

Monday, 11 August 2025

CABINET

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

Tuesday, 19 August 2025

commencing at **5.30 pm**

The meeting will be held in the Banking Hall, Castle Circus entrance on the left corner of the Town Hall, Castle Circus, Torquay, TQ1 3DR

Members of the Committee

Councillor David Thomas (Chairman)

Councillor Billings

Councillor Jacqueline Thomas

Councillor Bye

Councillor Tranter

Councillor Chris Lewis

Councillor Tyerman

A Healthy, Happy and Prosperous Torbay

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

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

CABINET AGENDA

1. **Apologies**
To receive apologies for absence.
2. **Minutes** (Pages 5 - 26)
To confirm as a correct record the Minutes of the meeting of the Cabinet held on 14 July 2025.
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. **Urgent Items**
To consider any other items the Chairman decides are urgent.
5. **Matters for Consideration**
6. **Local Authority Designated Officer (LADO) Annual Report 2024 - 2025** (Pages 27 - 66)
To consider a report that provides an overview of allegations referred to the LADO regarding people in a position of trust working or volunteering with children in the Torbay locality.
7. **Torbay Youth Justice Plan 2025-26** (Pages 67 - 138)
To consider a report that seeks approval of an annual Youth Justice Plan that had been prepared in consultation with its partner agencies, staff, and service users.

- | | | |
|-----|--|-------------------|
| 8. | Adult Social Care Local Account Summary
To consider a report that sets out the Adult Social Care Local Account Summary, providing an overview of the service's performance, achievements, and challenges over the past year. | (Pages 139 - 222) |
| 9. | Homelessness and Rough Sleeping Strategy Action Plan (2025 - 2030)
To consider a report that seeks approval for the Homelessness and Rough Sleeping Strategy Action Plan for Torbay. | (Pages 223 - 244) |
| 10. | Acquisition of Land for the Delivery of Affordable Homes
To consider a report that seeks approval to acquire a site for the future delivery of affordable housing. | (Pages 245 - 282) |
| 11. | Turnkey Acquisitions for Social Housing
To consider a report that seeks officer delegations to enable the turnkey acquisitions of 18 homes. | (Pages 283 - 314) |
| 12. | Torquay Town Centre Place Vision
To consider a report that seeks approval of the Torquay Town Centre Place Vision. | (Pages 315 - 390) |
| 13. | Budget Monitoring - Revenue and Capital Outturn 2025/26 Quarter 1
To consider a report that provides a high-level budget summary of the Council's revenue and capital position for the financial year 2025/26, reviewing budgets and considering year-end forecasts. | (Pages 391 - 412) |
| 14. | Review of the Cabinet Capital Projects Working Party Terms of Reference
To consider a report on the above. | (Pages 413 - 416) |

Live Streaming and Hybrid Arrangements

To encourage more people to engage in our public meetings the Council is 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 also using 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. If anyone attending the meeting remotely loses connection the meeting will continue and they will have the option to follow the meeting via the YouTube live stream.

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Minutes of the Cabinet

14 July 2025

-: Present :-

Councillor David Thomas (Chairman)

Councillors Billings, Bye, Chris Lewis, Jacqueline Thomas, Tranter and Tyerman

(Also in attendance: Councillors Amil (virtual), Foster, Fox, Law (virtual), Barbara Lewis (virtual) and Long)

6. Minutes

The Minutes of the meeting of the Cabinet held on 9 June 2025 were confirmed as a correct record and signed by the Chairman.

7. Disclosure of Interests

Councillor Bye declared non-pecuniary interests in minute 10 and 12, further details are set out in the Record of Decisions appended to these minutes.

8. Urgent Items

The Cabinet considered the item in Minute ??, and not included on the agenda, the Chairman being of the opinion that it was urgent by reason of special circumstances i.e. the matter having arising since the agenda was prepared and it was unreasonable to delay a decision until the next meeting.

9. Matters for Consideration

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

- 10. Former Police Station at Bolton Cross, Brixham (now Brixham Museum) - Relisting of Asset of Community Value**
- 11. Acquisition of four properties to deliver Local Authority Housing Fund Round 3**
- 12. Housing Standards Civil Penalty Policy & HMO Licence Conditions Review**
- 13. Adult Social Care Self-Assessment**
- 14. Adult Social Care Market Position Statement**

15. **Licensing Act 2003 - Draft Licensing Statement of Principles (Licensing Policy) 2026 - 2031**
16. **SWISCo Annual Report**
17. **Council Business Plan 2023-2027 - Refresh 2025**
18. **Torbay Council Pensions Discretions**

Chairman

Record of Decisions

Former Police Station at Bolton Cross, Brixham (now Brixham Museum) - Relisting of Asset of Community Value

Decision Taker

Cabinet on 14 July 2025.

Decision

That the listing of the Former Police Station, Brixham as an Asset of Community Value be renewed for a further period of five years, in accordance with the Localism Act 2011.

Reason for the Decision

The previous listing expired on 31 March 2025; a new nomination had been submitted to maintain the asset's protected status. The asset continued to serve as a cultural and educational resource for residents and visitors, justifying its re-listing. The nomination reflected ongoing community interest and support in the museum, which was led by a local charitable organisation and run by dedicated volunteers.

Implementation

This decision will come into force and may be implemented on 28 July 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

An application to nominate the Former Police Station at Bolton Cross, Brixham (now Brixham Heritage Museum) as an Asset of Community Value had been received from Brixham Museum Trust (a Charitable Incorporated Organisation).

The property was previously included on the Council's list of successful nominations; however, that listing expired on 31 March 2025. The new nomination sought to re-list the asset for a further five years.

At the meeting Councillor Jackie Thomas proposed and Councillor Chris Lewis seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

An alternative option would have been to refuse the nomination, despite the asset meeting the statutory criteria for listing under the Localism Act 2011, such a decision could be subject to legal challenge. In accordance with the legislation, a written statement outlining the reasons for refusal must be provided to the nominating party.

In light of the above, the preferred option was to list the Former Police Station at Bolton Cross, Brixham on the Council's register of Assets of Community Value for a further period of five years. This would ensure the asset retained its ACV status and continued to be protected for community use.

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)

Councillor Bye declared a non-pecuniary interest as an honorary member of the Brixham Museum.

Published

18 July 2025

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

Record of Decisions

Acquisition of four properties to deliver Local Authority Housing Fund Round 3

Decision Taker

Cabinet on 14 July 2025.

Decision

1. that the acquisition of four residential properties in Torbay, supported by £551,500 of Local Authority Housing Fund Round 3 (LAHF3) grant awarded by the Ministry of Housing, Communities and Local Government (MHCLG) be approved;
2. that the specific acquisition of the first three identified units, being three 3-bedroom houses as outlined in Exempt Appendix 1 (subject to the satisfactory conclusion of all necessary due diligence). Such properties to be used as either Temporary Accommodation, or for families that would otherwise be living in Temporary Accommodation that have a local connection to Torbay and require this type of assistance, be approved;
3. that authority be delegated to the Director of Finance, in consultation with the Cabinet Member for Housing and Finance, to identify a suitable 4-bedroom home, and to approve the purchase of such a property (subject to the satisfactory conclusion of all necessary due diligence) to support the Afghan Resettlement Programme (ARP), as outlined in Exempt Appendix 1 (and as a condition of the LAHF3 grant);
4. that authority be delegated to the Head of Strategic Housing and Delivery, in consultation with the Cabinet Member for Housing and Finance to agree and finalise the terms to acquire all of the homes and procure all necessary support services to facilitate the acquisitions, including any necessary legal and financial arrangements; and
5. that Council be recommended that:

The Capital Programme be uplifted by a maximum of £1,301,500 to acquire the four properties, part-funded by a grant of £551,500 from the Ministry of Housing, Communities and Local Government. The remaining balance of £750,000 to be funded by a combination of: prudential borrowing; revenue savings from existing Temporary Accommodation budgets; or any other relevant internal subsidy or receipts that may be appropriate. With delegated authority to the Director of Finance, in consultation with the Cabinet Member for Housing and Finance to agree the precise balance of funding sources to be deployed.

Reason for the Decision

The acquisition of additional homes would directly contribute to achieving the Council's goal of increasing emergency housing placements within the Bay, reducing reliance on costly and less suitable out-of-area or hotel accommodation. It would also help reduce the occurrence of families with children being forced to live in unsuitable bed and breakfast style accommodation, which was not suitable for long-term occupation. The first three homes proposed for purchase were modern, well-insulated and efficient – providing a stepping stone for vulnerable families on a pathway towards settled housing.

Implementation

The decision in respect of 1. to 4. will come into force and may be implemented on 28 July 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny). The decision in respect of 5. will be considered at the Council meeting on 24 July 2025.

Information

The Council has secured grant funding from the Ministry of Housing, Communities and Local Government (MHCLG) Local Authority Housing Fund Three (LAHF3) for the acquisition of four residential properties.

Of these, three homes must be used to support families that require (or would otherwise require) temporary accommodation, that have a local connection to Torbay.

A condition of the grant was that the Council must also purchase a single-family home for a household accepted on to the government's Afghan Resettlement Programme. In order to provide support for families that assisted the UK's Armed Forces in Afghanistan prior to military withdrawal in 2021.

The proposed acquisitions would directly support the Council's strategic aims to increase the supply of social housing in Torbay. Torbay continued to experience acute pressures on its housing system, including:

- a notable increase in homelessness presentations;
- consistently high numbers of households in temporary accommodation;
- a growing need for more social housing in Torbay by local families, through Devon Home Choice;
- ongoing need to support Afghan families under the government's resettlement programme, with Torbay having committed to helping a family in need of secure and stable accommodation.

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

Alternative Options considered and rejected at the time of the decision

In developing the proposal, the Council had considered two principal options:

Option 1 - proceed with the purchase of four homes, including the first three identified in Exempt Appendix 1, prioritising new build homes where possible. In the longer term, these homes would be retained as part of the social housing stock and let through Devon Home Choice to eligible local households. It would also meet LAHF3 grant conditions and secure £551,500 of external investment that would otherwise be lost. This option would also provide immediate and long-term benefits, with permanent use as social rented homes once temporary accommodation need subsided.

Option 2 - not to proceed with the purchase. This option would involve returning the LAHF3 grant and continuing to manage housing need through existing arrangements, including temporary accommodation placements in hotels and bed and breakfast. Whilst this option would avoid capital outlay and associated financial risk. It would not support additional households, and no revenue savings would be derived. As such, the Council would continue to

rely upon high-cost, often inappropriate nightly lets, leading to worsening budget pressures. It would also be reputationally damaging for the authority and mean Torbay misses an opportunity to increase its temporary accommodation provision and social housing stock, through a significant subsidy allocation.

On the balance of considerations, the preferred option was Option 1.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None

Published

18 July 2025

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

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Record of Decisions

Housing Standards Civil Penalty Policy & HMO Licence Conditions Review

Decision Taker

Cabinet on 14 July 2025.

Decision

1. that the Housing Standards Civil Penalty Policy as set out in Appendix 1 of the submitted report be approved;
2. that the amended House In Multiple Occupation (HMO) Licence Conditions as set out in Appendix 2 to 4 of the submitted report be approved; and
3. that delegated authority be given to the Director of Adults and Community Services, in consultation with the Cabinet Member for Adult and Community Services, Public Health and Inequalities, to make further updates to the Housing Standards Civil Penalty Policy and House In Multiple Occupation Licence Conditions following Royal Ascent of the Renters Rights Bill.

Reason for the Decision

The adoption of the amended Housing Standards Civil Penalty Policy would ensure that the Council were compliant with current legislative developments to ensure that when landlords breach legislation to the degree that action was justified, the Council were able to apply the appropriate sanctions. In addition, the adoption of the amended HMO licence conditions ensured that the Council were able to apply the relevant conditions without the need to clarify poorly drafted legislation making it easier for HMO licensee's to understand the requirements and making any review more efficient.

Implementation

This decision will come into force and may be implemented on 28 July 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

Following the commencement of the Housing and Planning Act 2016, Torbay Council adopted a Housing Standards Civil Penalty Policy. The Policy deliberately mirrored the Statutory guidance and was tested at First-tier Tribunal (FtT). In 2023 an appeal (Leicester vs Morjariato) to the FtT resulted in a decision that was a catalyst for Housing Standards Civil Penalty policies to be reviewed

Following the case, government set aside a small fund for a 3rd sector organisation to organise procurement of legal support to update policy, including Housing Standards Civil Penalty Policies whilst keeping abreast of the policy demands of the Renters Rights Bill (RRB).

