
- To consider the views of young people, parents, and carers in reviewing the transition process and ensuring that the transition into young adulthood is an effective and positive experience.
- To empower young people to develop their own independence and to ensure that they have hopes and aspirations for their future.
- To work jointly with partners from education, health, and social care to produce good quality transition plans for young people.
- To ensure that young people with additional needs are supported to have the same opportunities as their peers to achieve good health, a sense of wellbeing, employment, education, independent living, community identity and interaction whilst developing a sense of security and purpose.
- To ensure that young people, their parents or their carers have the information they need to make good choices.
- To ensure that young people, their parents or their carers know who to reach out to for support.

What does 'good' preparation for adulthood look like?

Planning for transition should:

- Evidence consistent and effective joint working between Children's Services and adult services.
- Be a process during which children and young people have received relevant support and guidance at a minimum from the age of fourteen.
- Include planning for independence which is clearly considered within care planning for young people throughout their intervention with Children's Services.

- Identify and assess current but also potential future adult need as early as possible.
- Ensure that young people, their parents and their carers are not left without support as the young person approaches their eighteenth birthday.
- Ensure that young people, their parents and their carers have access to appropriate and relevant information, support, and guidance.
- Consider any learning needs or issues relating to capacity in respect of the young person, their parents or carers.
- Remain focused on safeguarding the young person's wellbeing as a paramount consideration.
- Include pre-transition activity where possible.
- To take into account a systemic consideration of the needs not only of the young person, but also of their parents or carers.
- Promote independence.
- Be a process in which young people and their families or carers feel involved, listened to and respected.
- Reflect the learning from feedback of young people, their parents and carers.

A story of three friends

Following a team conversation, they realised three of the young people being supported by the Transitions team were close friends, each were having their support needs delivered by the same company. Following discussions with these young people it was agreed that their support would be shared, and they would all work with the same enabler. This arrangement supported their friendship and enabled them to enjoy social activities more as they participated as a group. The aims are to continue to support these three young people to meet on their own and pursue areas of interest.

Jon's story

Jon is a young person who transitioned into adulthood, was receiving a very restrictive support package that amounted to 1-1 support consistently throughout a 24-hour period every day of the week. The Social Care professionals within the Transitions team applied the Mental Capacity Act legislation and a strengths-based approach alongside Jon which helped him secure and move into supported living.

In this environment he was able to receive more autonomous support which provided him with the freedoms so desired by young people whilst still ensuring he was able to have his support needs met.

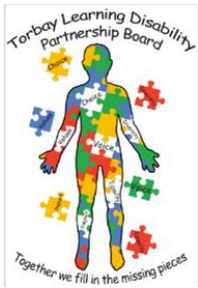
Focus on Learning Disability

During 2020/21 Torbay launched its [Market Position Statement](#) with the aim to achieve the following outcomes:

- An increase of 50 units of self-contained supported living, sheltered housing and/or Extra Care for people with learning disabilities, in line with the Housing Strategy 2017. One third of people over 45 with a moderate or severe learning disability, and one third younger adults (under 35 years) are living with parents. We want to ensure there is appropriate accommodation and choice, so people can have planned transitions towards independent living, and avoid unnecessary entry into residential care wherever possible.
- Increased Quality Assurance support for supported living providers and the consequent improvement and monitoring of the quality of support and tenancies.
- A reduction in the number of working age adults with LDs in long-term residential settings (currently just over 70 adults). Residential settings by their nature, do not usually maintain or increase self-determination, control, citizenship, or enable community inclusion and natural circles of support.
- The development of an outcomes commissioning framework for the development of daytime activities/services which offer more choice, develop community inclusion, and deliver more aspirational outcomes.
- Greater housing choice particularly self-contained Supported Living, sheltered housing, Extra Care and access to general needs housing.

Learning Disability Partnership Board

The Torbay Learning Disability Partnership Board (LDPB), launched in December 2019 has continued and been supported and led by the Learning Disability Ambassadors who act as self-advocates. The Ambassadors ensure that people with learning disabilities are involved in decisions about all new services, strategies, and policies. The following is their contribution to the Local Account Summary.



The Partnership Board is about working together with people on the Board from different organisations including health, social care, education, carers, and local groups like Mencap.



The Partnership Board meets 4 times a year and the minutes from the meetings are available for people to read. The meeting is co-chaired so that people with learning disabilities hold equal power and control with their professional colleagues.



The Ambassadors support the work of the Board and are people with lived experience. Their job is to share things with the Board which people with learning disabilities are talking about and which are important. They also check that work is being done as agreed and take information back to their peers.



Jamie shared his story about his experience with social care services. He was in a long-term relationship which ended after 13 years and he sofa surfed for 3 months. He was allocated a social worker who helped Jamie apply for housing and to complete a support plan.

Jamie secured a one-bedroom flat until he was given custody of his daughter which then led to his search for a two-bedroom property.



Jamie and his daughter moved in to a two-bedroom flat in December 2019 and both receive allocated support hours along with respite for his daughter. Jamie was pleased that he could complete courses about safety for them both and he values the support he receives which enables them to live well and to be happy.



Jamie would like to share his thanks with everyone who has helped them get to a good, happy place in their lives.



The Ambassadors have worked with the Torbay Treat Me Well group to look at Reasonable Adjustments and created an example of an accessible easy read menu that can be used to assist patients in hospital with choosing meals.



The Ambassadors enjoy their involvement in the work of the Partnership Board.

“I enjoy getting together and working with friends”.

“I am honoured to do something to make changes happen, I think we are making changes”.

Focus on Autistic Spectrum Conditions and Neurodiversity

Torbay Advice Network (TAN) has been commissioned to support neurodiverse people and their family carers to have increased knowledge of entitlements to benefits and improved access to support with appeals. TAN's supported pathway also includes advice, support and assistance with housing related benefits, Discretionary Payments as well as signposting for additional support needs such as housing rights, options and legal support.

TAN has also helped many people receive more support to obtain and maintain employment through advice and guidance with Reasonable Adjustments and Access to Work Schemes. This covers support such as providing Reasonable Adjustments (RA) letter templates as well as assisting people to write their RA request. Guidance is also provided on the Equality Act 2010 as well as support for people to apply for Access to Work Schemes for employment.

The Ambassadors are supported by Devon Link-up to talk to others and share any news from the Learning Disability Partnership Board (LDPB) as well as gather common issues to raise at the LDPB.

The issues closest to people's hearts are housing, support services and health. People want greater choice about where they lived with more self-contained supported living accommodation that provided person-centred care. The views of people with learning disability have been incorporated into the market development plan.



Paul's story

Paul is a 22-year-old male with Autism. Paul was seeking employment advice having been referred to a Department of Work and Pensions (DWP) dedicated provider for assistance with job applications which had not happened.

TAN supported Paul with arranging the initial meeting with DWP to discuss options available and explain Paul's concerns and support needs. Following this, TAN supported Paul with identifying applicable jobs he was interested in, helped review his job applications, including framing his specific requests around reasonable adjustments for any interviews offered. Paul has subsequently been offered an apprenticeship opportunity from one of the job applications TAN assisted with. As Paul was unable to walk to work due to the distance involved, TAN has assisted him to make an Access to Work application to request support with taxi costs. Paul would experience extreme trauma, anxiety, and stress if he had to use public transport due to the large numbers of people, noise, unknown familiar environment, proximity

of strangers, etc. The application was successful, and a grant was awarded which enables Paul to accept the employment offer and he is really enjoying the experience.

Dimensions for Autism (DFA) facilitate support groups for autistic people. DFA have two online support groups at least twice a month, this is to support individuals that do not feel able to attend real life events at present. DFA Torbay members are free to attend any online group, regardless of where they live in Devon. Throughout the pandemic the group have met on line providing much needed support to one another. This group provides a vital platform for people to share interests and hobbies and speak about day-to-day matters that maybe affecting them.

Rob's feedback

I am a 30-year-old male who wants to contribute my life experience. As someone who receives support and information for my Autism Spectrum Condition, I feel it is important that in Torbay, adults 'with' autism are not feeling side-lined from decisions and services 'about' autism. My decision to join an autism group in Torbay supports me to engage with issues that autistic persons frequently face. Accurate representations of Autism Spectrum Condition are very difficult to put into a framework that is accepted by all autistic persons, as we vary enormously in presentation and ability, but it is our aim that by meeting as a group of autistic persons in Torbay we achieve meaningful narratives that express our experiences and participation in society. The group in Torbay provides visibility for those of us who are autistic - and this is important that we feel seen and recognized, as; without providing opportunities for positive engagement, adults with the condition can especially feel forgotten and discarded.

During 2021 we commissioned the National Autistic Society to provide some training aimed at supporting people through assessments. Staff from the Social Care Teams in Torbay were invited to attend. Some of the feedback we received is below:

“This is the first time that autism training has been available for staff, and I really enjoyed the course and felt that it was time well spent and extremely valuable to me in my Community Care Worker role.”

“The trainer, clearly set out the aims and objectives of the course at the beginning of session 1. The course was well paced and interesting, the visual aids will be a useful reminder. I felt I learned a lot more about Autism, particularly from C who joined us on Teams, he was only diagnosed as an older adult, and he explained the difference the diagnosis has made to him. I feel more confident in my understanding

of the impact of Autism, but I am also more aware now of its complex nature and that it impacts individuals differently. The trainer reiterated throughout the course that we need to know the person before we can support them, and this underpinned the course content Thanks- this training was brilliant.”

Following guidelines from the National Autism Strategy during 2021 we have started to develop an Autism Partnership Board in Torbay. The Board aims to:

- Be the voices of people with autism.
- Use the experience and knowledge of local people with autism on the board, to know what is and is not working, and to understand why.
- Involve people with autism in discussions, decisions and developing solutions.
- Make sure any actions are co-designed and co-produced with people with autism.
- Monitor the impact of the strategies and policies we decide on and keep an eye on changes.
- Envision the future for those with autism and to be very aspirational.
- Influence the whole system, health and social care, education, employment, housing, and relationships.
- Work to increase awareness and understanding of autism in the community.

Working parties have taken place, which included people with lived experience, to identify the aims and values of the Board. We are now about to recruit the autism ambassadors to help shape the further development of the Board. We hope to have the first full meeting June/July 2022.

Focus on Extra Care Housing

Extra care housing provides quality, safe and affordable housing with care and support which enables people to enjoy living independently, to build relationships and to live life to the full. People live in their own home, and there is on-site care and support staffing available 24 hours a day, 7 days a week which flexes to individual needs, and may be provided on a continuous basis or only periodically.

In Torbay, extra care housing is not age-restricted and is available to anyone over the age of 18, who might have, or develop, ongoing care and support requirements and who would otherwise experience difficulties in other forms of accommodation.

There are currently 108 units of Extra Care Housing in Torbay, located over two sites and provided by one service provider who is registered as a social care organisation. The current residents include people with the following long-term conditions:

- Dementia
- Learning disabilities
- Autistic Spectrum Condition

- Mental health issues
- Physical disability; and
- Sensory impairment.

Extra Care was successfully re-tendered in Autumn 2021 and is now delivered by a new care provider.

To meet changes in demographic need, there are 175 units of Extra Care Housing already planned for development over two sites from 2023; one will be a specialist dementia extra-care facility at Torre Marine, Torquay and the other will be a multi-generational extra-care facility at Crossways, Paignton.

Extra care should enable people who need personal care and/or support to live as independently as possible in accommodation that is genuinely 'their own', and this is facilitated by separate legal agreements for the care/support provided and the accommodation. Extra Care is an important housing with care option as it:

- Promotes independence, quality of life, health, and well-being
- Creates diverse and mixed communities which promote reciprocity, inter-dependence and belonging
- Supports people to stay in their own home, by adapting to changing needs.
- Diverts people from more institutionalised care.

Focus on the Homelessness Reduction Act 2017

The Homelessness Reduction Act 2017, introduced on 3 April 2018, placed new legal duties on local authorities so that everyone who is homeless or at risk of homelessness will have access to meaningful help, irrespective of their priority need status, if they are eligible for assistance.

It was one of the biggest changes to the rights of homeless people in England for 15 years and effectively bolts two new duties to the original statutory rehousing duty: the **duty to prevent homelessness** and the **duty to relieve homelessness**.