Torbay Council accessed these funds early and received £5,000 for policy drafting support, legal support and training. The outcome was confirmation that a number of Torbay Council Housing Standards Policies were suitable, with drafting of a new Housing Standards Civil Penalty Policy and a review of the House-in-Multiple Occupation licence conditions being

required.

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

Alternative Options considered and rejected at the time of the decision

The options were:

Option 1 – Adopt both policies and delegate authority to make adjustments following forthcoming legislation. The updated policies would ensure that the Council was legislatively compliant, able to action requirements efficiently and effectively, able to direct landlords and licensees to clear and understandable requirements. By delegating authority, it would enable updates of any new requirements promptly. This was the preferred option.

Option 2 – Refuse to adopt the new Housing Standards Civil Penalty Policy. The way the current policy was drafted was not in line with the most recent case law. Whilst this would not impact the Council's ability to seek action at the First-tier Tribunal, it undermines the Council's ability to set the fine levels resulting in the possibility of escalation to the Upper tribunal and the associated resources for Torbay Council and landlords.

Option 3 – Refuse to adopt the HMO licence condition amendments. There would be no fundamental problem other than inefficiency in managing the HMO licensing and a missed opportunity to provide a clearer set of conditions for licensees to follow.

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)

Councillor Bye declared a non-pecuniary interest as a landlord who owns properties within Torbay.

Published

18 July 2025

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

Record of Decisions

Adult Social Care Self-Assessment

Decision Taker

Cabinet on 14 July 2025.

Decision

That the contents of the Torbay Council Adult Social Care Self-Assessment Report (as set out in Appendix to the submitted report) and the requirement for the Torbay Council Adult Social Care Self-Assessment Report to be published on the Council's website be noted.

Reason for the Decision

To provide information on the findings of the self-assessment for Adult Social Care as part of the readiness and preparation for the CQC inspection.

Implementation

This decision will come into force and may be implemented on 28 July 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

As part of the Health and Care Act 2022, the Care Quality Commission (CQC) had been given additional responsibilities and powers to review, assess and report on Council regulated adult social care functions under Part One of the 2014 Care Act, such as prevention, information and advice, market shaping and support services. As part of the preparation work a self-assessment had been completed using the Local Government Association Workbook. Information had been gathered and refined over the last 8 months. There was a review of the safeguarding section by Partners in Health and Care in March 2023. It had also been tested by staff and commissioners in Adult Social Care (ASC) as well as through the South West Association of Adult Social Services CQC peer support. The document was written over Quarter 3 of 2023/24.

This self-assessment had been updated in 2025 as part of the information return that was required by them, when the Council received the first notice of inspection.

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

Alternative Options considered and rejected at the time of the decision

There were no alternative options considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None

Published

18 July 2025

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

Record of Decisions

Adult Social Care, Market Position Statement

Decision Taker

Cabinet on 14 July 2025.

Decision

That the Cabinet endorse the Market Position Statement (MPS) 2025 – 2029 as set out in Appendix 1 to the submitted report.

Reason for the Decision

The Care Act 2014 places a duty on Local Authorities to facilitate and shape Torbay's care and support market, to ensure sustainability, diversity, and to be continuously improving and innovating services. The Council had statutory duties to meet the care and support needs of adults who had an assessed need under the Care Act 2014, the MPS highlights the opportunities to align resources to support all ages.

Implementation

This decision will come into force and may be implemented on 25 July 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The updated Market Position Statement for Adult Social Care 2025 - 2029 set out how Torbay Council will work and shape the care market to manage demand and capacity. It also set out the Council's intentions for early interventions to enable working age adults and older people to remain well and as independent as possible.

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

Alternative Options considered and rejected at the time of the decision

There were no alternative options considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None

Published

17 July 2025

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

Record of Decisions

Licensing Act 2003, Draft Licensing Statement of Principles (Licensing Policy) 2026-2031

Decision Taker

Cabinet on 14 July 2025.

Decision

That the draft Licensing Act Statement of Policy 2026 to 2031 be approved for public consultation.

Reason for the Decision

To meet the statutory requirement, as prescribed under section 5 of the Licensing Act 2003, which requires the Licensing Authority to prepare and publish a statement of its Licensing Policy at least every five years.

Implementation

This decision will be implemented immediately.

Information

The Licensing Act 2003 requires Torbay Council, under its role as Licensing Authority, to review and publish a 'Statement of Licensing Principles' (the Licensing Policy), every five years. The Statement of Principles outlined how the Council would administer applications and regulate licensable activities. It also specified under what circumstances applications may be successful and the measures necessary to promote the licensing objectives.

At the meeting Councillor Tranter proposed and Councillor Jackie Thomas 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 available, as the review of the Statement of Principles was a statutory requirement under the Licensing Act 2003.

Is this a Key Decision?

Yes

Does the call-in procedure apply?

No

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

None

Published

18 July 2025

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

Record of Decisions

SWISCo Annual Report

Decision Taker

Cabinet on 14 July 2025.

Decision

That the SWISCo Annual Report be approved.

Reason for the Decision

The aim of the annual review was to provide the Council with assurance and confidence, both as client and sole shareholder, that SWISCo was operating in a safe and efficient manner, was delivering the services that it was commissioned to do so by the Council and was offering the Council value for money.

To respond to the recommendations of the Overview and Scrutiny Board regarding resources to support the activity of developing the Play Park Strategy and Open spaces strategy.

Implementation

This decision will come into force and may be implemented on 28 July 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The SWISCo Annual Report reviewed the operation and performance of the Councils wholly owned and controlled company SWISCo.

The Overview and Scrutiny Board considered the SWISCo Annual Report on 14 July 2025 and made recommendations to Cabinet. At the meeting Councillor Billings proposed and Councillor David Thomas seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

There were no alternative options considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None

Published

18 July 2025

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

Record of Decisions

Council Business Plan 2023-2027 - Refresh 2025

Decision Taker

Cabinet on 14 July 2025.

Decision

That the Council Business Plan 2023-2027 - Refresh 2025 be approved.

Reason for the Decision

To ensure that direction is provided to the organisation on the priorities for the remainder of the administrative period.

Implementation

This decision will come into force and may be implemented on 28 July 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

Following the Local Elections in May 2023, the Community and Corporate Plan was agreed by the Council. This set out the priorities of the Council for the next twenty years and the approach the Council was taking in delivering against the vision.

In order to provide focus for delivery over the administration period, the Cabinet developed a Council Business Plan. This provided details of the specific actions being taken to deliver the priorities within the Community and Corporate Plan together with milestones and/or targets. The Council Business Plan was a living document, as such was reviewed and refreshed annually to take into account progress on delivery against the plan and make any changes required from factors arising since the last review. This was the first annual review, further details have been added to areas that were only broadly defined on initial publication.

At the meeting Councillor David Thomas proposed and Councillor Chris Lewis 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 have been wide ranging discussions between members of the Cabinet and Directors about the priority actions that could be reasonably taken over the coming years to meet the ambitions of the Community and Corporate Plan. Those discussions included the milestones that needed to be set and the performance indicators that would be used to measure progress.

It was felt that the proposed Council Business Plan was achievable whilst seeking to secure continuous improvement as an organisation.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

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

None

Published

18 July 2025

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

Record of Decisions

Torbay Council Pensions Discretions

Decision Taker

Cabinet on 14 July 2025.

Decision

That Cabinet recommends to Council:

That the amended Employers Pensions Discretions as set out in Appendix 1, to the submitted report, which now include the Shared Cost Additional Voluntary Contribution Scheme be approved.

Reason for the Decision

To encourage employees to save more for their pension and thereby the Council would pay less National Insurance and the employee would pay less in Tax and National Insurance contributions.

Implementation

The Cabinet's recommendations will be considered at the Council meeting on 24 July 2025.

Information

Under the current Local Government Pension Scheme Regulations, Torbay Council can exercise a range of pension discretionary policies which apply to its employees who are members of the scheme. The current discretions were agreed at Council in February 2025.

There was a requirement to amend the current discretions to introduce a Shared Cost Additional Voluntary Contribution arrangement (SCAVC). An employer can choose to contribute towards a member's Additional Voluntary Contribution (AVC) via a shared cost arrangement (SCAVC) where an employee had elected to pay AVC's by salary sacrifice. The amount of these employer shared cost AVC's would not exceed the amount of salary sacrificed by the employee.

At the meeting Councillor Tyerman proposed and Councillor Jackie Thomas 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 are no other options under consideration.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

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

None

Published

18 July 2025

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

Meeting: Cabinet **Date:** 19 August 2025

Wards affected: All

Report Title: Local Authority Designated Officer Annual Report 2024 - 2025

When does the decision need to be implemented? For Information

Cabinet Member Contact Details: Cllr Nick Bye, Lead Cabinet Member for Children's Services, nick.bye@torbay.gov.uk

Director Contact Details: Nancy Meehan, Director Children's Services, Nancy.meehan@torbay.gov.uk

1. Purpose of Report

- 1.1 The Local Authority Designated Officer (LADO) Annual Report provides an overview of allegations referred to the LADO regarding people in a position of trust working or volunteering with children in the Torbay locality.
- 1.2 It summarises the statutory role of the LADO and both the national and regional context of the role, the number of consultations and referrals, a breakdown of the types of allegations and the profile of the LADO's work from 1st April 2024 to 31st March 2025.

2. Reason for Proposal and its benefits

- 2.1 Whilst there is not a statutory requirement for each Local Authority to produce and publish an Annual Report in respect of the work of the LADO, there is an expectation that one is completed to inform both the local authority and partner agencies of the number and nature of contacts over the period and to identify trends and learning from the data to inform any local action plans.
- 2.2 The information within this report helps us to deliver our ambition for Torbay to become child-friendly in every sense of its meaning, whereby the community and key partners are aware of their duty to consult and refer to

the LADO service when safeguarding concerns about those in a position of trust become known.

- 2.3 The nature of the LADO role, as set out within Working Together to Safeguard Children 2023 and Keeping Children Safe in Education (KCSIE 2015), is such that it forms an integral part of the safeguarding response to children, and therefore fits with Torbay's ambition to ensure enhanced and robust response to vulnerable groups, with children often being especially vulnerable. This is particularly the case in regards to Torbay's corporate parenting responsibilities.

3. Recommendation(s) / Proposed Decision

1. That the Local Authority Designated Officer Annual Report 2024-25 be endorsed and published in accordance with Council's requirements.

Appendices

Appendix 1: LADO Annual Report 2024 - 2025

Background Documents

None

Supporting Information

1. Introduction

- 1.1 The LADO Annual Report provides an overview of allegations referred to the LADO regarding people in a position of trust working or volunteering with children in the Torbay locality. It summarises the statutory role of the LADO and both the national and regional context of the role, the number of consultations and referrals, referral sources, a breakdown of the types of allegations and the profile of the LADO's work from 1st April 2024 to 31st March 2025.
- 1.2 The report notes that there has been a reduction in the number of consultations in the 2024-25 year (377 reduced from 412 in 2023-24), with the majority referred by education (120 consultations); 63 of those consultations related to cared for children placed in Torbay. This year, there was a significant rise in consultations relating to the behaviour of a trusted adult (108 consultations).
- 1.3 Of the 377 consultations, 39 consultations met the LADO harm threshold and resulted in an Allegations Management Meeting. The outcomes of those meetings were: four unfounded; twenty unsubstantiated; eight substantiated; and seven pending outcomes i.e. a complex investigation or awaiting the outcome of police processes.
- 1.4 The report also outlines the work of the LADO in raising awareness across the partnership and provides an update in respect of key service actions and outcomes.

2. Options under consideration

- 2.1 N/A – No other options have been considered.

3. Financial Opportunities and Implications

- 3.1 N/A

4. Legal Implications

- 4.1 The role of the LADO and the LADO's responsibilities remain set out in Working Together to Safeguarding Children 2023, Keeping Children Safe in

Education (KCSIE 2015) and the Southwest Child Protection Procedures. There are no legal implications as a result of the decision to endorse this Annual Report.