The Act introduced a duty on certain public authorities to refer service users who they think may be homeless or threatened with homelessness to a housing authority. The service user must give consent and can choose which authority to be referred to.

Torbay and South Devon NHS Foundation Trust have developed and implemented a 7-minute briefing on the Homelessness Reduction Act for all staff across the Integrated Care System and Torbay Council.

The purpose of the briefing/protocol is to ensure staff are aware of their duty ‘to refer’ patients/service users who are homeless or at risk of homelessness as set out within the Homelessness Reduction Act 2017.

As we progress this piece of work in 2022/23, we are hopeful that we will start to see a profound shift in approach towards earlier prevention and the opening up of support to more people who need it. Coupled with the development and dissemination of our 7MB, this protocol has been set out to support staff understanding their “duty to refer”. The brief duration should also mean that it holds people’s attention, as well as giving managers something to share with their staff. The briefings have been used consistently as part of team briefings/discussion points to further enhance learning and knowledge.

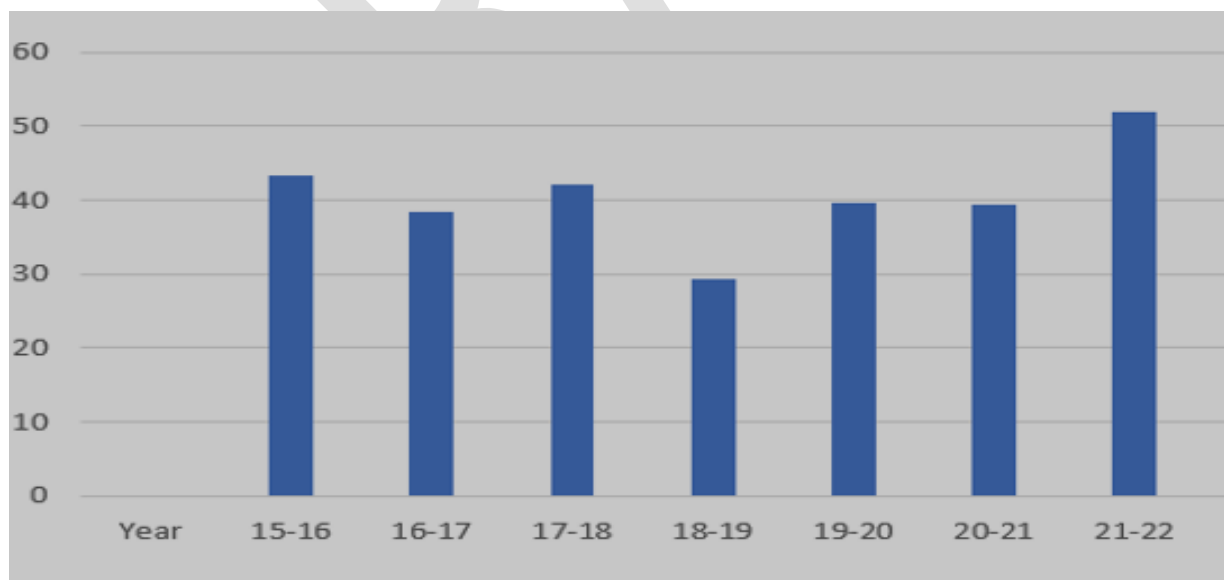
Focus on carers

With the Covid pandemic still around, the past year has been another difficult year for the hundreds of unpaid carers who support family and friends in Torbay. However Adult Social Care and its partners have continued to work hard to support carers across the Bay.

Carers Assessments

The number of Carers’ Assessments completed was the highest ever – 52% against a target of 36%¹, meaning more carers had conversations about how to achieve their identified outcomes. Carers’ Aid Torbay completed 235 assessments (against a target of 100), and the GP-based Carer Support Workers completed 570 (against a target of 500).

We think that this is partly because many carers had increased needs, but also partly due to the efficiency of doing assessments over the phone or on-line.



Carers Assessment data 2015 – 2022, with target of 36%

¹ Carers Assessments are measured as a percentage of total people receiving services from Adult Social Care

“Having a carers health and wellbeing check gave me the opportunity to stop, think and talk about my situation to someone who really understood and didn't judge, which felt safe and supportive, and they helped me to look at what might help me to achieve things that matter and to keep this under review. “

Support to Carers 2021-22

- When Carers join Torbay Carers, they can have emergency back-up plans, free Carers courses, Signposts information line, magazine, discounts, and support. This year, our numbers of Carers joining increased by 20.5% (target 20%), and our Signposts for Carers Telephone Line remained very busy.
- We have continued to offer on-line meetings where appropriate with our Carer Support Workers, as well as telephone contacts and socially distanced face to face meetings, and tech support for Carers who might need it.
- 668 Carers received one-off Direct Payments (up 14% from pre-Covid levels), making a significant impact on Carers' health and wellbeing. ²
- 179 Carers have benefited from having counselling via our Carers Emotional Support Voucher Scheme.
- Short breaks in residential care, which often give Carers a break from caring, have increased (602 in 19-20, 334 in 20-21, 667 in 21-22).

‘Somebody who got it, somebody who understands what being a Carer is all about’

Involving Carers

The 2021 National Carers Survey showed that Torbay's Carers were feeling positive about Adult Social Care:

- 71.3% of Carers (up from 70.4) reported being included / consulted in discussions about the person they care for.
- 45.9% of Carers felt 'satisfied' with Adult Social Care, a figure higher than most other areas in the South West.

‘I would strongly encourage anyone else who is providing care to others to contact carers services in Torbay, because being supported as a carer helps you to get the right balance between looking after yourself so you have the resilience to care for others and enjoy doing so.

² <https://www.torbayandsouthdevon.nhs.uk/uploads/carers-direct-payments-evaluation-december-2021.pdf>

Young Carers under 25 (YC<25)

We have continued to work hard to support Young Adult Carers in Torbay, with one-to-one support, welfare calls, signposting, on-line, and socially distanced face-to-face meetings as well as our regular fortnightly 'drop-in' sessions, and activities.

'I was then signposted to the Young Adult Carers Office. Suddenly I didn't feel alone, I felt supported and understood.'

For Young Carers Action Day in March 2022, Torbay launched a 3-year **Young Carers Under 25 Strategy and Action Plan** for Health, Social Care, Education and Voluntary Sector partners to work together.

"Another thing that I found really helpful from the Young Adult Carers service was the ability to have my voice heard."

South Devon College's Support to Carers received a Beacon Award which included testimonials about our Young Adult Carers Service who have had a presence at the College since 2010.

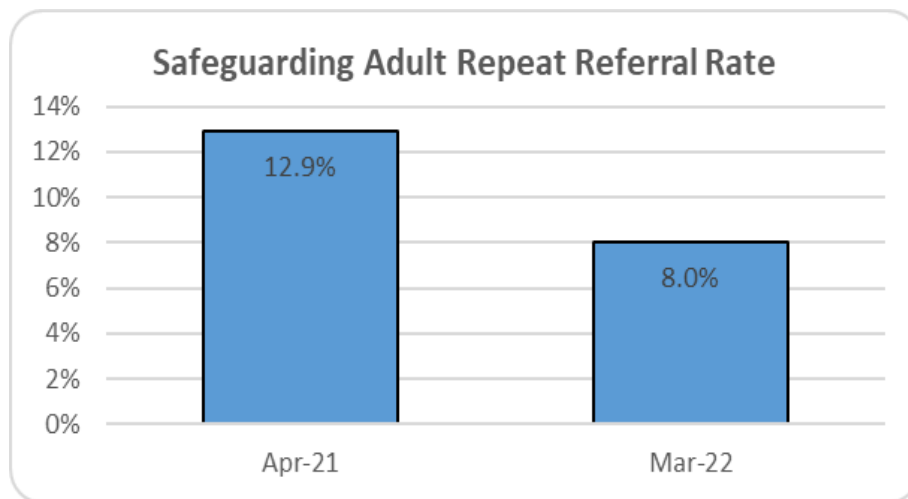
"I would not have stayed in education without the support I received"

Focus on Safeguarding Adults

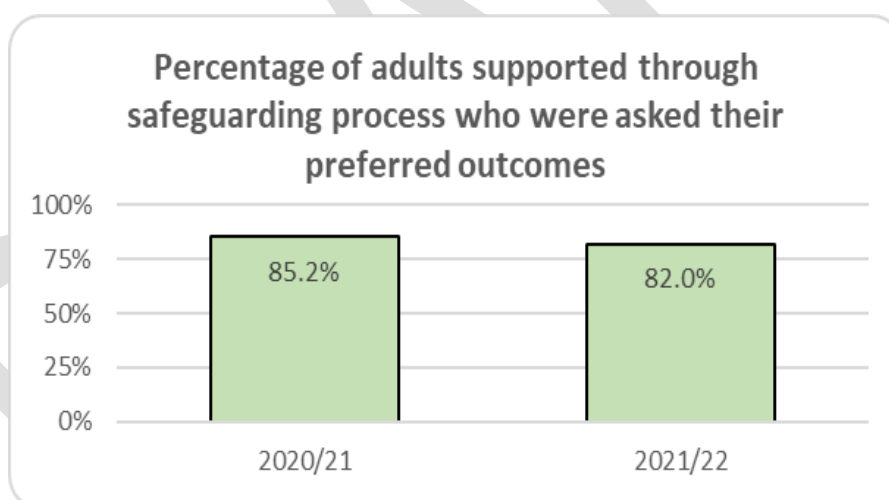
Our aim in the broadest sense is for the public, volunteers, and professionals to work together to uphold human rights and ensure everyone is treated with dignity and respect, and that people have choice, control, and compassionate care in their lives. Everyone has the right to live their lives free from violence, fear and abuse and all adults have the right to be protected from harm or exploitation. But not everyone can protect themselves.

'Safeguarding' is a term used to mean both specialist services and other activity designed to promote the wellbeing and safeguard the rights of adults with care and support needs where harm or abuse has or is suspected to have occurred. Our responses to concerns are driven by Care Act 2014 statutory guidance and the national Making Safeguarding Personal (MSP) agenda. This includes working with individuals or their representatives to establish their preferred outcomes to concerns and work with individuals to meet those outcomes. Where adults with care and support needs do not have the mental capacity to make specific decisions, we will ensure there is an appropriate legal advocate to act on the individual's behalf.

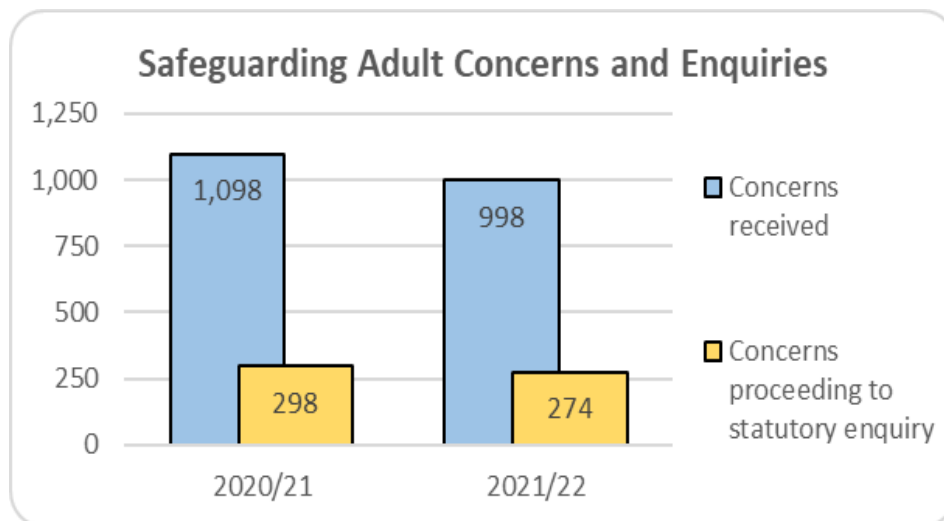
Between April 2021 and March 2022 our safeguarding adult repeat referrals rates decreased from 12.9% to 8% which is seen as a positive as there are less repeated concerns requiring statutory safeguarding responses.



Moving forward, we are changing our key performance indicators (KPIs) for the forthcoming year to focus more on person centred responses and qualitative feedback. In the last year we recorded that 82% of people who were supported through the safeguarding processes were asked their preferred outcomes compared to 85% in the previous 12 months. We want to improve on this and have therefore set a minimum target of 90% for the forthcoming year. Similarly, we want to ensure we are asking people if they consent to giving qualitative feedback on their experience of our responses and as such, have set a new KPI to gain consent to feedback from 20% of individuals who access safeguarding support.



Between April 2021 and March 2022, 998 safeguarding adult concerns were received by the Torbay Safeguarding Adult Single Point of Contact which is 100 fewer than the previous year. 274 proceeded to statutory safeguarding adult enquiries compared to 298 in 2020-2021. We have worked hard in the past year to provide more resilience within the safeguarding single point of contact service and ensure we are more streamlined in responding to concerns received. We have re-located our safeguarding single point of contact to within our Front-End team. We have trained more staff to respond to safeguarding concerns to increase capacity for timely responses and ensure concerns that do not require safeguarding intervention are responded to quicker.



Torbay and South Devon NHS Foundation Trust's work in this area primarily divides between the community operational teams who respond to safeguarding concerns and our Quality, Assurance and Improvement Team (QAIT) which works with care homes and domiciliary care providers to promote high quality care which proactively monitors quality standards.

We work closely with Devon and Cornwall Police, Devon Partnership NHS Trust, NHS Devon Clinical Commissioning Group and the Care Quality Commission both in causing enquiries to be made and maintaining strong local partnership arrangements.

Ultimate accountability for safeguarding adults sits with the Torbay and Devon Safeguarding Adult Partnership (TDSAP). Torbay and Devon Safeguarding Adult Boards merged in December 2020 to form a single partnership Board arrangement across Torbay and Devon. Activity within the partnership has gained strong momentum and has agreed a 3-year strategic business plan focusing on four key priorities. These are:

- Embed learning from Safeguarding Adult Reviews (SARs) into organisational practice.
- Improve outcomes for people with needs for care and support by finding the right solution for them.
- Work with partners to better understand the risk of 'hidden harm', especially in the context of COVID.
- Improve involvement and engagement with people in receipt of safeguarding services.

The partnership has a good cross section of organisations working together to meet these priorities as well as a service user led Community Reference Group (CRG) to ensure that our communities have a strong voice in directing the activity of the partnership.

The CRG has just taken on the responsibility to meet with people who have experienced the Safeguarding processes to quality check feedback and enable us to further improve the services we provide. The information obtained will be formally fed back to safeguarding governance groups and front line to staff so that any learning can be embedded into practice.

More information on the partnership can be found at the Torbay and Devon Safeguarding Adult Partnership public website: www.devonsafeguardingadultspartnership.org.uk

Learning from Safeguarding Adult Reviews

The TDSAP must arrange a Safeguarding Adults Review (SAR) when an adult in its area dies as a result of abuse or neglect, whether known or suspected, and there is a concern that partner agencies could have worked more effectively to protect the adult. Boards must also arrange a SAR if an adult in its area has not died, but the Safeguarding Adult Board (SAB) knows or suspects that the adult has experienced serious abuse or neglect. Boards may also arrange for a SAR in any other situations involving an adult in its area with needs for care and support if it deems it appropriate. The focus of SAR's is to identify learning not to apportion blame.

One referral has been commissioned by the TDSAP relating to a Torbay resident during 2021/22. The learning review will form part of a thematic review following similar referrals received from within Devon County Council.

The new partnership arrangements will support greater collective learning outcomes across the local safeguarding adult partnership. For example, learning outcome events will occur in June and July 2022 for frontline staff and a webinar event in March 2022 provided an overview of local arrangements and current activity and responses.

Advocacy for people unable to make decisions for themselves

We continue to use advocacy services across the three legal frameworks: Mental Health/IMHA, Mental Capacity/IMCA and Care Act this is via a contract with Devon Advocacy consortium. A recent promotion of the Care Act advocacy service has been undertaken, resulting in an increase in referrals. The IMCA service is really well used. We regularly refer people and have contract monitoring systems in place to monitor uptake of services.

Deprivation of Liberty Safeguards

This is a key Safeguarding issue where sharing experience together as partners is critical. Safeguarding in this context is about ensuring that those who lack capacity and are residing in care home, hospital and supported living environments are not subject to overly restrictive measures in their day-to-day lives, but high risk of harm is mitigated. This is known as Deprivation of Liberty Safeguards (DoLS) Safeguarding - for example where due to the serious onset of dementia an individual's capacity to act safely is significantly affected. In the past year we have seen a positive increase in the number of patients being referred to and from local hospitals. We have also been planning and preparing for the implementation of the new legal framework resulting as a consequence of the Mental Capacity (Amendment) Act 2019. The framework creates new 'Responsible Bodies' who will have accountability to ensure that Liberty Protection Safeguards (LPS) are granted for people in their care. We are proactively working across the integrated care system to ensure consistency of approach and equity across Torbay and Devon local authority boundaries.

Learning and Improvement and Quality Assurance

The Torbay and Devon Safeguarding Adult Partnership Learning and Improvement and Quality Assurance Groups has been focussed on several work streams including multi-agency case audit; embedding learning into practice: training and competency framework review. In addition, Safeguarding Adult and Mental Capacity Act Training is now mandatory for all adult social care

staff. The framework is aligned to national competency standards and is also accessible to appropriate staff from partnership organisations. Our aim is to achieve 90% compliance across both frameworks for level 1 training and 85% for all others.

Safeguarding Adults: A Summary

Whilst our performance is good, we must constantly strive to understand emerging issues for Safeguarding Adults in Torbay and act proactively to maintain our performance. Our new partnership Board arrangement has assisted in driving a consistent approach in these agendas across our local safeguarding adult partnership. A key message is that safeguarding adults is everyone's business, and we are all part of our local safeguarding adult team. When adult abuse concerns are raised, we work in a multi-disciplinary and multi-agency context to understand risk and ensure responses are person centred, include the right people, and include the right partner agencies. Our main focuses in the forthcoming year are to continue to embed learning from safeguarding adult and quality checker reviews, plan and prepare for the new Liberty Protection Safeguards system and apply the making safeguarding personal principles of practice in all our responses.

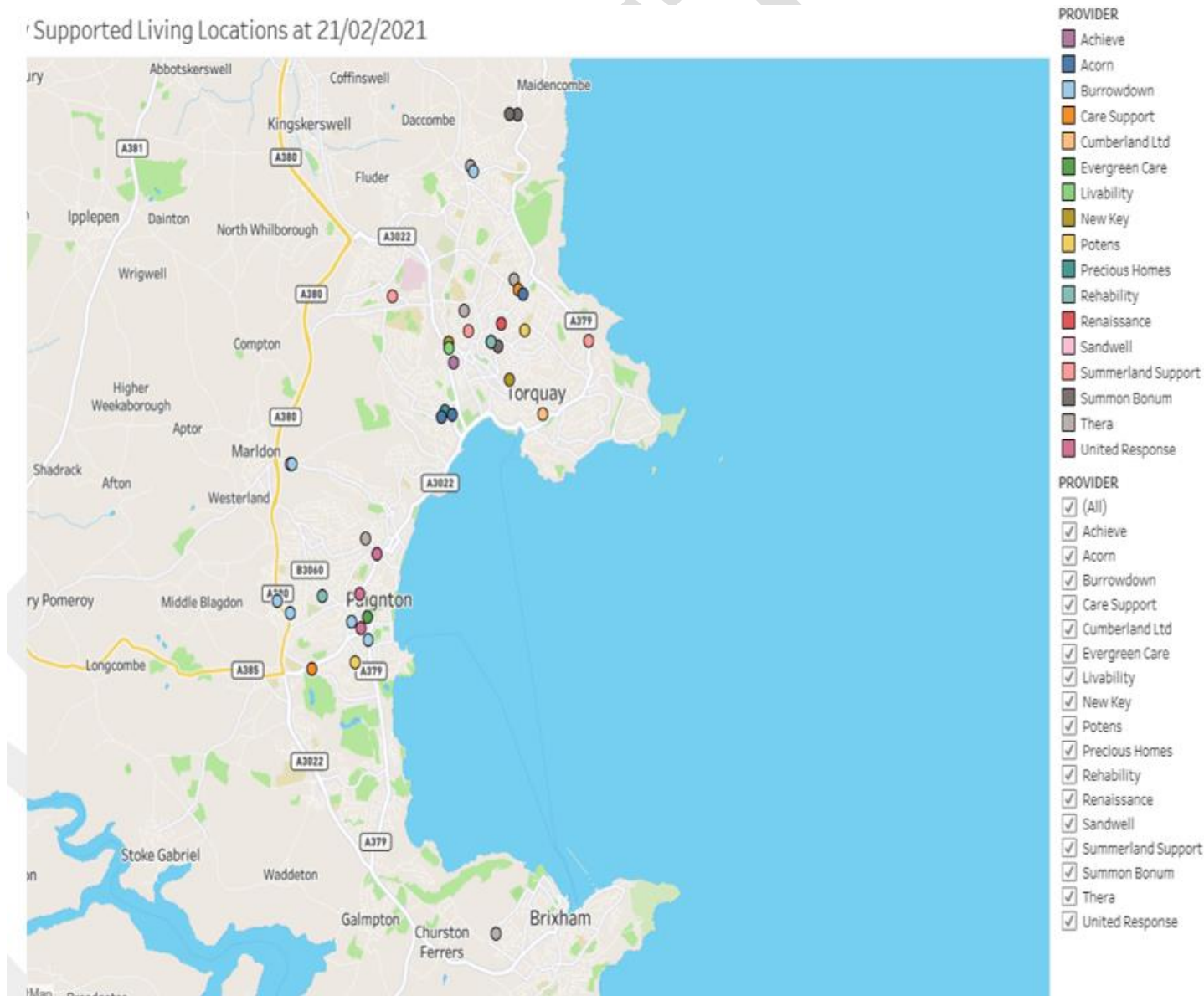
Improved wellbeing through partnership

We continue to work with our local partners in the public, private, voluntary and community sectors to tackle the issues that affect the health and wellbeing of our population. Partnership working with individuals and communities has enabled many to find alternative solutions and address their own health and wellbeing.

Focus on Supported Living Provision

Supported living increases self-determination, independence, and citizenship, and enables people to be part of their community and develop natural circles of support.

There are 23 supported living providers in Torbay, providing accommodation with support to over 250 people. About 70% of supported living tenants are people with a learning disability.



The map above shows the geographic distribution of supported living providers – some have more than one property.

Most providers are on the Torbay Supported Living Framework which facilitates referrals from practitioners through a vacancy register, and provides a focus on promoting people's independence, quality of life, health, and well-being. Only one provider is not on our Framework but working towards the same quality measures.

Developments

- During the summer of 2021, a group of the Learning Disability Ambassadors took part in the interviews and assessment of new providers applying to join our Supported Living framework.
- To support the empowerment of people finding/identifying their own supported living accommodation, rather than being placed, work began on the geo-mapping of Torbay's supported living resources. The aim is to have a 'shop-window' where local people, their family carers and local providers can see what housing options there are, and where.
- In Torbay's Market Position Statement and Commissioning Blueprint, published in 2021, we identified the aim to significantly increase supported living provision for people with learning disabilities, autism, and mental health issues, both to enable people to leave residential care, and to divert people from entering it. We also recognised the need for more supported living providers who were skilled at providing enabling support to people with complex issues and behaviours that challenge, using the least restrictive practice, and developing a person's ability to self-regulate.
- In Autumn 2021/22 we began re-writing the specification for Supported Living, and developing new Service Quality Standards. The five Service standards cover person-centred planning, individual choice and control, staff

Focus on Enhanced Intermediate Care

We have invested in Enhanced Intermediate Care services to help people stay independent at home longer. Intermediate care also aims to avoid hospital admission if possible and delay people being admitted to residential care until they absolutely need to. Intermediate Care is a key requirement in facilitating early discharges from hospital and supports or urgent community response to help prevent inappropriate hospital admissions. We work to ensure Enhanced Intermediate Care is fully embedded working with GPs and Pharmacists as part of the health and wellbeing teams within Torquay, Paignton and Brixham. We also have a dietician in the Torquay and Paignton and Brixham localities who have been invaluable during any Covid Care Home Outbreaks

We have developed stronger links with the ambulance service and the acute hospital which means that the person experiences a more seamless service between settings. We work with the Joint Emergency Team in the Emergency Department (ED) to prevent an unnecessary admission into the hospital when they present in ED.