5. Engagement and Consultation

- 5.1 The nature of the LADO role is such that engagement and consultation occurs naturally as an integral part of the role. The Torbay LADO continues to take an active role in the regional Southwest LADO network meetings, to share learning and improvement. Close informal arrangements also include peer observations and audits, to support service-led improvement and strengthen effective cross-boundary working.

6. Purchasing or Hiring of Goods and/or Services

- 6.1 N/A

7. Tackling Climate Change

- 7.1 N/A

8. Associated Risks

- 8.1 There are no associated risks with endorsing this Annual Report.
- 8.2 Should the Report not be endorsed, there will be no change to the function of the LADO as this is set out within relevant legislation and policy; however, the Report would not be published and this may impact on the ability of partners and other agencies to learn from the patterns and trends identified within the report.

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

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age	18 per cent of Torbay residents are under 18 years old. 55 per cent of Torbay residents are aged between 18 to 64 years old. 27 per cent of Torbay residents are aged 65 and older.	The LADO service ensures that children are safeguarded from people in a position of trust appropriately.		
Carers	At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care.	Enhanced confidence in the safeguarding procedures in place through people in a position of trust and services/providers.		
Disability	In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.	The LADO service ensures that children are safeguarded from people in a position of trust appropriately.		

Gender reassignment	In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.	The LADO service ensures that children of all gender identities are safeguarded from people in a position of trust appropriately.		
Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	There is no differential impact.		
Pregnancy and maternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all geographical areas.	There is no differential impact.		
Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the	The LADO service ensures that children of all ethnic backgrounds are safeguarded from people in a position of trust appropriately.		

	South West and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.			
Religion and belief	64.8% of Torbay residents who stated that they have a religion in the 2021 census.	The LADO service ensures that children with any religious belief or lack of belief are safeguarded from people in a position of trust appropriately.		
Sex	51.3% of Torbay's population are female and 48.7% are male	There is no differential impact.		
Sexual orientation	In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation.	The LADO service ensures that children of all sexualities are safeguarded from people in a position of trust appropriately.		
Armed Forces Community	In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay, 5.9 per cent of the population have previously served in the UK armed forces.	There is no differential impact.		

Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)		The LADO service ensures that children, no matter their no socio-economic status, are safeguarded from people in a position of trust appropriately.		
Public Health impacts (Including impacts on the general health of the population of Torbay)		The role of the LADO ensures the physical, emotional and sexual safety of the children living in and supported by Torbay; as such, its integral safeguarding function has a positive impact on the general health of children and young people.		
Human Rights impacts		There is no differential impact.		
Child Friendly	Torbay Council is a Child Friendly Council, and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people.	There is no differential impact.		

10. Cumulative Council Impact

10.1 None.

11. Cumulative Community Impacts

11.1 None.

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Torbay Annual Report

Local Authority Designated Officer (LADO)

1st April 2024 to 31st March 2025

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Acronym List

AMM (Allegations Management Meeting)

DBS (Disclosure and Barring Service)

GDPR (General Data Protection Regulation)

HR (Human Resources)

IFA (Independent Fostering Agency)

IRO (Independent Reviewing Officer)

IT (Information Technology)

LADO (Local Authority Designated Officer)

NLN (National LADO Network)

OFSTED (Office for Standards in Education, Children's Services and Skills)

QA (Quality Assurance)

SARS (Safeguarding and Reviewing Service)

TSCP (Torbay Safeguarding Children's Partnership)

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PART ONE

Introduction

This report outlines the activities and responsibilities of the Torbay Local Authority Designated Officer (LADO) for the period from April 2024 to March 2025. In collaboration with statutory agencies such as children's social care and the police, the LADO is tasked with managing and overseeing the processes for handling allegations of abuse against individuals working with children and young people in positions of trust.

The report provides a comprehensive overview of the allegations referred to the LADO service concerning individuals in a position of trust, whether they are employed or volunteering, within the Torbay area.

The statutory role of the LADO and national context

The LADO responsibilities are set out in Working Together to Safeguard Children (2023) and Keeping Children Safe in Education (2024)

Working together to safeguard children - GOV.UK (www.gov.uk)

Keeping children safe in education - GOV.UK (www.gov.uk)

For all other organisations, the procedure falls within the Southwest Child Protection Procedures:

https://torbaychildcare.proceduresonline.com/local_resources.html

The key aspects of the LADO role include the following responsibilities:

- To coordinate the safeguarding and investigative process in response to allegations made against individuals working with children.
- To provide advice/guidance to employers or voluntary organisations.
- To consult with Police and other agencies including OFSTED and professional bodies such as the General Medical and the General Teaching Council.
- To monitor the progress of referrals/consultations to ensure they are dealt with as quickly as possible, consistent with a thorough and fair process.
- To resolve any inter-agency issues.
- To collect strategic data and maintain a confidential database in relation to allegations.
- To disseminate learning from LADO enquiries throughout the children's workforce.
- To ensure that measures are in place to prevent further harm or abuse and that where required, referrals/consultations are made to the appropriate social care team.

The LADO should be alerted to concerns in which it is alleged that a person who works with children has:

- Behaved in a way that has harmed, or may have harmed, a child.
- Possibly committed a criminal offence against children or related to a child.
- Behaved towards a child or children in a way that indicates they may pose a risk of harm to children; or
- Behaved or may have behaved in a way that indicates they may not be suitable to work with children.

Regional/National context.

The LADO continues to take an active role in the regional Southwest LADO and National LADO network meetings to share learning and improvement.

Close informal arrangements within the regional LADO network include peer observations and audits and continued regular network meetings to support service-led improvement and strengthen effective cross-boundary working.

The LADO is consistent and complies with statutory guidance and the Southwest Child Protection Procedures. Additionally, the forum is used to share information, best practice and lessons learned from each other's professional experiences as well as learning from serious case reviews. This forum enables the identification of training needs and input into policy development at a local and national level.

All information held by the LADO Service is compliant with Data Protection Act (2018) and General Data Protection Regulations (GDPR). Information is retained in accordance with the Council's retention policy.

Service structure and staffing.

In Torbay, the LADO service consists of one full-time position, supported by business administration, and the role is integrated within the Safeguarding and Reviewing Service (SARS). The LADO rota is managed by Independent Safeguarding Reviewing Officers (IRO), ensuring additional resilience and coverage during any periods of sickness and/or annual leave of the LADO.

The Safeguarding & Quality Assurance Service Business Support Office provides administrative support. Their responsibilities include:

- Maintaining an up-to-date database, including consultations and referrals.
- Organising LADO meetings and reviews.
- Liaising with partner agencies, as necessary.
- Securely distributing minutes from any LADO meeting.

Management Oversight

Torbay Council ensures effective management oversight by incorporating elements of quality assurance, LADO supervision, addressing emerging areas of concern in individual concerns, and facilitating improvements in LADO practices.

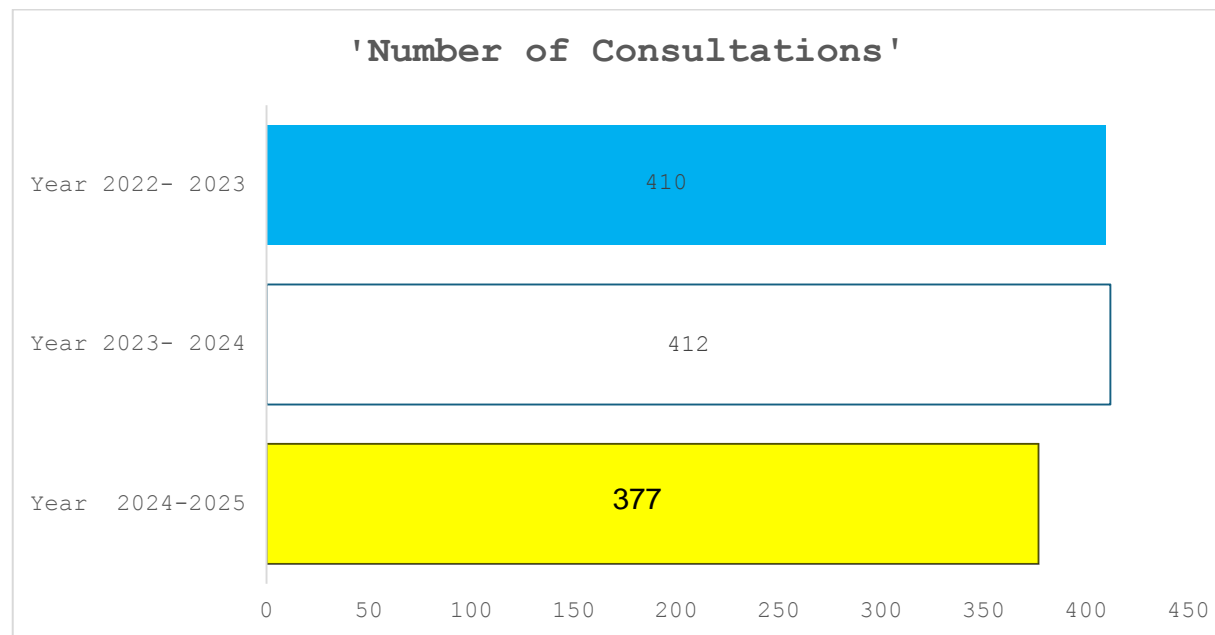
PART TWO

Numbers of Consultations and Referrals

Referrals

The LADO receives enquiries from various sources, primarily in the form of consultations or referrals. All consultations and referrals are meticulously recorded on a spreadsheet which is held within the LADO database. Since June 2021, the Torbay LADO service has utilised Liquid Logic as its secure IT data system.

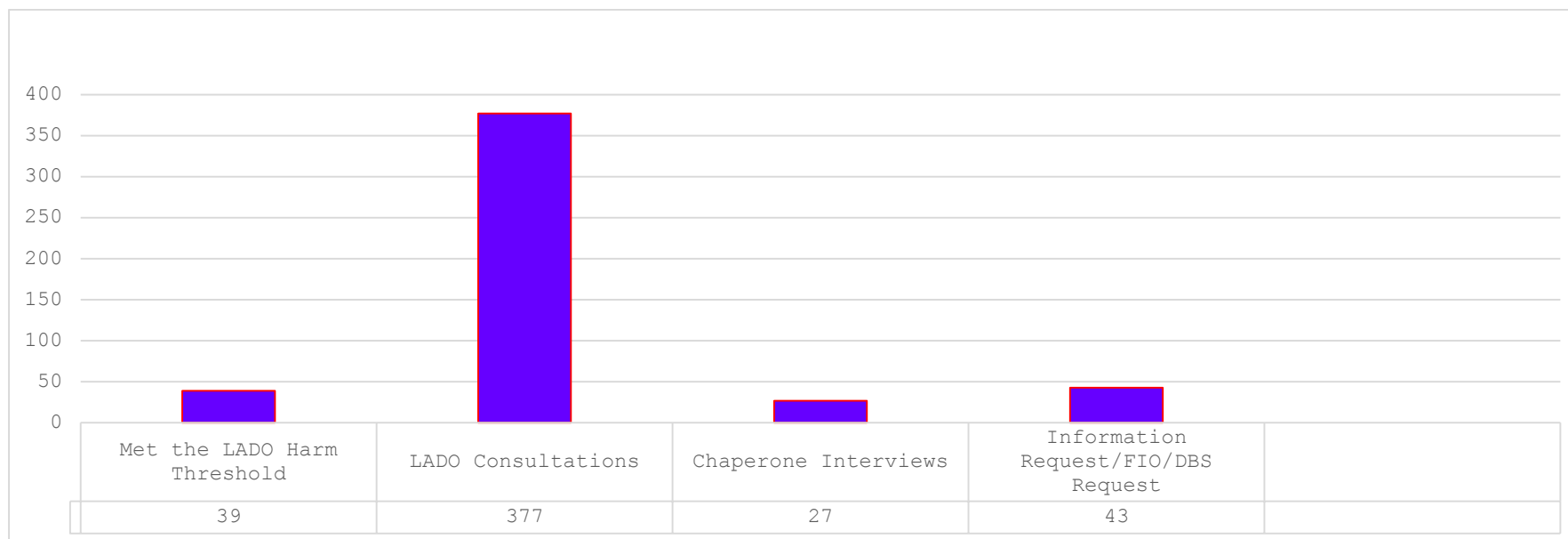
Consultations and Referrals over period of three years (2022 – 2025)



Number of LADO Consultations and Allegations Management meetings

Chaperones Interviews and Information requests

Page 45



During the period from April 2024 to March 2025, there were a total of 377 consultations, with 39 consultations meeting the LADO harm threshold (307 instances of LADO consultations in total). Additionally, there were 27 chaperone interviews and 43 recorded as information only. This relates to Information request/DBS requests none of which required recording under allegations. Comparatively, in the year 2023-2024, there were 412 consultations with 30 consultations meeting the LADO harm threshold, and in 2022-2023, there were 410 consultations with 30 meeting the threshold.