We are doing a virtual multi-disciplinary team meeting with the Care Home Visiting Service, Older Mental Health Services, dietician, pharmacist, and Health Care for the Older Person Consultants. This happens weekly and we refer any people in our Intermediate Care service who we feel would benefit from this specialised group of clinicians. This results in the person receiving suggested

care by the consultants without having to attend an appointment. This service has been extended so that the localities can discuss any people who are either in their own home or a care home placement. This has promoted proactive treatment for these people

The average age of people benefitting from this service is 83 years old. The deeper integration of these services has helped ensure people have shorter stays in hospital. The implementation of a 'discharge to assess at home' pathway has further developed the ability of the organisation to care for people at home and we always work towards the ethos that 'the best bed is your own bed'.

Focus on the Torbay Voluntary Sector and Adult Social Care

Adult Social Care (ASC) and the Voluntary and Community Sector in Torbay is built upon long standing partnerships between the sectors during 20/21, that have been enhanced in response to the pandemic.

Torbay Council have taken a commissioning led role in developing the sector and considerable progress and common purpose has emerged and been capitalised on as part of the Torbay ASC plan.

The excellent response to the pandemic made by setting up the community helpline in Torbay and mobilising volunteers to support people in locked downs and later at the vaccination centres, have proven a catalyst for a range of changes and innovation.

- Support for the community helpline and its development into a potential gateway to Adult Social Care in partnership with a lead Trust contract began in 20/21 learning from the success of the Community helpline.
- The community and voluntary sector in responding to the pandemic demonstrated the value of an asset-based approach and how community organisations can support local people.
- The use of the Adult Social Care Council precept to fund asset-based offers and test of change projects across a range of activities to develop the sector innovations.
- Well attended monthly Voluntary Sector (VS) and community sector steering group including the Council, many VS organisations, CCG, Public Health, Social Prescribers, Integrated Care Organisation staff, Housing, food alliance, Debt experts, Carer's rep and invited guest speakers. The forum became based on 'go design' principles and equal partnerships. Honesty and transparency ethos grew, and much was achieved, greater than the sum of its parts with local people at the heart of our focus.
- The VS set up its own representative network that has improved communication within the sector and with statutory bodies.
- From all this grew a sense of a 'Torbay way' with thriving communities where people could prosper and a developed joint voice that came from the response to the pandemic.

The work undertaken by the VCS is intrinsic in Torbay and to our system. It is a work in progress and by bringing organisations together, creating a network of strong, well-established services and a strong community asset-based infrastructure it can delay and divert entry in the NHS and social care whilst addressing emerging need sooner.

The role of voluntary sector in 20/21 was proven key in the Adult Social Care plan and the Council and Trust's partnership to build up and support the community sector so we can support the people in our community in most need of our services.

On a final note, we are all aware and value the tremendous work undertaken by volunteers in Torbay who do so much to make this a more pleasant place to live for so many residents & visitors. It would be impossible to list the many longstanding groups & organisations as well as individuals who do so much for the Bay, often unsung & unnoticed.

Focus on Technology Enabled Care Services (TECS)

A Technology Enabled Care Service (TECS) is available across Torbay. Commissioned in 2018 by Torbay and South Devon NHS Foundation Trust, the service is provided by NRS Healthcare located in Paignton. TECS provides solutions to individuals to keep them safe and independent in their own homes for longer, potentially delaying any need for formal service interventions.

NRS Healthcare offer a private purchase option so that people can choose different ways to support how they access the community and live as independently or care for loved ones. For those who are eligible following a Care Act Assessment, TECS will be considered before other packages of care are put in place.

During 21/22, the supported service has grown by 18% and has amassed a client number of 600 for the first time since TECS has been in place. The rate of growth suffered compared to previous years which is likely due to not having the capability to engage with our workforce in person and a vacant co-ordinator position for 4 months at the end of 2021.

In 2021 the service delivered package of care reduction cash savings of over £40k, with an estimated preventative avoided cost of over £3.8 million. This is an increase from the previous financial year from £18k cost reduction with an estimated £2.5 million avoided costs.

This year special work has gone into collaborating with the Unpaid Carers service in supporting unpaid carers with TECS to enable them in their roles and help reduce stress and risk of carer breakdown. Many of these free offerings have been extremely useful in supporting carers in their roles and some clients have gone on to make the installation permanent beyond the free trial and support period.

In April-May 2021 the service underwent a major upgrade to the ordering system for TECS, moving from a paper-based form system to an online ordering tool called iRIS4 hosted by our provider, NRS Healthcare.

This contract has supported people from managing medications independently through to allowing people to access their community with TEC phones linked to 24/7 care for emergencies. The provider NRS have been developing a new system to support people being discharged from hospital through until their assessment has been completed in their home while having access to a care line. Work has started with public health to use TEC to support people with diabetes and mental health so that they are able to manage and live full lives.

Mrs B's story

Mrs B is 80 years old, and often forgets to take her medication in the morning. She has a daughter who works full time and is unable to support Mrs B with her medication. Mrs B's daughter has contacted the TEC team and asked if there was a TEC solution that would help Mrs B manage her morning medication independently, thus avoiding the risk of hospital admission.

The TEC team discussed Memrabel 3 as a TEC solution that can meet her needs. The TEC team gained consent from Mrs B to install Memrabel 3. Mrs B and her daughter were shown by the TEC team how to operate the Memrabel 3. Mrs B can now manage her medication without support from carers.

Mrs B has confirmed that since she started using the Memrabel device, her anxiety level has reduced dramatically. She is now in control of her own medication and feels a greater sense of control over her condition. Mrs B's daughter reported that she feels relieved that her mum can remain independent and in control of her medication.

The Memrabel 3 is a calendar clock that is used to prompt and remind clients to carry out tasks that are repeated daily, or in any other frequency, as well as ad-hoc, one-off reminders that family members or support networks can send to the device using an app.

There are over 100 pre-installed audio, picture, and video files. An unlimited number of personalised reminders can be created using an SD card or Flash Drive (using a phone or PC) and inserted into the Memrabel 3.

The calendar clock has an HD touchscreen and can connect to the internet via Wi-Fi. The display can show an analogue or digital clock, date, day of the week and/or time of day (e.g., morning or night). It also has a feature to display a slideshow and play music.

Mrs M's story

Mrs M is a fiercely independent 85-year-old female who lives alone in a retirement flat, receiving four daily visits to help meet her care and support needs following hospital discharge. When Mrs M's daughter Karen contacted NRS to discuss her mum's discharge from hospital she mentioned that prior to going into hospital Mrs M was distressed by the noise made by her existing lifeline. Mrs M also has Autistic traits and Karen wondered if there was an alternative piece of equipment available or the possibility of reducing the volume.

After NRS did some investigating and spoke with the TECS Team, NRS suggested a new digital lifeline unit that is based on digital (SIM card or Internet connection rather than analogue (phone line).

NRS installed this device prior to Mrs M's discharge the new device has been programmed to verbally update Mrs M that the call is being progressed. NRS have also adjusted the conversation level to suit Mrs M. Karen has been very pleased with the service and has reported it has improved her mum's life dramatically.

Mr G's story

Mr G is 77-year-old who lives alone and receives three visits a day to enable him to meet his care and support needs because of his dementia. Mr G has a daughter who lives locally, and he likes to go out for daily walks. Usually, Mr G takes the same route, however, there have been occasions when he has got lost and has been taken home by the police. Mr G already had access to a GPS tracker called Footprint as fears for his safety if he lost his way are not new. The GPS tracker connected directly to his daughter rather than via a call centre but unfortunately due to Mr G's Dementia he started to press the SOS button more frequently as he was unsure what the button did. This was causing extra stress to Mr G's Daughter as she was being called multiple times a day. The reasons for the initial GPR installation remained true including remain independent in his own home; to enable choice and control with his daily walks but ensuring his safety and easy location if he gets lost; but also, to give him reassurance that he can call for help should he need it.

Mr G's social worker approached the TEC service to help find a solution. The TEC service identified replacing the Footprint with a piece of equipment called Oysta Lite which is a small GPS tracker device with a discreet SOS button to stop him from pressing the button unnecessarily and causing extra stress to Daughter receiving calls that are not emergencies.

Mr G has not been affected by the change of equipment and has enabled him to continue with his daily routines, but it has made a significant improvement to the life of Mr G's daughters.

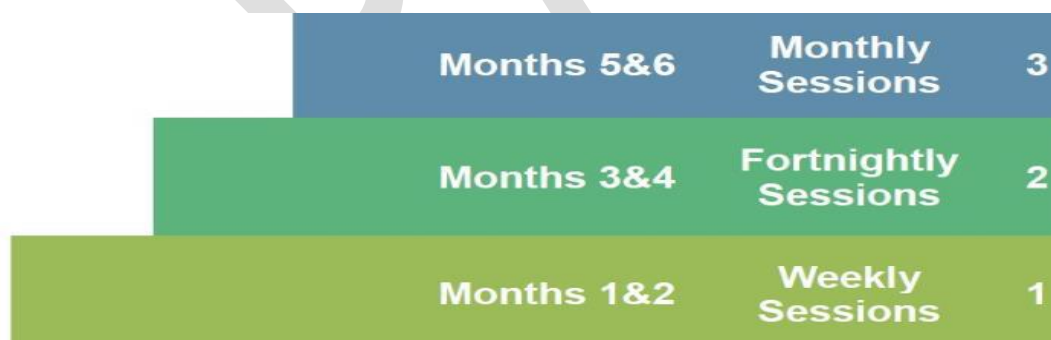
Focus on Health Connect Coaching

In another first for Torbay and South Devon, Health Connect Coaching is a novel and innovative support offer that matches trained volunteer coaches who manage their health and wellbeing well with people who require additional support. The extra ‘gift’ from this programme is that matches are made by sharing the same or similar health condition and or symptoms allowing the ‘peer’ to be coached by someone who just “gets it”.

The service model grew out of a large co-design event held in September 2019, where over 135 people living with long term health conditions and some of the clinical teams who support them came together to envision how through working together, each bringing their different strengths, people could be better supported to manage their health and wellbeing.

A group of people and volunteers worked away in the background during the first two Covid lockdowns to develop the ideas that came from the co-design event into a service that we are now testing and continuing to improve alongside people with lived experience as we go along.

Health Connect Coaching is a six-month stepped programme of 14 health and wellbeing coaching sessions, personalised to the individuals' needs.



These are exciting times as we hope to be able to offer this support to anyone living in the Torbay and South Devon area who may benefit. We are already working with some GP practices and specialist services, including Multiple Sclerosis, Rheumatology, Chronic Pain, Gastroenterology, Lymphoedema, Stroke and people living with and beyond cancer to name but a few.

The model relies on collaboration between our communities, people living with long-term health conditions and health and care services. It is an example of what can happen when people come together for the common good and it is a model that continues to shine a light on the innovation and collaborative working that the people of Torbay and South Devon are well known for.



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Financial Position

Financial position and use of resources (Trust elements)

Our aim with this section of the review is to describe the financial resources available and how they have been used in the care sector. On 1st October 2015 an Integrated Care Organisation (ICO) was formed and this organisation's remit was to provide Adult Social Care (ASC) on behalf of the population of Torbay. From a financial perspective the Council's role as a commissioning body is to provide a funding contribution to the overall running costs of the ICO. In 2021/22 the Core contract value was £45 million plus £2m held as a specific contract contingency. In 2021/22 this contingency was fully utilised meaning a total contribution of £47m was made to cover cost of client care and any operational costs.

The ICO provides a diverse range of service, of which ASC is a part. The ASC aspect specifically comprises of care management and social care support across Torbay as well as the cost of social workers, community care workers, occupational therapists, physiotherapists, finance and benefit assessors and support service staff. The Council contribution towards ICO running costs therefore aims to cover the cost of these staff, in addition to the actual cost of client care (outlined in more detail below).

The vast majority of ASC spend is on the purchase of client care (including residential, nursing, day and domiciliary care) from independent providers. The majority of these providers are based within Torbay; however the ICO also funds some specialist residential care provided out of area. At any point in time there is on average 2,300 people receiving a service of some type.

Net expenditure on the cost of care totalled £50.4m in 2021-22. This is the net figure after taking in to account all client contributions towards the cost of care.

Under national legislation people assessed as having a social care need are also given an individual financial assessment. This assessment can result in a client being asked to make a contribution towards the cost of any care that the Council then puts in place. The income collected from these client contributions in 2021/22 amounted to £13.6m. The total (gross) expenditure on services was therefore £64.0m and the allocation of this gross expenditure across different types of services is illustrated in the following chart.



These services are provided to clients aged 18 to over 100 years old, with a range of needs such as learning disabilities, mental health issues, dementia, as well as those with sensory or physical disabilities, vulnerable people, and the frail and elderly.

In addition to the above core spend, the financial year 2021/22 was unprecedented with the impact of **Covid 19**. The Independent Sector market within Torbay needed additional financial support for it to play its part in dealing with the pandemic. Funding of c.£9.5m was passported to providers through the Trust accounts and covered the following areas.

- Local authority specific grants of c.£6.6m to cover infection prevention & control, rapid testing vaccines workforce retention and market sustainability.
- Through Devon CCG accessing National funding, expenditure of c£2.9m was incurred for packages of care in relation to hospital discharge process (HDP).

Throughout 2021/22 the trust has faced a number of challenges, driven by sustained pressure from the Acute system and commercial market volatility.

There has been an increase in complexity and market fragility which has seen the average cost of 'packages of care' rising throughout the year (over and above any inflationary uplift). Underpinning this is the dynamic between care work and hospitality work and the latter have increased remuneration to attract workers into their sector. To counter this, providers have been under pressure to exceed these offers if they wish to retain and recruit staff. Part of the COVID funding in 2021/22 centred on work force and retention schemes and it is hoped that some of these initiatives will have had a positive and permanent impact on staffing numbers available within the market.

Financial outlook for 2022-23 and beyond

In 2022/23 there will be no specific government COVID funding to support hospital discharge or the local authority as it continues to support the market on COVID matters.

The 2022/23 fee setting process is now complete and a new structure communicated to providers. The fee uplift is on average 6.4% and takes into account employee cost increases through the MLW and the increased NI contribution. It is hoped this level of uplift will help stabilise the rates in

the short term, and are broadly in line with the rest of Devon. However, it is likely that continued commercial pressures impacting recruitment and costs, could put pressure on fees during the year.

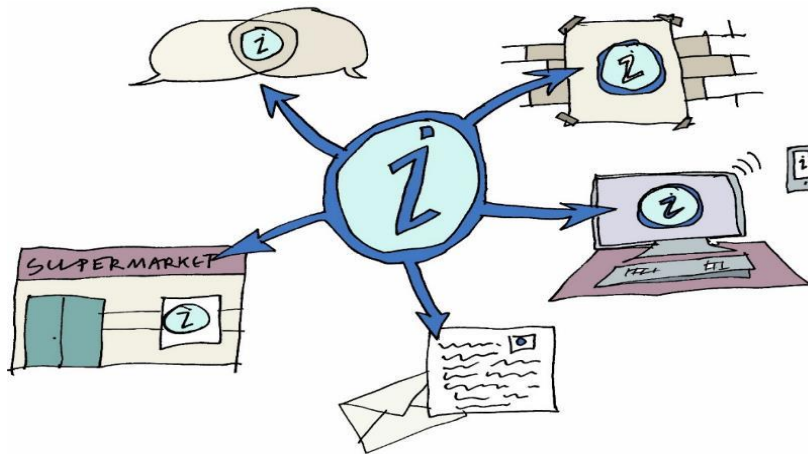
2022/23 also sees the introduction of two elements relating to the Build Back Better reforms. Firstly, the Council will need to undertake a Market Sustainability and Fair cost of care / exercise by mid-October 2022. Secondly, preparation work towards the Charging reform will also commence.

The ICO and its partner organisations are committed to ensuring resources are managed so that the ICO can provide the best level of care, for the highest number of clients. Both the Council and Devon Clinical Commissioning Group acknowledge the pressures facing social care and continue to believe that the ICO is still best placed to manage these services and a further two-year extension has just been added to the agreement (until 31st March 2025).

The ICO will aim to achieve this through the managing of resources across health and social care to deliver a more efficient and effective profile of expenditure. This is needed not only to maintain a financially stable and sustainable model of care, but one that has the ability to improve people's experiences of the service. Such development will be done in consultation with the Council and, where it is necessary to make changes to the way services are delivered. Consultation will take place with the people and carers who use those services.

Looking after Information

Everyone at Torbay and South Devon NHS Foundation Trust who handles personal information understands the fundamental rights of our data subjects (patients and service users) and ensures the data is held securely, accessed only when required, kept up to date and shared in line with best practices and UK law. The Trust has clear policies to support staff in handling data in a safe way adhering to UK data protection laws. Our Trust website informs the public how we handle personal information promoting a culture of transparency.



The Trust must have appropriate guidance for all staff and our processes are robustly documented. This is assessed by our submission to the Data Security and Protection Toolkit which measures the organisation against the 10 Data Security Standards developed by the National Data Guardian in 2017. The Trust met these standards in 2021-22

Where confidentiality has been found to have been breached the Trust has a formal reporting mechanism allowing effective investigation by local managers and specialist teams, supporting, and encouraging learning from all incidents. Any incident meeting specific criteria is reported to the Information Commissioner's Office via the Data Security and Protection Toolkit. In 2021-22 there were no incidents involving social care data that required onward reporting.

All breaches of confidentiality, information risks and evidence the Trust needs to demonstrate it meets the Data Security and Protection Toolkit is reviewed by the membership of the Information Governance Steering Group which is chaired by the Trust's Senior Information Risk Owner (SIRO)

Healthwatch response to the Local Account

Healthwatch Torbay welcome the opportunity to comment and provide a response to the Local Quality Account.

Firstly, we would like to say a big thank you to all the dedicated staff for their continued hard work and commitment over the past twelve months. As we start to recover from the Covid Pandemic we recognise that the continued focus on the impact and recovery of services provides significant pressures and challenges across the organisation.

We also recognise the difficulties with the workforce challenges and the implications this brings. Despite this we are encouraged to see the three-year Adult Social Care Improvement Plan continues with its development especially putting people at the centre of their care.

Healthwatch welcomes the opportunity and the ambitious plans to have a wider collaborative approach, working with the VCSE Partners to deliver a wider range of services to meet the needs of the local population requiring support.

We need to ensure moving forward that in order to create a more sustainable future for the Adult Care System that there is strong evidence to show improved outcomes from our service users by gathering feedback and learning from shared individual experiences

The new Front Door project is an innovative and responsive approach which brings integration into the community. However, we would welcome an independent evaluation to measure the effectiveness and successful outcomes for the community, especially around access to services and support to ensure it is person centred.

There is some concerns in the Local Account regarding the National Annual Survey which is now discretionary and we would recommend a more localised approach be used to determine overall satisfaction.

We understand the enormous pressure on Mental Health and recognise that the services have adapted well in responding to the needs of local people during these difficult times. We are aware this will be a challenge moving forward due to the demand for Mental Health support

Healthwatch are pleased to see that the Learning Disability Partnership Board have a good balance of people with lived experience, community groups and statutory sector to ensure the voice of local people are heard and play a part in decisions about new services strategies and policies.

We look forward to working in partnership and collaboration next year with our statutory and VSCE partners and the opportunity to enhance service user involvement throughout the Torbay Adult Social Care Improvement Plan



Dr Kevin Dixon, Chair



Pat Harris, Chief Executive Officer

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Appendix 1 – At a Glance Performance data

Measure	2019/20	2020/21	2021/22	% change
Number of requests for support	6,210	5,407	8,420	55.7%
Number of people received who received one-off support	479	443	771	74.0%
Number of people who received short term reablement services	1,219	1,275	2,226	74.6%
Number of people who did not go on to receive a service	2,434	2,136	2,128	-0.4%
Number of people who started to receive an on-going support service	667	544	1,092	100.7%
% of service users who received a community-based service through self-directed support	88%	72%	100%	38.5%
Number of people who were directed to other types of help and support	2,063	1,921	1,871	-2.6%
Number of services users receiving direct payments	532	482	423	-12.2%
Number of safeguarding concerns raised	753	1,098	998	-9.1%
Number of people who received long-term support services	3,047	3,225	3,152	-2.3%
% of people aged 18-64 who received long-term support services	39%	36%	37%	3.0%
% of people aged 65+ who received long-term support services	61%	64%	63%	-1.7%
Number of people who received home care support	1,541	1,729	1,775	2.7%
Number of people in permanent residential placements	940	930	949	2.0%
Number of Carers on carers register	4,176	4,406	4,747	7.7%
Number of Carers assessed and reviewed	1,277	1,187	1,355	14.2%
Number of Carers with direct payments	609	546	678	24.2%
Number of people with mental health issues who were supported by services	315	343	386	12.5%
Number of people with learning disabilities living in residential or nursing accommodation	110	93	92	-1.1%

Appendix 2 - Adult Social Care Outcome - Key Performance Activity

Domain 1: Enhancing quality of life for people with care and support needs

Domain & KPI	2020/21 Outturn	2021/22 Outturn provisional	2020/21 Target	2021/22 Target	2020/21 England Average
ASC 1A: Social care-related quality of life	19.3	19.0	19.7	19.7	n/a
ASC 1B: The proportion of people who use services who have control over their daily life	85.1%	78.9%	82.0%	82.0%	n/a
ASC 1C part 1A: The proportion of people using social care who receive self-directed support (adults aged over 18 receiving self-directed support)	72.2%	100.0%	94.0%	94.0%	92.2%
ASC 1C part 1B: The proportion of people using social care who receive self-directed support (carers receiving self-directed support)	95.9%	100.0%	85.0%	85.0%	75.3%
ASC 1C part 2A: The proportion of people using social care who receive direct payments (adults receiving direct payments)	20.5%	18.9%	28.0%	28.0%	26.6%
ASC 1C part 2B: The proportion of people using social care who receive direct payments (carers receiving direct payments for support direct to carer)	95.9%	94.6%	85.0%	85.0%	75.3%
ASC 1D: Carer-reported quality of life	n/a	7.4%	n/a	9.0%	n/a
ASC 1E: Proportion of adults with a learning disability in paid employment	7.2%	6.5%	7.0%	7.0%	5.1%

Domain & KPI	2020/21 Outturn	2021/22 Outturn provisional	2020/21 Target	2021/22 Target	2020/21 England Average
ASC 1F: Proportion of adults in contact with secondary mental health services in paid employment (commissioned outside ICO)	4.0%	3.4%	6.4%	6.4%	9.0%
ASC 1G: Proportion of adults with a learning disability who live in their own home or with their family	82.2%	81.8%	80.0%	80.0%	78.3%
ASC 1H: Proportion of adults in contact with secondary mental health services who live independently, with or without support (commissioned outside ICO)	66.0%	62.9%	60.0%	60.0%	58.0%
ASC 1I part 1: Proportion of people who use services who reported that they had as much social contact as they would like	35.3%	40.3%	50.0%	50.0%	n/a
ASC 1I part 2: Proportion of carers who reported that they had as much social contact as they would like	n/a	34.4%	n/a	41.5%	n/a
ASC 1J: Adjusted Social care-related quality of life – impact of Adult Social Care services	0.392	0.372	no target	no target	n/a

Domain 2: Delaying and reducing the need for care and support

Domain & KPI	2020/21 Outturn	2021/22 Outturn provisional	2020/21 Target	2021/22 Target	2020/21 England Average
ASC 2A p1: Permanent admissions to residential and nursing care homes, per 100,000 population. Part 1 - younger adults	17.7	27.2	14.0	14.0	13.3%
ASC 2A p2: Permanent admissions to residential and nursing care homes, per 100,000 population. Part 2 - older people	417.3	772.7	450.0	450.0	498.2
ASC 2B p1: Proportion of older people (65 and over) who were still at home 91 days after discharge from hospital into reablement/rehabilitation services. Part 1 - effectiveness	77.8%	77.1%	76.5%	76.5%	79.1%
ASC 2B p2: Proportion of older people (65 and over) who were still at home 91 days after discharge from hospital into reablement/rehabilitation services. Part 2 - coverage	3.6%	7.4%	5.0%	5.0%	3.1%
ASC 2C p1: Delayed transfers of care from hospital per 100,000 population. Part 1 - total delayed transfers	n/a	n/a	n/a	n/a	n/a
ASC 2C p2: Delayed transfers of care from hospital per 100,000 population. Part 2 - attributable to social care	n/a	n/a	n/a	n/a	n/a
ASC 2C p3: Delayed transfers of care from hospital per 100,000 population. Part 3 - jointly attributable to NHS and social care	n/a	n/a	n/a	n/a	n/a
ASC 2D: The outcomes of short-term support % reablement episodes not followed by long term SC support	86.8%	89.6%	83.0%	83.0%	74.9%