Key observations indicate a decrease in the total number of consultations from 410 in 2022-2023 to 412 in 2023-2024, to 377 in 2024-2025. The number of consultations remains consistent, with the decrease not significantly below the annual expected figure. Therefore, the LADO service will continue to collect data with regular reporting updates to the database. While this analysis has been conducted

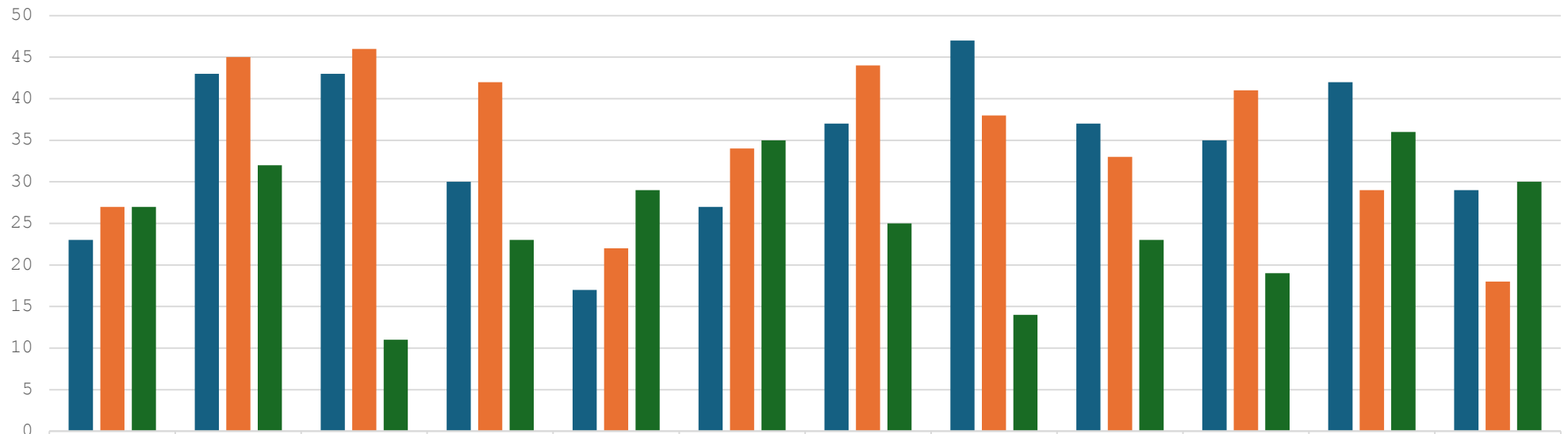
annually, to fully understand the value decreases and pinpoint emerging trends, quarterly reports will now be made. Detailed reports will be produced as required.

Meeting LADO Harm Threshold:

The number of consultations meeting the LADO harm threshold has slightly increased from 30 in both 2022-2023 and 2023-2024 to 39 in 2024-2025. This suggests a higher proportion of consultations are meeting the threshold criteria in 2024-25. The majority of activities in 2024-2025 are LADO consultations (307 out of 377), indicating that most interactions are consultative rather than progressing to formal allegations or other categories. Chaperone interviews and information requests are low in number and are not recorded as allegations, highlighting their different nature compared to consultations and referrals.

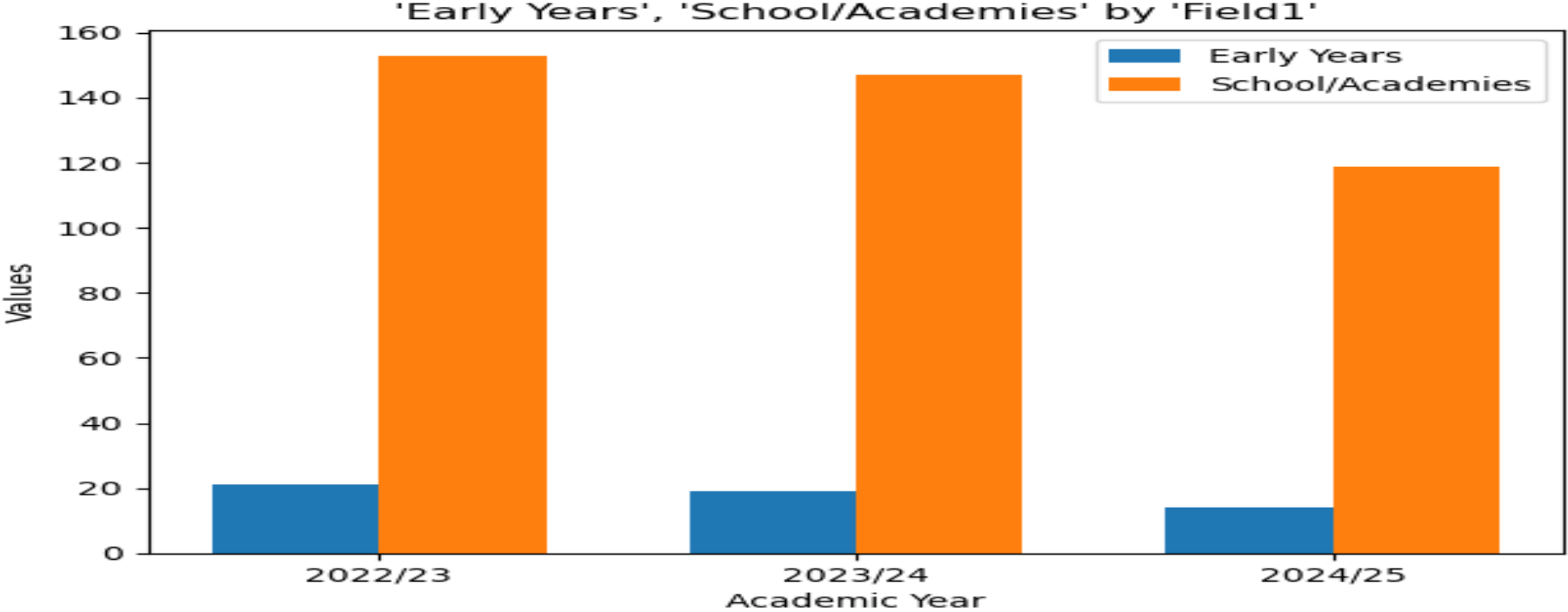
The impact of awareness training on the role of the LADO and the threshold for referrals into LADO is also likely affecting the reduction in consultations. LADO is very aware of professionals feeling the need to 'check out' with LADO by way of a consultation, to ensure they are meeting the needs of children regarding their safety and wellbeing.

'2022/23', '2023/24', '2024/25'



■ 2022/23 ■ 2023/24 ■ 2024/25

PART THREE

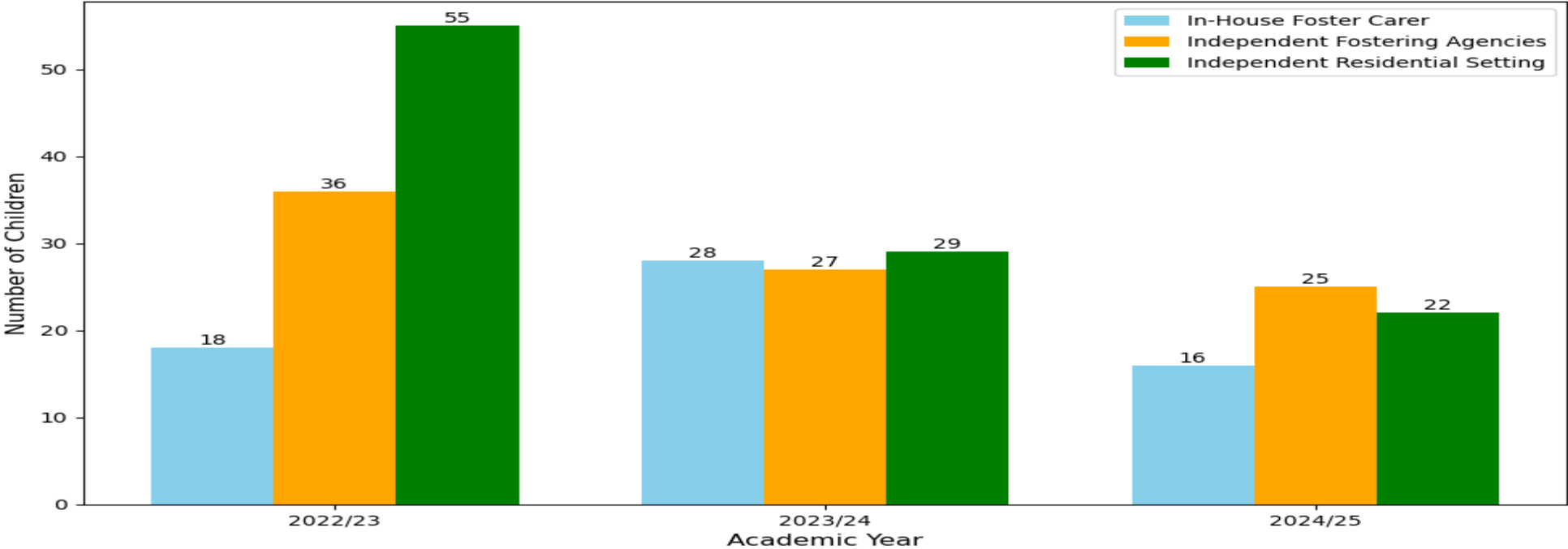


	2022/23	2023/24	2024/25
Early Years	21	19	14
School/Academies	153	147	119

Based on the data from the bar chart above, here are some insights:

The values for Early Years have steadily decreased from 21 in 2022/23 to 14 in 2024/25. This suggests a reduction in the metric being measured for Early Years over the three academic years. Similarly, the values for School/Academies have also decreased from 153 in 2022/23 to 119 in 2024/25. Although the decline is less steep compared to Early Years, it still indicates a downward trend. Both categories show a consistent decline over the three years, which could indicate broader issues affecting both Early Years and School/Academies, such as funding cuts, changes in policy, or other external factors. The decline in School/Academies is more significant in absolute terms compared to Early Years, however, proportionally, Early Years has seen a sharper decline.

PART FOUR
Cared For Children In Torbay



Year	In-House Foster Carers	Independent Fostering Agencies	Independent Residential Setting	Total
2022/23	18	36	55	109
2023/24	28	27	29	84
2024/25	16	25	22	63

Overall Insights

The In-House Foster Carers category demonstrates fluctuations with an increase in 2023/24 and a decrease in 2024/25, while the other two categories show a consistent downward trend. Both Independent Fostering Agencies and Independent Residential Settings have seen significant declines over the last three years, with the most pronounced drop in Independent Residential Settings with regards to allegations. This is linked to the fact that there are less Torbay cared for children placed in residential settings and the fact that there are a relatively low number of residential settings in the region.

Potential Factors that may have influenced the change:

- **Policy Changes:** Changes in policies related to foster care and residential settings might be influencing these trends. For example, changes in recording practices were implemented following legislation in 2020 through 'Keeping Children Safe in Education', which saw the addition of the suitability criteria. This criterion identifies types of behaviour from staff that may indicate a person poses, or might pose, a risk of harm if they continue to work in regular or close contact with children. This is commonly known as the 'harm test': a person has 'behaved or may have behaved in a way that indicates they may not be suitable to work with children.' For LADOs, this addition was intended to capture a broader range of behaviours indicating risk, where an incident occurs outside of work and did not involve children but could impact their suitability to work with them.
- In addition to this, the management of low-level concerns was introduced in 2021, regarding behaviour that does not meet the above thresholds but still presents significant concerns which is referred to as low-level concerns. At the time, revisions helped distinguish between managing concerns that met the threshold and low-level concerns.
- **Funding:** Different levels of funding can affect the availability of resources such as trained personnel, support services, and investigative tools. For example, underfunded areas may struggle to maintain adequate staffing levels, leading to delays in handling allegations and potentially less thorough investigations. Adequate funding ensures that staff receive regular and comprehensive training on safeguarding practices, including how to recognise and report allegations.
- **Demand and Supply:** Variations in the demand for different types of care and the availability of resources can significantly impact referrals and consultations to the LADO. Issues such as the availability of trained personnel directly affect the capacity to manage allegations effectively.