Domain 3: Ensuring that people have a positive experience of care and support

Domain & KPI	2020/21 Outturn	2021/22 Outturn provisional	2020/21 Target	2021/22 Target	2020/21 England Average
ASC 3A: Overall satisfaction of people who use services with their care and support	71.2%	67.7%	70.0%	70.0%	n/a
ASC 3B: Overall satisfaction of carers with social services	n/a	45.9%	n/a	46.6%	n/a
ASC 3C: The proportion of carers who report that they have been included or consulted in discussions about the person they care for	n/a	71.3%	n/a	75.7%	n/a
ASC 3D part 1: The proportion of people who use services who find it easy to find information about services	70.8%	72.1%	80.0%	80.0%	n/a
ASC 3D part 2: The proportion of carers who find it easy to find information about services	n/a	61.4%	n/a	75.0%	n/a

Domain 4: Safeguarding adults who circumstances make them vulnerable and protecting from avoidable harm

Domain & KPI	2020/21 Outturn	2021/22 Outturn provisional	2020/21 Target	2021/22 Target	2020/21 England Average
ASC 4A: The proportion of people who use services who feel safe	72.2%	64.8%	72.3%	72.3%	n/a
ASC 4B: The proportion of people who use services who say that those services have made them feel safe and secure	81.6%	85.2%	85.0%	85.0%	n/a

Notes:

- RAG rating is against ASA target. Green = on target or within agreed tolerance
- Differences in survey KPIs are not always statistically significant due to survey margin of error
- Biennial carers survey 2020/21 postponed due to covid.
- 2020/21 ASC Survey optional due to covid so no benchmarking available.

This document can be made available in other languages and formats. For more information please contact:

TORBAY AND SOUTH DEVON NHS FOUNDATION TRUST COMMUNICATIONS
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DRAFT

Meeting: Overview & Scrutiny Board

Date: 6 July 2022

Cabinet

12 July 2022

Council

21 July 2022

Wards Affected: All Wards

Report Title: Final Budget Monitoring 2021/22 (April 2021 – March 2022)

Is the decision a key decision? No

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

Cabinet Lead Contact Details: Darren Cowell, Cabinet Member for Finance
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1. Purpose and Introduction

- 1.1. This report provides a high-level budget summary of the Council's revenue and capital position for the financial year 2021/22 which commenced on 1st April 2021. This report is based on the budget and final outturn for the year ended 31st March 2022.
- 1.2. Whilst the majority of the Covid-19 restrictions have now been lifted, the financial impact of the health pandemic continues to have an impact on the Council's finances. Throughout 2021/22 the Council continued to see higher than usual demand for frontline services as well as advocacy and support in response to the impact on individuals and households.
- 1.3. The Council has delivered a balanced budget for 2021/22 which includes carrying forward **£0.8m** to support specific earmarked activity in 2022/23.
- 1.4. Included within this balance budget is an underspend on Children's Service for the second year in a row. In the final few weeks of the financial year an Ofsted inspection took place which concluded that Children's was rated 'Good' in all four areas of the inspection. The timing of this inspection i.e. the final weeks of the financial year, demonstrates that Torbay has managed to deliver improved outcomes for Children within a financially sustainable service delivery model.
- 1.5. The Capital Plan budget totals **£256m** for the 4-year programme, with **£27m** spent in 2021/22.

2. Recommendation (s) / Proposed Decision

Recommendations for Overview & Scrutiny Board

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

Recommendation for Cabinet

- 2.3. That Cabinet notes the report.

Recommendations for Council

- 2.4. That the Council notes that the following revenue outturn actions were agreed as a part of the March 2022/23 budget approval;
 - 2.4.1. Carrying forward **£0.57m** for Highways
- 2.5. That the Council notes the decision of the Section 151 officer to carry forward of **£0.2m** to be used as follows;
 - 2.5.1. **£0.1m** allocated to support the impact of the 'cost of living' crisis
 - 2.5.2. **£0.1m** allocated to support the implementation of the new customer relationship management software.

3. 2021/22 Budget Summary Position

- 3.1. Overall Torbay is still seeing the continued financial impact of Covid-19. The impact is both directly and indirectly on the Council's income and expenditure in the year.
- 3.2. Despite the continued uncertainty faced throughout the year the approved budget set by the Council in for 2021/22 effectively reallocated resources to meet the cost pressures faced, this is evidenced by delivering on the balanced budget.
- 3.3. Looking ahead, there are a number of areas upon which officers remain focussed and are closely monitoring given their potential impact, namely:
 - 3.3.1. The continued costs of Covid-19 response including local test, track and trace work alongside the work to support communities and businesses in response to any future outbreaks.
 - 3.3.2. Variations to income, including car parking and collection fund where the changes to the behaviour of individuals and households affects key funding for local service delivery.
 - 3.3.3. The continuous improvement journey within Children's Services which remains crucial to the Council's medium term financial stability and will be required to mitigate national issues which are starting to impact on the local delivery of Children's services.

3.3.4. The effective deployment of carried forward or one-off funds which are being deployed as part of the Council's recovery. In a number of areas such as Housing, the use of these funds is imperative to ensure the reduction of long-term costs as well as providing a pathway to deliver on the approved 2022/23 budget and help address the budget gap in the Medium-Term Finance Plan.

3.4. The areas above are expected to remain a prominent feature of the 2022/23 budget monitoring, as well as new emerging issues around the cost-of-living crisis.

Collection Fund

3.5. The establishment of the Collection Fund reserve formed part of the Budget 2021/22 in order to meet the future impact of carrying forward the shortfall from 2020/21. This reserve funds the 2020/21 impact of the shortfall for the period 2021/22 – 2023/24.

3.6. Performance in 2021/22 was in line with forecast collection levels, namely a 2% reduction on pre Covid-19 collection rates.

3.7. The impact of the rising cost of living, inflation and utility prices increases may impact negatively on collection rates in 2022/23.

3.8. Revised NNDR bills incorporating the new 2021/22 reliefs were issued at the start of the year. There is also a new Covid-19 Additional Relief Fund which will provide rate relief to businesses that so far have not qualified for the other mandatory rate relief schemes. This will be awarded in 2022/23.

4. Grant Support

4.1. During 2021/22 there are two key schemes which continue to provide funding to offset increased expenditure and income losses. This support has been received through un-ring-fenced grants as well as the income reimbursement scheme.

4.2. The un-ringfenced grant funding of £4.1m was included in the approved 2021/22 budget.

4.3. The Sales Fees & Charges reimbursement scheme which ran until the end of June 2021 will provide £0.2m of funding.

4.4. In addition to the un-ringfenced grants and the Income reimbursement Grant, central Government have issued a number of other grants related to Covid-19 primarily related to business support and adult social care and these have been allocated in line with their grant conditions.

5. Wholly owned companies

- 5.1. This section contains an overview of the financial position for the Council's wholly owned companies.
- 5.2. Throughout 2021/22 SWISCo. remained under pressure in terms of operational delivery as day-to-day staffing levels were significantly impacted by covid cases within the workforce due to the need for staff to self-isolate as a result of being "pinged" or close-contacts of someone who has tested positive for Covid-19.
- 5.3. As part of the 2021/22 budget additional financial support was approved for SWISCo totalling £1.2m. The Council made available additional support of up to £0.6m during 2021/22.
- 5.4. After the application of that support SWISCo's final 2021/22 position was a small surplus (after the support outlined above) which offset the 2020/21 loss and therefore has equalised the SWISCo trading position over the 2 years of its operation.
- 5.5. TDA group reported a (net) surplus for 2021/22 of £0.2m, although within that position Torvista Homes reported a loss £0.4m. This level of losses in TorVista are expected until it increases its number of properties and therefore its rental income.
- 5.6. More detailed financial reporting about the Council's wholly owned Companies will be presented to Audit Committee on a regular basis and will form part of the final statement of accounts when presented to Audit Committee.

6. Statement of Accounts – 2020/21 and 2021/22

- 6.1. The Council's auditors, Grant Thornton, presented their Audit Findings for 2020/21 at the Audit Committee on 6th December 2021. Grant Thornton advised that by the Government's Statutory deadline of September only 30% of audits were signed off increasing to 40% in November 2021. This was partly due to lack of capacity in the market. At the time of writing this report the 2020/21 accounts remain unsigned by Grant Thornton.
- 6.2. In order to provide reassurance to members, all outstanding work from Council officers has been completed and therefore the audit is fundamentally complete.
- 6.3. There are two outstanding items which Grant Thornton are considering. The first relates to the Council's existing TDA pension "pass through" arrangement and the second is a national issue related to the reporting of infrastructure assets. This matter is current subject to a national consultation. As a result, it's unlikely the accounts will be signed off until this consultation has concluded. The 2022/23 accounts will be issued in line with the relevant regulations by the end of July with the audit due to start afterwards.
- 6.4. The protracted statement of accounts process has put significant pressure on the finance team, for whom the majority of the last year have been working concurrently on 2020/21, 2021/22, 2022/23 financial years and now are also working on the 2023/24 financial year.

7. Service Budgets

- 7.1. The table below contains the forecast spend for the financial year 2021/22. The reporting hierarchy reflects the current Senior Leadership Team (SLT) Structure.

Service	Budget £'000	Final Outturn £'000	Variance £'000	Movement since P10
Adult Services	44,551	44,218	(333)	(432)
Executive	3,182	3,062	(120)	(107)
Children's Services	45,743	45,742	(2)	(2)
Corporate Services	5,926	6,732	806	(236)
Finance	(9,893)	(11,161)	(1,268)	250
Investment Portfolio	(4,639)	(4,639)	0	0
Place	20,955	21,720	766	353
Public Health	9,825	9,809	(16)	(16)
Revenue sub-total	115,650	115,482	(168)	(191)
Sources of Finance	(115,650)	(116,252)	(602)	(602)
Revenue Total	0	(770)	(770)	(793)

Additional Items	Variance £'000
Transfer to Highways per Council decision Feb'22	570
Transfer to earmarked reserves	200
Final Overspend / (Underspend)	0

- 7.2. The delivery of a balanced budget overall Council position shows an improvement of **£0.8m** which allows a carry forward as per the recommendations contained within this report. More information on the service variances is contained below.

7.3. **Adult Services**

- 7.4. The Director for Adults Services, now covers the three service areas shown below.

Service	Budget £'000	Final Outturn £'000	Variance £'000	Movement since P10
Adult Social Care	41,533	41,264	(268)	(105)
Community Services	2,542	2,632	89	(100)
Customer Services	476	322	(154)	(227)
Total	44,551	44,218	(333)	(432)

- 7.5. Overall Adults Services directorate shows a slight underspend representing 0.75% of the budget.