Significant Effects on Children in Care

In-House Foster Carers:

- **Instability:** Fluctuations in the availability of in-house foster care can lead to instability for children. Consistent and stable placements are crucial for their emotional and psychological well-being.
- **Quality of Care:** If resources for in-house foster carers are inconsistent, it might affect the quality of care provided. Children might not receive the consistent support they need for their development.

Independent Fostering Agencies:

- **Reduced Options:** Independent Fostering Agencies provide comprehensive training for foster carers, which is crucial for effectively reporting allegations. Should sufficiency of such placement options reduce, this could impact on the number of consultations received to the LADO.
- **Impact on Services:** Agencies facing financial or operational challenges might struggle to provide high-quality services, affecting the overall care experience for children.

Independent Residential Setting:

- **Limited Availability:** Stringent regulatory and licensing requirements can make it difficult for new residential settings to open and for existing ones to expand. Compliance with these regulations requires significant investment in time and resources. When suitable placements are not available, children may be placed in settings that do not meet their specific needs. This can lead to dissatisfaction, behavioural issues, and a higher likelihood of allegations being made.
- **Quality and Accessibility:** Reduced availability might also impact the quality and accessibility of residential care, potentially leading to unmet needs and negative outcomes for children.

Overall Impact

Instability and reduced options in care placements can have a profound impact on the emotional and psychological well-being of children. Consistent, high-quality care is essential for their development and sense of security. Frequent changes in placements or inadequate care can disrupt children's education and social development, affecting their long-term prospects.

This instability can be linked to a higher likelihood of allegations of harm, as children in unstable care placements are more vulnerable to abuse and neglect. The lack of consistent oversight and support increases the risk of harm. Children who experience frequent changes in placements may be more likely to report allegations due to their heightened sense of insecurity and need for protection.

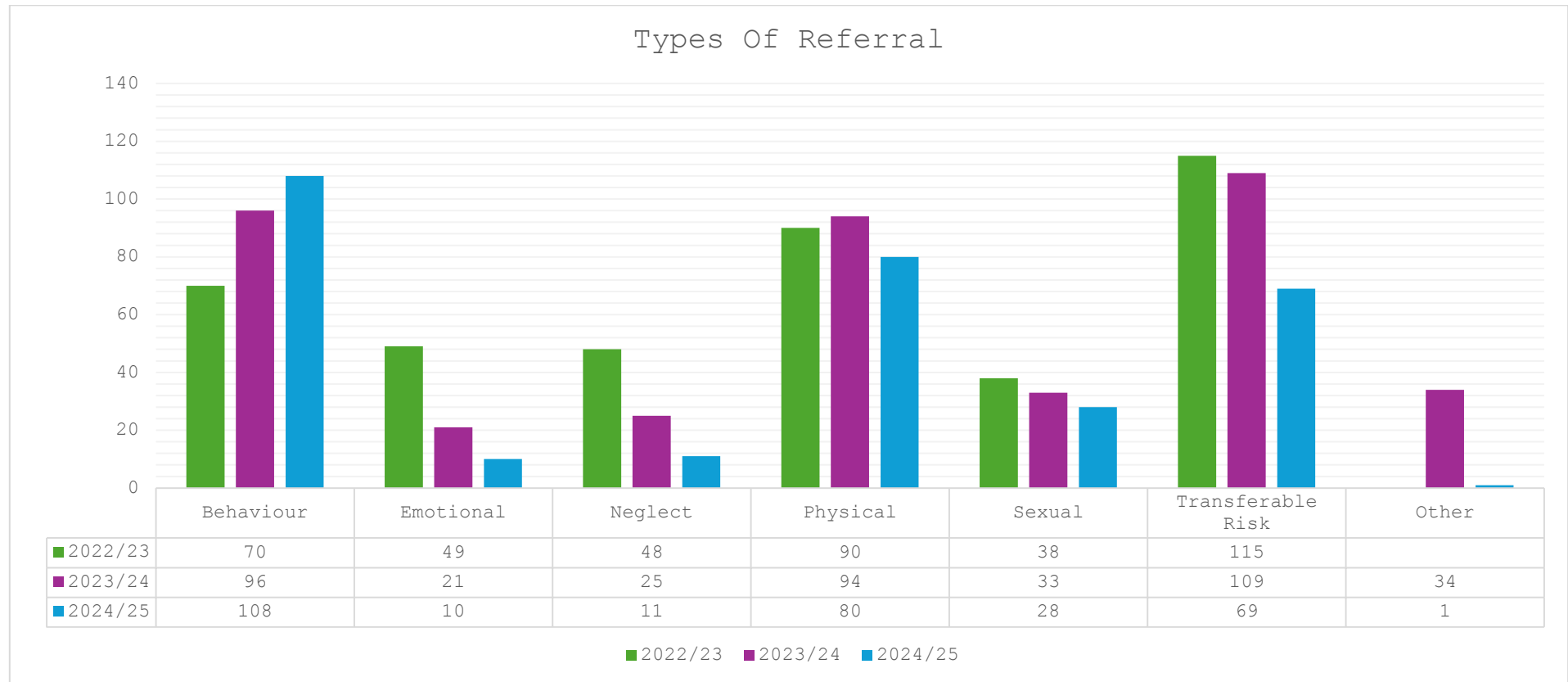
Therefore, ensuring that children in care have access to safe and supportive environments is crucial. Any decline in the quality or availability of care can compromise their overall health and well-being. Where there is a high staff turnover in care settings can lead to inconsistencies in care and supervision, resulting in a lack of continuity in safeguarding practices and increasing the risk of incidents and allegations.

PART FIVE

Profile of work

The bar chart provided evidences the types of Referrals and shows data for three academic years: 2022/23, 2023/24, and 2024/25. It includes different categories of referrals such as Behaviour, Emotional, Neglect, Physical, Sexual, Transferable Risk, and Other.

Type of Referrals (Reason for Consultation with LADO)



This 2024/25 academic year showed a significant rise in referrals relating to Behaviour, reaching 108. Emotional decreased to 10, Neglect to 11, Physical to 80, Sexual to 28, and Transferable Risk referrals to 69. This data indicates notable trends and changes in the types of referrals over the three years, with a particularly sharp increase in referrals relating to the behaviour of adults in positions of trust in the most recent year. Several factors could influence the trends in referral types shown in the bar chart.

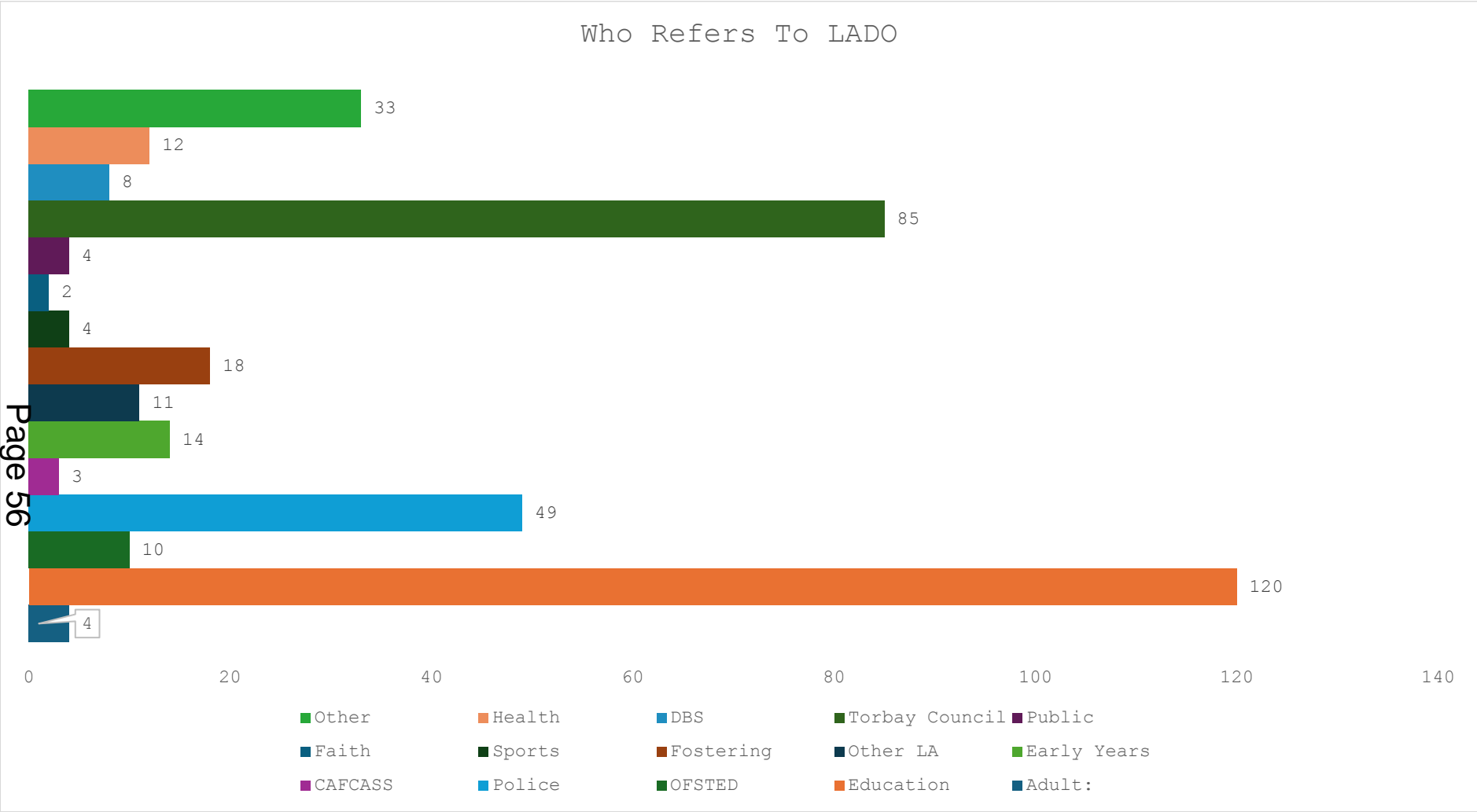
Changes in School Policies: Schools may have implemented new policies or programs aimed at identifying and addressing specific issues, such as behavioural problems or emotional distress, leading to an increase in referrals in those categories.

Increased Awareness and Training: Teachers and staff may have received improved training on recognising signs of neglect, physical abuse, or emotional issues, resulting in more referrals as they become more vigilant.

Reporting Mechanisms: Improvements in reporting mechanisms and easier access to referral processes can lead to an increase in the number of referrals. If it is easier for staff to report concerns, they may do so more frequently.

Parental Involvement: Increased involvement and awareness amongst parents regarding their children's well-being can lead to more referrals as parents advocate for their children's needs.

Referral Source and Subject



Observations

1. **Education:** The highest number of referrals come from the education sector, with 120 referrals. This indicates that schools and educational institutions are a major source of concerns reported to the LADO. This maybe that schools are likely to 'run things past' the LADO order to have a clear record to evidence of sharing information whereby patterns of concerns are identified and triangulating of information requests in relation to specific settings prior to OFSTED inspections.
2. **Torbay Council:** The second highest number of referrals come from Torbay Council, with 85 referrals, showing significant involvement from local government. This highlights an increase in awareness from childrens social workers specifically across Torbay council to refer.
3. **Police:** Police also play a crucial role in referring concerns to the LADO, with 49 referrals. The police have a close working relationship with the LADO which greater supports their understanding of allegations process.
4. **Other Categories:** Categories such as Health, Other Local Authorities, Fostering, and Sports have moderate numbers of referrals, whereas categories like Public, Faith, and Early Years have significantly fewer referrals. This suggests a need to enhance awareness and training among these groups to ensure they are adequately informed and equipped to handle safeguarding concerns.
5. **Negative Values:** Categories such as CAFCASS, OFSTED, and Adult have negative values, which might indicate data entry errors or specific concerns where referrals were retracted or found to be unfounded.