- 7.6. Within Adult Social Care the majority of spend is against a fixed price financial arrangement (contract) for the delivery of services provided by the Integrated Care Organisation (ICO). There is a slight underspend in Local Authority contracted activities.
- 7.7. The current financial arrangement with the ICO has been “renewed” for two years from April 2023. Collaborative work is underway with Council & NHS colleagues on the Adult Social Care Improvement Plan (ASCIP). This budget oversight will adopt a similar approach to the financial oversight and support which has proven successful within Children’s services following its introduction in Autumn 2019.
- 7.8. The ICO has experienced severe operational challenges this year and some savings activities have been delayed due to covid. However, the ASC Improvement Plan has delivered £2.3million (within the ICO) against a target of £2 million this year.
- 7.9. There remains significant pressures within Adult Social Care due to the rapidly increasing cost of care and the increasing volume of demand. Currently due to the financial arrangements with the ICO there is no impact on the Council budget. However, Members should be aware of the financial position of this key partner, delivering a statutory council service.
- 7.10. The Joint Community Equipment Store (JCES) overspent by £0.7m which is split equally between each of the three partners, CCG, ICO and Torbay Council. As a result, there is no impact to the Council’s General Fund.
- 7.11. Community Services has a shortfall on income. This represents the continued impact of Covid-19 on income generating activity within the service including Licensing and the Environmental crime team.
- 7.12. Following the investment of an additional £1m to meet additional demand for Temporary Accommodation, this service was delivered on budget. At the end of 2021/22 Officers were involved in the final stages of a commissioning exercise to ensure progress in the provision of suitable and stable temporary accommodation options whilst individuals and family groups find permanent accommodation. The impact of this will be reported as part of the 2022/23 budget monitoring.
- 7.13. There remains considerable demand pressure in the local housing market which is affecting this service significantly. All of which culminates in the low availability of temporary options for individuals and family groups in need of temporary accommodation. The “cost of living” crisis is likely to increase demand for this service.
- 7.14. Customer services continues to see increased costs from staffing, including agency staff and print & postage costs as a result of the increased demand for support throughout Covid-19. Upon implementation of the Councils “CRM” system in future years more self-service options will be available for customers which will help to streamline straight-forward contact.

7.15. Children's Services

Service	Budget £'000	Final Outturn £'000	Variance £'000	Movement since P10
Schools Services	3,529	3,624	95	(23)
Children's Safeguarding	42,214	42,117	(97)	21
Total	45,743	45,742	(2)	(2)

- 7.16. Overall Children's Services has underspent. This result is as a result of the continued and significant hard work of officers throughout the Council.
- 7.17. Within **Schools Services** Local Authority funded activities reported a slight overspend representing 2.69% of the budget.
- 7.18. The overspend was contributed to through continued pressure with the provision of Home to School transport. This is as a result of rising costs as transport providers having to adapt their operating models in light of Covid-19 and as children and young people adjust & readjust to the changes to schooling may need a different level of support to get to and from school.
- 7.19. Outside of Local Authority funded activities, the schools' higher needs block in the Dedicated Schools Grant (DSG) remains under financial pressure because of an increasing level of referrals from schools for higher needs support for children. The pace of demand is far outstripping increases in dedicated funding as has been the case for several years.
- 7.20. For 2021/22 the Schools Forum set a deficit budget of £2.6m for 2021/22. The final position was a deficit of £3.2m.
- 7.21. As a result, the DSG cumulative deficit is now in excess of £9.0m.
- 7.22. The Council does not receive any funding for schools therefore the overspend will remain in the DSG to be funded from DSG in future years. The School and Early Year Finance (England) Regulations 2020 confirm that this is not a cost that the Council must fund. However, for how long this position is sustainable is not certain. At some point the deficit will need to be funded therefore it is essential that officers and members continue to focus on this key issue.
- 7.23. In 2020/21 and the following two financial years additional legislation has been passed that, for accounting purposes, reclassifies the deficit on the Council's balance sheet. There is currently uncertainty as to what will happen after the end of the three-year period.
- 7.24. The Council is part of the ESFA & DfE Safety Valve programme. Discussions are at an early stage but agreement with other councils suggest that if the council can deliver a balanced higher needs budget within, say 3 years, all or some of the historic deficit may be funded by ESFA. However this is dependent on the council being able to deliver a recovery plan that results in a balanced budget.

- 7.25. Within **Children's Safeguarding** there was an underspend of £0.01m (0.23%).
- 7.26. This is despite seeing some exceptionally high emergency placement costs at £2,500 per day in January 2022. This serves as a reminder of the significance of the need for continued and rigorous whole Council support for this service given the financial impact if the number and cost of care rises.
- 7.27. In previous years reports the increased spend was perceived to be "within the control" of the Council and the improvements seen in the last two and a half years has been as a result of robust measures put in place to increase the accountability for how resources were deployed in order to meet the needs of children and young people.
- 7.28. The current picture is now one of national level issues having a local impact. There are significant shortages of placements meaning children & young people are unable to step down from residential to family-based settings such as fostering placements. The local housing market means that a number of the accommodation options for 16+ have now converted their larger properties to self-catering holiday units in order to take advantage of the increased demand from holiday makers. This has seen the cost of 16+ accommodation increasing from £600 per week to £2,400 in some cases. Other Councils are also reporting placing children as young as 3 years old in residential placements as a result of the inability to find suitable family-based alternatives.
- 7.29. Across the south west other Councils are seeing increased numbers of Cared for Children, reliance on agency staff and number of children and young people placed out of area. This increased competition also drives the overall market up.
- 7.30. All of this means that despite the continued oversight, challenge and support from colleagues, external factors are now significantly influencing spend.
- 7.31. The table below shows a snapshot of the key placement figures as at the year end, with the highest point for the year (max) also shown.

Placement types	2018/19	2019/20	2020/21	2021/22
Residential Placement	March: 34 Max: 34	March: 31 Max: 44	March: 20 Max: 28	March: 23 Max: 24
Independent Fostering Agency (IFA) Placement	March: 95 Max: 95	March: 101 Max: 101	March: 80 Max: 101	March: 78 Max: 83
Total Cared for Children	March: 361 Max: 361	March: 356 Max: 368	March: 321 Max: 374	March: 299 Max: 315

- 7.32. The above table demonstrates that overtime not only have the overall figures decreased steadily, the volatility within the placement type also appears to have stabilised.
- 7.33. Within the latest figures, the totals also include Torbay's allocation of Unaccompanied Asylum Seeking Children (UASC) which increases the figures in 2021/22 and is an increase in service demand which is outside of Council control. As the numbers of UASC supported increases there are wider resource impacts such as additional Social Workers to support them plus further pressure on an already stretched care provider market.

- 7.34. Following successful recruitment and retention within the service, the total number of Agency staff employed has reduced from 49.3FTE in April 2021 to 32.35FTE. Again, the reduction seen has been steady over the last few financial years and helps provide stability within the workforce and therefore consistency when working with children and young people.
- 7.35. Within the total Agency costs of £4.9m, £1m of this is associated with the improvement journey of Children's Services and is therefore only expected to be required for a fixed period of time. Similarly there are a number of agency posts which are supporting through managing the caseloads of the newly qualified Social Workers during their first year of employment. Again, these posts are time-limited and scheduled to cease as new staff progress through the Learning Academy and increase their caseloads.
- 7.36. The continued stability within placements and continued success of the Learning Academy in recruiting and retaining staff remains integral to delivering a balanced budget in 2022/23.

7.37. Corporate Services & Executive

Service	Budget £'000	Final Outturn £'000	Variance £'000	Movement since P10
Executive	3,182	3,062	(120)	(107)
Corporate Services	5,926	6,732	806	(236)

- 7.38. Within the Executive unit an improved financial position results in a £0.1m underspend.
- 7.39. Within Corporate Services there are significant, continued pressures within Legal Services:
- 7.39.1. Challenges to recruit suitably qualified staff resulted in agency costs of £0.4m which is partially offset by vacancies.
- 7.39.2. Reduced fee-earning work provides a further cost pressure of £0.2m on income.
- 7.40. The Divisional Director for Corporate Services is working closely with the Head of Legal to address both of these pressures to mitigate the impact in 2022/23.
- 7.41. Elsewhere in Corporate Services as a result of reduced income for the Printing & Post Service, there is a further pressure of £0.4m which has been partially offset by use of budgeted contingencies. Again, the Divisional Director for Corporate Services is working with the team to address this shortfall.

7.42. Finance

Service	Budget £'000	Final Outturn £'000	Outturn Variance £'000	Movement since P10
Finance	(9,893)	(11,161)	(1,268)	250

7.43. Within Finance, which is where a number of Central Government Grants are shown, there is an underspend forecast as a result of applying a number of contingencies & Government Grants.

7.43.1. Release of specific earmarked contingencies £0.7m

7.43.2. Gainshare from Devon-wide Business Rates Pool £0.2m

7.43.3. Improved NNDR income relating as a result of the Business Rate relief & resultant Section 31 Grants improving the overall % collection rates.

7.44. Investment Portfolio

Service	Budget £'000	Final Outturn £'000	Outturn Variance £'000	Movement since P10
Investment Portfolio	(4,639)	(4,639)	(0)	(0)

7.45. The Council's Investment Portfolio reported a balanced budget after the use of the investment property reserve to cover lost rent and holding costs at Wren park, which means it contributed £4.7m towards the net cost of delivering local services.

7.46. Any tenants with arrears are actively engaging with colleagues in TDA and repayment plans have been agreed and adhered to throughout the 2021/22 year.

Place

Service	Budget £'000	Final Outturn £'000	Variance £'000	Movement since P10
Place Operations	12,011	12,491	480	(152)
Place Commissioned	3,969	4,770	802	761
Planning & Transport	4,975	4,459	(517)	(257)
Total	20,955	21,720	766	353

7.47. Within the Place directorate there is a £0.8m overspend which represents 3.65% of the budget.

7.48. **Place Operations** has a cost pressure of £0.5m.

7.49. Within Torre Abbey income, there was a £0.2m shortfall as a result of reduced visitor numbers. This reflects the continued hesitancy to return to indoor visitor attractions even as the Covid restrictions have changed.

- 7.50. The significant storm damage caused a pressure of £0.2m within the Parks & Green infrastructure team.
- 7.51. Public toilet provision overspend by £0.1m due to a requirement to contribute towards the overspend on the Capital program.
- 7.52. The pressures within Place Operations are partially offset by the £0.2m underspend forecast within Parking Services. This is in part due to the service having had some vacancies across service during the year.
- 7.53. **Place Commissioned**
- 7.54. Place Commissioned overspent by £0.8m which includes the additional financial support made available to SWISCo of £0.6m.
- 7.55. There are also continued pressures as a result of delays to the implementation of the solar farms which were expected to generate a surplus for the Council in 2021/22.
- 7.56. **Planning, Housing and Climate Emergency**
- 7.57. Planning and land charge income was £0.05m less than budgeted.
- 7.58. Within Strategy & Project Management an underspend of £0.5m as a result of reduced costs for Concessionary Fares. The reduced costs are in part contributed to by fewer journeys being taken by concessionary fare passengers in the wake of the pandemic.
- 7.59. **Public Health**

Service	Budget £'000	Final Outturn £'000	Outturn Variance £'000	Movement since Q2
Public Health	9,825	9,809	(16)	(16)

- 7.60. Public Health colleagues continue to lead on the Council's response to Covid-19 and co-ordinate and deliver a number of key and continuing strands of the response and recovery work.
- 7.61. This includes management of the Contain Outbreak Management Fund Grant, and the final stages, including reconciliation and assurance work following the delivery of testing programmes and the Local Contract tracing work.
- 7.62. As the majority of this work is directly grant funded, there is no forecast variance on Local Authority funded activity within Public Health. There is a slight underspend within the ringfenced grant, which will be carried forward to continue to fund vital local Covid-19 response work once the current Government funded grants end on the 31st March 2022.
- 7.63. **One off allocations and ring fenced resources**

- 7.64. At year end the chief finance officer transferred unspent “one off” budget allocations to reserves to be spent in future years. In addition, funds unspent from other earmarked or ring fenced funding streams were also carry forward such as funds within Adult Social care and public health.
- 7.65. The net underspend across the council has enable the £0.570m to be transferred to a reserve for highway activities linked to the Council's decision at the approval of the 2022/23 budget in March 2022. The balance of the underspend (£0.2m) will be transferred to the CSR reserve to support both the costs of the CRM system and to support any 22/23 budget pressures.