Insights

- **High Referral Sources:** Education and Torbay Council are the primary sources of referrals, suggesting that these sectors have robust mechanisms for identifying and reporting concerns.
- **Moderate Referral Sources:** Police, Health, Other Local Authorities, Fostering, and Sports contribute significantly but less than Education and Torbay Council.
- **Negative Values:** The presence of negative values in some categories suggests a need for data review and validation to ensure accuracy.

All consultations are recorded for future reference if any further enquiries arise relating to any named adult.

Category	Count
Met Harms Threshold	39
Does Not Meet LADO Threshold	176
Referred to another Local Authority	12
Does Not work with child	9
Info and Advice	71
Chaperone Interviews	27
Other: Info Request	43
Total	377

The large number of consultations, even those not meeting the threshold, has the potential to impact on the LADO service capacity, based on the importance of recording each consultation for reference for the future if any named individual has a repeat consultation brought to the LADO's attention. Each consultation requires a lot of administrative work, in respect of logging and evaluating information, which takes time.

These are some of the themes that highlight the complexity and variability in the decision-making process for progressing consultations. These highlight the complexity and variability in the decision-making process for progressing consultations. One reason for the high number of consultations is Ofsted's requirement for regulatory settings to report all incidents of inappropriate staff behaviour to LADO. Below are other considerations:

- **Basic Fact Finding:** Often, initial consultations involve gathering basic facts which can reveal that concerns are unfounded. This can lead to the decision that no further action is necessary.
- **Referrer Policies:** Some organisations have blanket policies to refer cases to the LADO for an independent view, even if they believe the threshold is not met. This ensures impartiality and thoroughness in handling potential concerns.
- Issues related to administrative processes, such as incomplete documentation or procedural errors, can also prevent consultations from progressing and sometimes, the personal biases of professionals involved can influence the decision-making process, leading to a conclusion that the threshold is not met.
- At times there can be a level of uncertainty about the situation, or the specific context of the patient can also play a role in not meeting the threshold.

PART SIX

Outcomes of Allegations:

Allegations Management Meetings (AMM)

Managing Allegations Meeting refers to the multi-agency meeting process in respect of the individual who is subject of the allegation or concern. The person who is the subject of the allegation or concern is referred to as the 'person of concern.' At the final meeting, members will decide whether the allegation is:

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1. **Substantiated** – where there is sufficient identifiable evidence to prove the allegation.
 2. **False** – where there is sufficient evidence to disprove the allegation.
 3. **Malicious** – where there is clear evidence to prove there has been a deliberate act to deceive and the allegation is entirely false.
 4. **Unfounded** – where there is no evidence or proper basis which supports the allegation being made. It might also indicate that the person making the allegation misinterpreted the incident or was mistaken about what they saw. Alternatively, they may not have been aware of all the circumstances.
- Unsubstantiated** - This is not the same as a false allegation. It means that there is insufficient evidence to prove or disprove the allegation. The term, therefore, does not imply guilt or innocence. Where concerns are unfounded or unsubstantiated, it may still require further internal investigation by the employer or other action to be taken and does not necessarily mean there are no concerns at all.

The following table displays the outcomes of Allegations Management Meetings held with the last three years for comparison:

	2022/23	2023/24	2024/25
Unfounded	4	10	4
Malicious	0	0	0
False	0	0	0
Unsubstantiated	11	7	20
Substantiated	15	9	8
Pending outcome		4	7

There has been small increase in reports that did not meet the criteria for further action. The absence of any perceived malicious referrals across all three years is a positive sign, indicating that there are no intentional false reports being made. The significant rise in unsubstantiated referrals in 2024/25 indicates potential challenges in gathering sufficient factual evidence to support the referral being made. The decrease in substantiated referrals over the three-year period suggests that fewer incidents are presenting with adequate evidence to prove harm, considering also that the number of referrals that have been substantiated still remain relatively low over the three-year period. This may be because the LADO guides and informs organisations prior to contacting the LADO formally that they should conduct basic enquiries in line with local procedures to establish the facts and help determine whether there is any foundation to the allegation, being careful not to jeopardise any future police investigation. For example, whether:

- the individual was in the school or college at the time of the allegations.
- the individual did or could have come into contact with the child.
- there were any witnesses, and
- there is any CCTV footage.

Looking at the highest number of outcomes being unsubstantiated the LADO includes whether or not any lessons can be learned, and improvements can be made to the organisation process.

Pending Outcome:

The introduction and increase in pending outcome referrals from 2023/24 to 2024/25 indicates that more investigations are taking longer to conclude. This is as a result of an increase in complex investigations, alongside delays in police processes being completed.

Overall Implications:

Resource Allocation: The fluctuations in case types suggest a need for adaptable resource allocation to handle varying volumes and complexities of referrals.

Training and Awareness: The trends highlight the importance of ongoing training and awareness programs to ensure accurate reporting and effective handling of consultations and referrals.

Process Improvement: The data suggests areas where the reporting and investigation processes could be streamlined or improved to handle matters more efficiently and effectively.

Timescales to Close Consultations

The statutory guidance mandates that all consultations be resolved promptly, ensuring a fair and thorough investigation. A key aspect of the LADO's role is to manage and oversee all consultations and referrals, ensuring that involved agencies and organisations avoid unnecessary delays.

There are several factors that make these timescale targets challenging to achieve including:

- The duration required for a referral to progress through the criminal justice process to its conclusion.
- Employers awaiting the outcome of a criminal investigation before initiating formal disciplinary procedures.
- Practical considerations, such as the unavailability of individuals for interviews.
- The capacity of the LADO to monitor and follow up on processes being implemented, such as disciplinary investigations by the employer.

Outcomes

- Participants are informed of the outcome by the referrer.
- Young people may also be notified in writing about the outcome, depending on the suitability of this in individual circumstances.
- It is not always appropriate for the referrer to be informed of the outcome, such as when the referrer is a member of the public, however they are assured that the information they provided has been handled appropriately.
- The LADO service manages sensitive information and seeks guidance on sharing this information as appropriate through line manager, Information Governance team and HR colleagues.

Participation and Partnership

The LADO service continues to collaborate closely with various agencies. Information and guidance are available on the Torbay Safeguarding Children's Partnership (TSCP) website to enhance understanding of the LADO role.

Following the redevelopment of the TSCP website, additional resources have been included, to provide comprehensive support and clarity regarding the LADO process. This includes:

- Advice for organisations
- Attending a LADO Allegations Management Meeting
- What happens when an allegation is made against you.
- Addressing concerns raised about you in your personal life.

Complex Matters

The LADO service occasionally addresses concerns of a sensitive nature that may attract public interest, either due to the media profile of an individual or because of information that raises concerns about an organisation's broader safeguarding practices. In such matters, the LADO service provides alerts and updates to Senior Managers, who are responsible for managing information with the media and/or co-ordinating strategic responses.

Training and Service Awareness

Raising the profile of the LADO role across the partnership has continued to be a focus during the reporting year. The LADO service continues to undertake a series of virtual presentations on the role of the LADO to Early Years, Education Leads, and Fostering Agencies.

The training includes an overview of the LADO role, the process of managing allegations, and how staff can protect themselves from allegations. This has raised awareness among those in the children's workforce regarding appropriate behaviour and safe practices, resulting in timely responses to incidents and professionals feeling more confident in contacting the LADO for advice and support before matters escalate.

The LADO Service in Torbay advocates for the importance of safer working cultures that protect children both dynamically and proactively. This includes ensuring adherence to safer recruitment practices and advocating for all within organisations. The Torbay LADO service provides joint safer recruitment training with HR and offers high-quality advice to organisations to consider risks and allegations as they occur. Additionally, the service supports organisations in improving their recruitment processes and developing a safer working culture for the children and young people they serve.

Peer Audits

Annual peer audits have been arranged with the Southwest LADO Group, introducing peer audits involving each local authority across the Southwest. The Torbay LADO service attends these monthly group meetings, which take place virtually.

The Southwest Group is developing several templates to standardise reporting across the region, including a template for the LADO Annual Report and a model for other organisations to complete their investigations. Other developments this reporting year have included the introduction of the LADO Tri-X regional procedures and a peer auditing program, which includes a moderation group.

Additionally, the Torbay LADO service is embedded in the National LADO Network.

PART SEVEN

Actions for 2025-2026 Summary of Key Actions and Outcomes

- **Quality Assurance with File Audits of LADO matters:** A Performa has been created to review processes and decision-making, ensuring consistency in LADO operations and service provision. Outcome: **Ongoing/partially completed.**
- **Collaboration with Local Safeguarding Partnership:** Continued efforts to assess safeguarding issues within the secure estate, ensuring appropriate scrutiny and support for the care of children. Outcome: **Continued work.**
- **Feedback from Young People:** Ongoing efforts to seek feedback from young people regarding their experiences with Torbay LADO services. Outcome: **Continued work.**
- **Information Sharing with Safeguarding Partnership and Police:** Ensuring information sharing when criteria are met for serving officers and developing closer relationships with the DBS department. Outcome: **Ongoing/partially completed.**
- **Development of LADO Induction Pack:** Creating a comprehensive induction pack to assist Duty LADOs in understanding all aspects of LADO services. Outcome: **Ongoing/partially completed by the National LADO Network.**
- **Collaboration with Key Agencies:** Exploring closer collaboration with the Teacher Regulation Authority, Social Work England, and Disclosure Barring Service to receive outcomes of referred LADO matters. Outcome: **Ongoing/continued.**
- **LADO Handbook:** Sharing the LADO handbook with senior management to outline roles and responsibilities in managing allegations and serious concerns. Outcome: **Ongoing.**
- **Development of Better Practices:** Progressing with the development of better practices in collaboration with Children's Services Commissioning and regional partners to address information and concerns systematically and timely. Outcome: **Ongoing/continued.**

Completed by: Ivan Sullivan

Dated: 17.06.2025

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Meeting: Cabinet **Date:** 19 August 2025

Wards affected: All

Report Title: Torbay Youth Justice Plan 2025-26

When does the decision need to be implemented? As soon as possible

Cabinet Member Contact Details: Cllr Nick Bye, Cabinet Member for Children's Services,
nick.bye@torbay.gov.uk

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

1. Purpose of Report

- 1.1 Torbay Local Authority 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.
- 1.2 The key outcomes for the Youth Justice Plan are to prevent children from offending, reduce re offending and prevent children entering custody.
- 1.3 The national Youth Justice Board (YJB) produces guidance on the production and contents of the [Youth Justice Plans](#) Torbay's plan has been produced in accordance with this guidance.

Reason for Proposal and its benefits

- 2.1 The Youth Justice Plan contributes to desired outcomes of the Community and Corporate Plan: -

'We want Torbay and its residents to thrive' - the Youth Justice Service works with vulnerable children whose offending behaviour if not addressed is likely to have lifelong impact on their ability to thrive.

'where our children and older people will have high aspirations' - the Youth Justice Service supports children to develop alternatives to their current behaviours and raise their expectations and aspirations

'Build safer communities: -

- *Work with partners to tackle crime, including exploitation, and its effects.*

- *Work with partners to reduce offending and reoffending and its impacts*
- *Work with partners to tackle domestic abuse and sexual violence and its effects'*

The Youth Justice Service directly contributes to the delivery of these three aspects of the 'Thriving Community' element of the Corporate Plan by its direct work with children to address the causes of their offending behaviour and the impacts for families and victims.

- 2.2 The local authority has a statutory duty to submit its Youth Justice Plan by 30th June 2025 to the YJB. The Draft Plan has been submitted signed by Nancy Meehan as Chair of the YJS Strategic Board, which is acceptable to the YJB, but it must still be ratified by Torbay Council Cabinet. Failure to do so may result in YJB funding being withheld or delayed resulting in a reduced or delayed service as specified within the plan.