8. Capital Outturn 2021/22

- 8.1. In 2021/22 the Council spent £27m on capital projects. The spend for each project compared to the last reported budget is shown in appendix one to this report.
- 8.2. There were over 30 separate projects that incurred spend over £100k This demonstrates the wide range of projects a unitary council like Torbay is involved with over a wide range of services including highways, schools, housing and regeneration.
- 8.3. 10 projects incurred spend greater than £1m. These included: Harbour View hotel, a decarbonisation scheme at Torbay Leisure centre, improvements at the Rivera International Conference centre, expansion at St Cuthbert Mayne school, ongoing South Devon link road payments, Torquay Gateway highway scheme, Claylands industrial space, a capital loan to TCCT for Occombe farm expansion, and capital loans to TorVista for three housing schemes including Totnes Road and Next Steps.
- 8.4. Capital expenditure in the year was less than forecast. The balance on unspent capital budgets will be transferred to future years. The “pace” of spend has been impacted by inflationary issues where projects are having to be reassessed and from supply chain issues. The Council had three schemes impacted by the Midas grouping entering administration in early 2022.
- 8.5. The funding of the capital plan was as usual was primarily funded from borrowing (£10m) and from capital grants (£13m). These were supplemented by using reserves, capital receipts and external contributions such as s106 payments.
- 8.6. As reported in the Treasury Management outturn report to Audit Committee in May 2022 the Council, due to its cash flow and level of capital spend to be funded from borrowing, did not borrow during the year and remained within both its operational and authorised (borrowing) limits.

9. Risks & Sensitivity

9.1. There are a number of financial risks facing the Council as shown below:

Risk	Impact	Mitigation
Future funding of DSG Deficit	High	Recovery meetings have been convened by the Chief Finance Officer to review any and all opportunities to locally influence this area of spend.
CPI at a 40 year high at 9% is having a major impact on both revenue and capital costs. The exact impact is still uncertain, eg pay award for 22/23 not yet agreed. Some council capital projects will no longer be affordable.	High	Inflation contingencies in both the 22/23 revenue and capital budgets. However, these may be inadequate. 23/24 budget includes a higher than usual allowance for inflationary pressures.
The “cost of living” economic impact on the Council's residents from higher fuel and utility costs is likely to impact on both demand for council services and may result in reduced income from council tax.	High	<p>The Council has established a cross council “cost of living” group to mitigate where possible the impact on council services and support/sign post residents to support.</p> <p>The council will continue to administer payments under both the Household Support Fund and Council tax Rebates.</p>
Continued loss of income	High	Recovery meetings have been convened by the Chief Finance Officer for all the Council's main areas of income. Each group is tasked with developing an action plan to influence income where possible
Collection Fund shortfall	High	Additional resources allocated to support the Revenues & Benefits team and a review of debt recovery will be undertaken.
Fair Funding Formula	Medium	Development of a robust MTRP to address the expected impact on Torbay's funding. Timing of this funding change is now expected to be 2023/24 at the earliest.
Identification, and delivery, of savings as per Medium Term Resource Plan	High	Work on the Budget for 2023/24 started in May 2022 with service plan reviews taking place in June 2022 with Star Chambers in July 2023. Options will be reviewed by Senior Leadership Team in collaboration with Cabinet to consider options for future years.
Delivery of Children's Services cost reduction plan	Medium	Meetings continue to monitor the current rate of delivery against the identified actions from the Sufficiency Strategy.

Unable to recruit staff and need to use agency staff.	High	<p>Recruitment & retention of Social Work staff, particularly in safeguarding is still one of the core priorities for the Senior management team within Children's Services.</p> <p>This pressure is also being seen across a number of front-line services which are integral to the Council's "Summer Response Team" Work continues to identify solutions to these challenges which seem to be on a national scale.</p>
Additional demand and cost pressures for services, particularly in children's social care	Low	2022/23 Budget monitoring, use of service performance data and recovery plan.
Delivery of approved savings for 2022/23	Low	Further to regular budget monitoring for all budget holders, the Council's Senior Leadership Team receive monthly updates on the 2022/23 position.
Investment Property Income changes	High	The investment board will continue to review future leases and manage any potential break clause implications.

CAPITAL PLAN - OUTTURN 2021/22 - EXPENDITURE

Appendix 1

	Revised 4-year Plan						
	Total 2021/22 Revised	Outturn 2021/22	Slippage to c/f to 22/23	2022/23	2023/24	2024/25	Total for Plan Period
PB = Approved Prudential Borrowing schemes	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Thriving People and Communities							
Barton Academy - Nursery provision	105	106	0				0
Brunel Academy Ph 2 Vocational Classrooms	217	25	192				192
Capital Repairs & Maintenance 2019/20	14	8	6				6
Capital Repairs & Maintenance 2020/21 & 2021/22	481	317	164	400			564
Schools capital from revenue	0	63					0
Devolved Formula Capital	260	98	162				162
Education Review Projects	310	40	270	3,329			3,599
High Needs Capital Provision	530	27	503				503
Mayfield Expansion	1,022	552	470	500			970
Medical Tuition Service - relocation	68	36	32				32
New Paignton Primary school sites (St Michaels & Windmill)	587	2	585				585
Pgn CS Academy Expansion	190	0	190				190
Roselands Primary - additional classroom	51	20	31	80			111
Sixth Day Provision	117	11	106				106
Special Provision Fund (SEND)	114	65	49				49
St Cuthbert Mayne Expansion	3,047	2,900	147	500			647
Torbay School Relocation (Expansion Burton Acad Hillside site)	36	60	0				0
Polsham Centre Development	50	1	49	200			249
Foster Homes Adaptations	100	5	95	100	100		295
			0				0
IT replacement - Childrens Case Management System	192	91	101				101
			0				0
Adult Social Care	520	0	520				520
PB Crossways, Paignton - Regen and Extra Care Hsg	2,600	367	2,233	7,500	10,000	5,167	24,900
Extra Care Housing (Torre Marine)	0	100	(100)	2,800			2,700
Brixham Town Centre Car Park - Housing	675	0	675				675
Disabled Facilities Grants	600	585	15	980			995
			0				0
Affordable Housing	899	243	656				656
Housing Rental Company - Aff Hsg Developments	0	0	0				0
PB Tor Vista Homes re Preston Down Road	175	0	175	7,500	7,500	7,825	23,000
PB Next Steps Accommodation Programme	0	0	0				0
	12,960	5,722	7,326	23,889	17,600	12,992	61,807

Thriving Economy							
PB	Claylands Redevelopment	2,262	2,159	103	350		453
	DfT Better Bus Areas	102	130	0			0
PB	Edginswell Business Park	0	0	0	0		0
PB	Edginswell Business Park Site 3	200	23	177	2,000	4,300	6,477
PB	Edginswell Business Park Unit 1	200	92	108	4,000	1,619	5,727
	Edginswell Station	500	33	467	4,000	7,999	12,466
PB	Innovation Centre Ph 3 (EPIC)	91	99	0			0
PB	South Devon Highway - Council contribution	1,463	1,293	170			170
PB	TEDC Capital Loans/Grant	575	0	575			575
	Transport Highways Structural Maintenance	2,191	2,871	(680)	150		(530)
	Transport Integrated Transport Schemes	113	145	(32)	0	0	(32)
	Transport - Torquay Gateway Road Improvements	630	1,146	(516)	80		(436)
	Transport - Western Corridor	149	7	142	257	225	624
				0			0
	Babbacombe Beach Road	250	160	90			90
	Brixham Harbour - CCTV upgrade	7	0	7			7
	Brixham Harbour - Infrastructure Repairs	55	5	50			50
PB	CCTV equipment	0	0	0			0
	Torre Valley North Enhancements	0	0	0			0
	Clennon Valley Sport Improvements	37	0	37			37
	Flood Alleviation - Cockington	191	111	80	50		130
	Flood Alleviation - Monksbridge	10	5	5	346		351
	Paignton Coastal Defence Scheme	75	80	(5)	1,705	1,227	2,927
PB	Paignton Harbour Light Redevelopment	81	26	55			55
	Princess Pier - Structural repair (with Env Agency)	50	(1)	51	796		847
PB	Torquay Town Dock - Infrastructure Improvements	1,200	263	937			937
PB	Public Toilets Modernisation Programme	108	212	0			0
	Recreation Ground Drainage Network	9	9	0			0
PB	RICC Improvements - Backlog Repairs	600	244	356	493	0	849
PB	RICC Improvements - Landlord Repairs (Parkwood)	1,449	1,449	0			0
PB	Torbay Leisure Centre (Parkwood Loan)	0	0	0			0
	Pgn Velopark Cyclocross & Pump Tracks	60	3	57			57
	Torre Valley Sports Pavilion	57	28	29			29
PB	Regeneration Programme-Harbour View Hotel Developmt	9,750	4,178	5,572	765		6,337
PB	Nanusens Limited Loan (Econ Growth Fund)	150	150	0			0
PB	Old Toll House (Econ Growth Fund)	30	30	0	350	664	1,014
PB	TCCT Ocombe Farm Development (EGF)	1,177	1,177	0			0
	Torquay Towns Fund - Accelerated Funds	232	238	0			0
				0			0
	Torquay Towns Fund (General)	53	87	(34)	52	52	70
	Torquay Town Deal - Union Square Ph.1	100	0	100	3,100	1,850	5,050
	Torquay Town Deal - Strand Land Assembly & Demo	0	18	(18)	231		213
	Torquay Town Deal - Harbour Public Realm	0	92	(92)	2,500		2,408
	Torquay Town Deal - Pavilion	100	0	100	1,900		2,000
	Torquay Town Deal - Stronger Future Revenue	0	0	0			0
	Torquay Town Deal - Union Square Ph.2	0	0	0	750	5,243	5,993
	Torquay Town Deal - Core Area Public Realm	25	2	23	575		598
	Torquay Town Deal - Torquay Coastal Corridor Pinch Point	0	0	0	0		0
				0			0
	Paignton Future High Streets Fund (General)	0	0	0	0	0	0
	Paignton Future High Streets Fund - Torbay Road	9	29	(20)	0	659	639
	Paignton Future High Streets Fund - Station Square	125	6	119	1,254	880	2,253
	Paignton Future High Streets Fund - Victoria Centre Phase 1	0	0	0	652		652
	Paignton Future High Streets Fund - Picture House	184	184	0	1,101	0	1,101
	Paignton Future High Streets Fund - Diversification	0	0	0		1,300	1,300
	Paignton Future High Streets Fund - Crossways	0	0	0	0		0
	Paignton Future High Streets Fund - Flood Defence	457	0	457	114		571
	Paignton Future High Streets Fund - Victoria Centre Phase 2	18	0	18	3,844		3,862
				0			0
PB	Lymington Rd Business Centre (LEP GBF/EGF)	181	156	25	3,330		3,355
	Edginswell Enabling Works (LEP GBF)	127	134	(7)	1,757		1,750
	EPIC and SD College (LEP GBF)	768	586	182			182
				0			0
PB	Corbyn Head - Development of former WCs	0	0	0	1,250		1,250
PB	Preston (North) - Development of former WCs	0	0	0	718		718

26,201	17,659	8,688	38,470	26,018	0	73,176

Tackling Climate Change							
PB	Council Fleet Vehicles	330	132	198			198
PB	Solar Farm, Brokenbury (EGF)	125	110	15	1,605		1,620
PB	Solar Farm, Nightingale Park (EGF)	110	115	(5)	2,920		2,915
	Torbay Leisure Centre - Decarbonisation Scheme	1,850	1,774	76			76
		2,415	2,131	284	4,525	0	4,809
A Council fit for the future							
PB	Corporate IT Developments	7	20	0			0
	IT Equipment - TOR2	47	0	47			47
PB	Essential Capital repair works	679	4	675			675
	Enhancement of Development sites	10	8	2	65	65	192
	Capital Expenditure from Revenue	0	40	0			0
	General Capital Contingency	632	0	632			632
		1,375	72	1,356	65	65	1,546
Council Borrowing Approvals awaiting proposals							
PB	Torre Abbey Renovation - Phase 3 (TC contrib)	0	0	0	1,700		1,700
PB	Regeneration Programme and Economic Growth Fund	0	0	0	40,391	50,000	90,391
PB	Housing Rental Company - Loan	500	1,116	(616)	2,500	10,000	22,548
		500	1,116	(616)	44,591	60,000	114,639
TOTALS		43,451	26,700	17,038	111,539	103,683	255,976
CAPITAL PLAN - QUARTER 2021/22 - FUNDING							
	Unsupported Borrowing	18,238	9,876		71,380	80,528	170,397
	Grants	20,586	13,285		37,254	22,725	60,724
	Contributions	1,481	1,458		705	221	926
	Revenue	301	916		119	100	219
	Reserves	930	368		206	22	228
	Capital Receipts	1,916	797		1,876	87	6,445
	To be allocated	0	0	17,038	0	0	17,038
Total		43,451	26,700	17,038	111,539	103,683	255,976