3. Recommendation(s) / Proposed Decision

1. That the Torbay Youth Justice Plan 2025-26 be approved and forwarded to the Youth Justice Board.

Appendices

Appendix 1: Final Draft Torbay Youth Justice Plan 2025-26 v2

Supporting Information

1. Introduction

- 1.1 Torbay Local Authority 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.
- 1.2 Local authorities have a statutory duty to submit its Youth Justice Plan Youth Justice Board (YJB) by 30th June each year. Section 40 of the Crime and Disorder Act 1998 sets out the youth justice partnership's responsibilities in producing a plan. It states that it is the duty of each local authority, after consultation with the partner agencies, to formulate and implement an annual youth justice plan, setting out how youth justice services in their area are to be provided and funded, how it will operate, and what functions it will carry out. The plan should equally address the functions assigned to a youth justice service and include how services will prevent offending behaviour and reduce reoffending.
- 1.3 The Children and Young People's Overview and Scrutiny Sub-Board considered the Youth Justice Service Plan on 23 July 2025 and welcomed the progress made by the Youth Justice Service and partners and thanked them for their work on implementing and updating the Plan for 2025-26. They recommended that the Cabinet approve the Youth Justice Plan for 2025-26.

2. Options under consideration

- 2.1 There are no other options being considered as there is a legal requirement to deliver this service and produce this plan.

3. Financial Opportunities and Implications

- 3.1 Torbay Youth Justice Service is a statutory partnership governed by a Management Board. The statutory partners are required to agree the level of funding for the service and the amounts contributed by each statutory partner. The following Draft Budget has been set for the following year subject to final agreement by some partner agencies. Torbay Council Children's Services as one of the statutory partners has agreed funding for 2024-25 of £497,084 as part of a total budget of £919,916. The Youth Justice Board (YJB) is the next largest contributor granting £247,401, the remaining budget is made up of contributions for the other partners and other specific grants. Additionally, partners contribute 174,760 'in kind' through the secondment of workers to the service. See Appendix 2 of the Youth Justice Plan 2025-26 for more details.
- 3.2 Failure to agree the Youth Justice Plan may result in funding from the Youth Justice Board (YJB) being withdrawn or withheld, as well as contributions from other partner agencies which would result in a reduced service to children in Torbay.

4. Legal Implications

- 4.1 [The Crime and Disorder Act 1998 \(Section 39\)](#) introduced a statutory requirement for local authorities to establish Youth Offending Teams (YOTs) in their area, requiring the involvement of the local authority (the lead agency), Police, Health and Probation – the statutory partners.
- 4.2 The local authority is also required, under Section 40, after consultation with the partner agencies, to publish a Youth Justice Plan each year outlining the composition of and funding for their YOT. This includes the steps taken to encourage children not to commit criminal offences. This document is the required Youth Justice Plan for Torbay.
- 4.3 The legislation refers to Youth 'Offending' Teams (YOTs) and youth 'offenders' this language has been replaced by updated guidance from the Youth Justice Board (YJB) as part of their Child First approach to stop labelling children as offenders and now refers to local YOTs as Youth Justice Services (YJSs), although the primary legislation has not been changed. The Child First model is based on evidence and research that shows a positive, pro social approach focussing on the child's strengths and capabilities is the most likely to result in desistance from offending.

5. Engagement and Consultation

- 5.1 All partners have been engaged in the development of the youth justice plan through representation at an 'Away Day' for the Strategic Board for the service with specific meetings held to oversee the development of the plan.
- 5.2 Staff and volunteers were involved through team meetings and workshops to help develop the vision and priorities for the service, and the views of children, families and victims has been gathered through the ongoing feedback systems of the service and used to influence the priorities of the service.

6. Purchasing or Hiring of Goods and/or Services

- 6.1 There will be very limited spend outside of the Council. Over 90% percent of Youth Justice Service funding is spent on staff employed on behalf within the Youth Justice Service by Torbay Council (not including seconded posts). The main areas of funding outside this are to a wide variety of providers relating to the delivery of direct work with children eg rental of community facilities to see children and activities provided or delivered as part of an agreed intervention plan.

7. Tackling Climate Change.

- 7.1 There will be no contribution to tackling climate change in this proposal.

8. Associated Risks

- 8.1 If a Youth Justice Plan is not approved by the local authority it would potentially be failing to provide its statutory duty under as specified under the Crime and Disorder Act 1998 (section 40). This may result in funding being withheld by the YJB and therefore in a reduction in service to children, or increased expenditure by to the local authority and / or the other funding partners. This would also affect the reputation of the local authority and may open it to legal action by the government.

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

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age Page 71	<p>18 per cent of Torbay residents are under 18 years old.</p> <p>55 per cent of Torbay residents are aged between 18 to 64 years old.</p> <p>27 per cent of Torbay residents are aged 65 and older.</p>	<p>The Youth Justice Plan sets out how youth justice services in Torbay are to be provided and funded, how it will operate, and what functions it will carry out. The plan details how services will prevent offending behaviour and reduce reoffending.</p> <p>The key outcomes for the Youth Justice Plan are to prevent children from offending, reduce re offending and prevent children entering custody.</p>	N/A	
Carers	<p>At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care.</p>	No differential impact		

Disability	In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.	They YJS plan details that 36% of children known to the service have Special Educational Needs or an Education and Health Care Plan (EHCP). The YJS plan sets out how education (including any special educational needs) has been identified as a major factor for the coming year to support children in not becoming involved in criminal activity and to improve their safety, future prosperity and wellbeing.	N/A	
Gender reassignment	In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.	No differential impact		
Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	No differential impact		
Pregnancy and maternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but	No differential impact		

	significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all geographical areas.			
Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the South West and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.	No differential impact		
Religion and belief	64.8% of Torbay residents who stated that they have a religion in the 2021 census.	No differential impact		
Sex	51.3% of Torbay's population are female and 48.7% are male	No differential impact		
Sexual orientation	In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as	No differential impact		

	either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation.			
Armed Forces Community	In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay, 5.9 per cent of the population have previously served in the UK armed forces.	No differential impact		
Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)	The Youth Justice Plan has a direct positive impact on children aged 10-17 years old by reducing their offending behaviour and increasing their likelihood of a positive future. The Youth Justice Service works with some of the most vulnerable and deprived children and families within Torbay as is evidenced within chapter 15 of the YJS Plan – this shows that 72% of children known to the service are living in poverty (in receipt	See previous	N/A	

	<p>of free school meals which up from 63% last year). 39% live in areas that fall into the 10% most deprived in England.</p> <p>Over three quarters are already known to Children's Services.</p>			
Public Health impacts (Including impacts on the general health of the population of Torbay)				
Human Rights impacts		No differential Impact		
Child Friendly	<p>Torbay Council is a Child Friendly Council, and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people.</p>	See previous – the YJS strategy will align with the child friendly approach.		

10. Cumulative Council Impact

10.1 None

11. Cumulative Community Impact

11.1 None

**TORBAY YOUTH JUSTICE PLAN
2025-26**

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Introduction, Vision and Strategy

Introduction by Chair of Torbay Youth Justice Board

As the new chair of Torbay Youth Justice Service Strategic Management Board, I am pleased to present the Youth Justice Plan for 2025-26. The Plan has been developed following 'Away Days' with the staff team and the Strategic Board where performance reports and summaries, feedback from children, parents, and victims and the wider community were reviewed to create the plan and its priorities for the year ahead.

Firstly, I would like to recognise the achievements of the service over the last year, specifically maintaining rates of children who reoffend in both the pre court and statutory court orders arenas. This is particularly true for the new Prevention / Turnaround service where early data shows that 81% of children accepted onto the programme did not go on to re-offend. We have also significantly reduced the number of First time Entrants (FTEs) coming into the service through the increase focus on both prevention work, and Diversion work the new (Police) Intervention Clinic and the Out of Court Resolution Panel.

We are also pleased to note that in April 2025 Devon and Cornwall launched their new Child First Policing team for South Devon (a slightly wider area than just Torbay) This has pulled together resources for dealing with children into one team and will reduce delay in investigations and therefore resolutions of youth crime and children who are missing early results are positive.

In the summer 2025 we will be launching the new Child First Youth Justice Pathway Protocol for Devon and Cornwall this will not only increase the range of options for diverting children from entering the criminal justice system but will also reduce inconsistencies across the Police Force footprint.

I am also pleased to announce that we have secured a building for face to face delivery with children in central Torquay after many years of trying. Refurbishment work is underway, and it is planned it will be open in summer 2025.

Internal and partnership audits of our work have us the areas of quality of our provision and have also indicated the areas we need to improve upon, these are highlighted in the Service Development plan and priorities for the year ahead. Specifically, the Strategic Board will focus on: -

- Influence the education landscape to reduce the number of children being excluded and suspended from education provision and ensuring children open to the YJS are accessing appropriate education or training provision suitable to their needs and abilities.
- Maintaining the recent reduction in the number of First Time Entrants so that the yearly rolling target reduces to below our statistical neighbours.
- Be more 'Child First' in the provision of our services.
- Opening our new location for face-to-face delivery work in Torquay.
- Establish permanent funding for the Prevention service after March 2026.
- Develop our services to victims and ensure we provide a coordinated service with all the other providers of victim services

This is really exciting time for Torbay Youth Justice Service with a number of developments that we have been working on for some time coming to fruition and making a significant impact for children in the Bay



Nancy Meehan

Chair of Torbay Youth Justice service Strategic Board

Director of Torbay Childrens services

Legal Framework

The Crime and Disorder Act 1998 (Section 39) introduced the statutory requirement for local authorities to establish Youth Justice Services (YJS) in their area, requiring the involvement of the local authority, Police, Health and Probation – the statutory partners.

The responsible local authority is also required, under Section 40, after consultation with partner agencies, to publish a Youth Justice Plan each year outlining the composition of and funding for their Youth Justice Service. This includes the steps taken to encourage children not to commit criminal offences. This document is the required Youth Justice Plan for Torbay.

Parts of the legislation refers to Youth 'Offending' Teams and youth 'offenders' this language has been replaced by updated guidance from the Youth Justice Board (YJB) as part of their Child First approach to stop labelling children as offenders and now refers to local services as youth justice services, although the primary legislation has not been changed. The Child First model is based on evidence and research that shows a positive, pro social approach focussing on the child's strengths and capabilities is the most likely to result in desistance from offending.

Vision

Torbay's Youth Justice Service vision is to: -

'Keep young people and their communities safe by working in collaboration with other services to help children recognise and repair the impact of harmful behaviour and develop a positive future'.

The Service will achieve this by delivering a ['Child First'](#) approach in all aspects of its work, as well as supporting the work of Torbay Council, UNICEF UK and other local partners towards international recognition as a [UNICEF Child Friendly Community](#).

The Youth Justice Service Vision supports the work of the Torbay local community Vision and Plan which is: -

'We want to see a healthy, happy and prosperous Torbay'

The Local Community Plan has three strategic themes: -

- ***Community and People***
- ***Pride in Place***
- ***Economic Growth***

The Youth Justice Service makes contributions to all three strategic themes but mainly sits within the 'Community and People' theme and the priority of: -

'Keeping children safe in their communities and providing safe environments for our young people to thrive in'

Local Context

Torbay is a glorious part of Devon with an inspiring natural environment. It is a magnet for tourists and is known as the English Riviera. It is home to globally significant technology businesses and has a rich leisure and cultural scene.

Torbay has total population of 139,322 (2021 census mid-year estimate) of which 11,896 are aged 10 -17 years. 96.1% of Torbay's population are white, 1.6% are Asian, 1.5% are mixed ethnicity, 0.3% black and 0.4% other. There are higher numbers of older people compared with the England average and far fewer people in their 20s and 30s.

Torbay has the highest number of residents living in deprived areas and the highest numbers of children living in income deprived areas when compared with all other councils in the South-West. 27% of Torbay's residents live in the 20% most deprived areas in England and 1 in 4 residents say they have a long-term illness or disability.

Approximately double the number of cared for children compared to other areas in England and the South-West. Over 1 in 3 children with Education, Health and Care Plans (EHCPs) have been excluded from school for a fixed period.

Average weekly earnings In Torbay are £467 (£123 less than the England average -2020) and 12.4% of households are in fuel poverty. Those born into deprived families are more likely to have worse educational and health outcomes. The life expectancy gap is 9 years males and 8 years females.

Torbay Children's Service was rated as 'Good' at its last Ofsted inspection (May 2022) and the Joint Target Area Inspection (JTAI) in early 2024 of the Torbay Safeguarding Children's Partnership (TSCP) stated: -

'a clearer focus on the children of Torbay has resulted in a more targeted and cohesive approach to both strategic oversight and the identification and delivery of services to children who may be in need or at risk of harm'.

The JTAI identified many strengths as well as areas for improvement but there was overall recognition of the improving face of services for children in Torbay.

1. Governance, Leadership, and Partnership arrangements

The 2024 Partnership 'Deep Dive' led by the CEO of Torbay Council made a recommendation to review the two-tier governance structure of the YJS (ie the Strategic Management Board and the Operational Board) the Strategic Board at its Away Day in May 2025 agreed to dissolve the Operational Board but replace it with Task and Finish groups to lead on priority areas on an 'as required' basis. At the Away Day the Board received the annual feedback summary from children, parent and victims open to the YJS, as well as feedback from the staff away day, a summary of performance and related data, and presentations from the YJB representative and used these to set the new priorities for the year ahead which are set out in Chapter 13.

Attendance and participation at both boards is good, all statutory partners are actively engaged in the boards and have allocated appropriate resources to the Youth Justice Service.

The Youth Justice Service Head of Service reports to both the Chair of the Strategic Board for service accountability matters and to the Director of Children's Services as the employing body for all non-seconded staff. In 2025-26 the chair of Board and the DCS are the same person.

The staffing and accountability structures are provided in [Appendix 1](#) and [1a](#).

2. Progress on Previous Plan

The 2024-25 Improvement Plan contains one action which has remained unresolved since the HMIP inspection: - 'Secure access to suitable premises' which despite much work over the last 3 years remains unresolved despite several buildings having been identified but ruled out due to either cost or planning issues. A building in the centre of Torquay has been identified that is in council ownership, plans have been developed for its refurbishment, costs have been established and agreed, planning and building control has been approved and work has started, only to be delayed by the discovery of asbestos in several different parts of the building. It is hoped that the building will be open in summer 2025.

Last year's Improvement Plan is shown below, this is reviewed at each Strategic Board meeting and was last updated for the Board meeting in March 2025. There were 14 areas identified for improvement, there were 5 improvement actions that were **Green**, meaning they have either been completed or ongoing, or are on track to be completed. 8 were **Amber** meaning they were in progress but are behind the planned timescale for completion and 1 is **Red** meaning they are delayed with unresolved issues preventing progress.

Feedback from a Parent

'Hi Sue

Yes, we are very pleased with the progress XX has made it's the XX we used to know and it's such a joy to have him back and he is and always has been an exceptional young man. YJS have opened up a very sensitive area for L to express and revisit delicately, with much compassion and understand, You have help him regain trust in others and we notice L making positive choices for his future. I was very worried going into this the judgement he would receive not knowing him for who he truly is but that has not happened at all, you have taken the time to get to know him and shown genuine care. We cannot thank you enough.'

TYJS Improvement Plan 2024-25 (March 2024 update)

Torbay YJS Improvement Plan 2024-25

March 2025 Update v2

RAG Key		Green = On Track / Completed	Amber = In progress	Red = Delayed / unresolved issues	Grey = Not Due / not started	
	Area for Improvement / Outcome desired	Action	Timescale	MB Lead	Update	RAG
1.	Child First approach to all we do	a) Hear and respond to the voice of the child and carers not only in the delivery of their intervention but in the development of the service. b) Review our systems and methodology for ensuring feedback is used to improve services. c) Complete the YJB Child First Audit tool with all partners as part of this work.	March 25 Nov 24 Feb 25	NM	d) 3 Child First training has been delivered & an action plan for changes has been developed with staff team. e) The new feedback surveys are now becoming established & producing results for staff and the Board. Report for March 2025 Board. f) Following request by victims a victim focus group has been established as feedback and consultation group for victims of youth crime. In place. g) YJS Participation worker will lead on involving children with design of new face to face delivery location. March 25 h) Police in S Devon (Torbay+) have confirmed that a Child First Policing team will be established for the Torbay area. Recruitment is taking place in March / April 25 (Sgt+ PCs). i) A Child First Task and Finish group has been established through the LCJB to ensure that Child First principles are delivered across the whole DCP area.	
2.	Outstanding HMIP & Deep Dive Recommendation Secure access to suitable child friendly, safe, accessible premises for delivery of face-to-face work	Locate, agree terms and adaptations for suitable delivery locations for face-to-face work in the Bay.	July 24	NB	a) Funding has now been agreed and building work has commenced. Final plans should be agreed with Building Control and Planning in March / April. Building work is estimated to take 2 months from start. b) Initial design and layout have been created, and project management group has been established with Property Services. c) NM has had confirmation from MC CFO re confirmation of financial underwriting of the capital works. Dec 2024	
3.	Leadership and Governance	a) The board to increase its scrutiny of the areas of concern or under performance.	Sept 24	Chair	a) ToR have been reviewed for both boards and have been signed off in Sept 24, however in light of CEO Deep Dive recommendation these may need to be reviewed.	

		b) The Board to challenge partner agencies to ensure actions and representation of their agency support the work of the YJS.	ongoing		b) Revised performance and qualitative reports brought to the board. Every Qtr. c) Case file audits summaries will be brought to the board on a quarterly basis. Every Qtr. This Qtr Audit is re joint work with Children Services & SEND JYS/CS Audit d) A Partnership Deep Dive took place in July 2024 to review Leadership and performance, and action plan has bene developed and is present to each board e) NM has been elected as new chair of the board f) Board members have taken lead roles for areas of the Improvement plan. Nov 24 g) All Board members have received induction programme including discussion re YJB Leadership and governance standards. In place. h) This has been the focus Board meetings since the report.	
4.	Deliver an Enhanced Case Management (ECM) approach in Torbay Youth Justice Service.	Scope and agree the options for accessing psychology input to meet ECM best practice guidelines.	April 25	GF	a) CFHD have confirmed that there is no resource available for direct access to a psychologist for Torbay YJS staff. The seconded CAMHS worker has access to the CAMHS Principal Clinical Psychologist to support case formulation for children open to YJS. This situation is unlikely to change unless Torbay YJS commissions as service.	
5.	Reduce the number of children who become First Time Entrants (FTEs) in Torbay.	a) Ensure the Prevention service is stopping children offending by monitor in the performance report. b) Board and HoS to liaise with the Police representatives to seek a speedy signing off of the proposed changes to the OOCR processes. c) Increases the Police awareness of the work of the YJS	March 25 Jan 25 July 25	HC	a) The YJB has informed all YJS's that <i>'the KPI data we hold from 2023/2024 and 2024/2025 will remain low quality and cannot be used for analysis, reporting, and decision making'</i> this should be taken into account for all national & family group performance data comparisons. b) An 'Invest to save Bid' was developed with all partners and 25/26 funding has been agreed to maintain all 3 Prevention roles through LA Reserves. One year reduced funding has also been announced by the MOJ. c) Quarterly reviews of all FTE cases to check that all options / best practice have been explored. Summary will be brought to each board until we have achieved target to be below statistical neighbours. Qtrly	

					<p>d) FTE rates have been around the in-month target since Nov 2023 and the annual rate has dropped to just above our statistical Family group.</p> <p>e) LCJB / OPCC / Police have agreed a new priority area for focus for the next year of 'Child First Youth Justice' which will include a focus on reducing FTE's, implementation of new OOCR processes & greater oversight & strategic leadership of youth justice matters. July 25</p> <p>f) Changes and revised processes will be used to promote the work of the YJS with police and best practice in terms of reducing youth offending. March / April 25</p>	
6.	Re offending rates	a) The Board to actively monitor reoffending rates & work within their agencies to support children and their service areas to reduce reoffending.	Each board	LA	<p>a) Reoffending data to be brought to each board.</p> <p>b) We are investigating local data to supplement national data which is 2 years behind. March 25</p> <p>c) Current national performance is better than national rates, however local data suggests that this will get worse when the current cohort enter the national target in 1-2 years' time.</p>	
7.	Review the success of the Targeted Prevention Service for children coming to the attention of the youth justice systems.	<p>a) Ensure Turnaround funding & performance criteria requirements are met.</p> <p>b) Look for alternative funding to continue Prevention service or decommission.</p> <p>c) Prevention Review Action Plan to be completed.</p>	<p>March 25</p> <p>Jan 25</p> <p>Sept 24</p>	VM?	<p>a) Turnaround Programme has achieved financial & outcome targets for 2024-25, Reduced funding for 2025-6 has been announced.</p> <p>b) Torbay Council has allocated money from reserves to continue the Prevention service for 2025-26 in lieu of any additional funding from central gov.</p> <p>c) YJS is now taking new prevention referrals in and none of the 3 workers have so full service has been maintained.</p>	
8.	Ensuring children in contact with the Youth Justice Service are in appropriate education, training, or employment.	a) Work with partners to reduce the number of children suspended & excluded from school and improve their attendance. Review in Performance report	Every 2 months	GP / DH	a) DH presented a report to Sept Board re what the LA is doing to reduce high rates of exclusion, which has included employing new staff, increasing challenge to schools re exclusions & developing a new model for early intervention across SEND, vulnerable pupils and Virtual school. Sept 24.	

					b) YJS education worker has developed good links with school and colleges to support attendance and challenge suspension and exclusions. Ongoing.	
9.	Swifter Justice - reduce delays across whole youth justice system	a) Create a system to track all youth cases from arrest to disposal. (Niche - CliQ?) b) Devise an approach to influence all organisations awareness and reduce delays.	Dec 24 July 25	HC	a) YJS's across D&C have requested data set from Police on a daily, weekly monthly basis. First meeting has been held with Police PA team re agreeing the data set + data is a key strand under the new LCJB Youth Justice priority. Dec 24. b) Issues have been raised at AAR C103 & CEO Deep Dive 2024 and at LCJB. Sept 24 c) OoCR developments includes a request to prioritise Youth in investigation & referrals. Feb 25 d) Children in Custody group has also raised profile re data & tracking of youth matters. e) Child First Policing team in S Devon has been agreed and recruitment is active. It is envisaged that this will speed up investigations and tackle quality issues re children entering the youth justice system.	
10.	Improve the visibility and understanding of Youth Justice Service work – telling the good stories of children & the work of the YJS	Liaise with Torbay Council communications dept to develop better communications to inform the public & community about TYJS (website, leaflets, news articles?)	Oct 2024	JR	Website presence is now live, although there are some improvements still to be made after feedback from staff and children mainly to make it a bit brighter and add pictures. Torbay Youth Justice Service - Torbay Council	
11.	Review the Quality of Youth Justice provision in Torbay.	Complete the YJB National Standards Action Plan devised following the 2023 audit.	July 24		All actions on the Action Plan have been completed. Operational Board have agreed that this Action Plan has been completed.	
12.	Improve systems and processes to reduce Child Criminal Exploitation.	Implement Multi Agency Case Audit (MACA) re Criminal Exploitation Action Plan	Sept 24		1 item outstanding to be reported at Sept 24 Board re Children open to YJS & attendance at Education and is now included within item 8. Of this action plan. (DH Report)	
13.	After Action Review (AAR) re Swift Youth Justice C103	Implement the recommendations for the YJS of the AAR	Jan 2025		YJS HoS has chaired the Task and Finish Group set up to complete the recommendations which were agreed in July 2024. The T&F has met 4 times and has agreed that all recommendations have been completed JR will reported back	

					to the TSCP CSPR Panel on the 27 th Jan 2025 and this has now been agreed to be completed.	
14.	CEO Deep Dive 2023 and 2024	a) Implement the final actions of the 2023 Action plan. b) Respond to the recommendations of the 2024 Deep Dive when it is published.	Sept 24 Nov 24	NM NM	a) 1 Action remain outstanding from 2023 which is for better comparisons with national data from the YJB, which is not fully available due to YJB data quality issues. b) Deep Dive 2024 Report was the focus of the November Strategic Board from which an action plan has been produced. c) March 2025 Board meeting will make final changes and ratify any further actions to meet recommendations.	

3. Performance over the Previous Year

Torbay YJS has continued to increase the breadth and quality of performance data made available to managers, management boards other local authority departments eg Children's Services and Community Safety etc as well as external partners. Torbay has taken an active and often leading role in regional and national developments, specifically with Devon and Cornwall Police in the development of the Child First Protocol, with the Office of the Police and Crime Commissioner re a Child First approach including Swifter Youth Justice which has led to the development of the Child First Policing Team for Torbay.

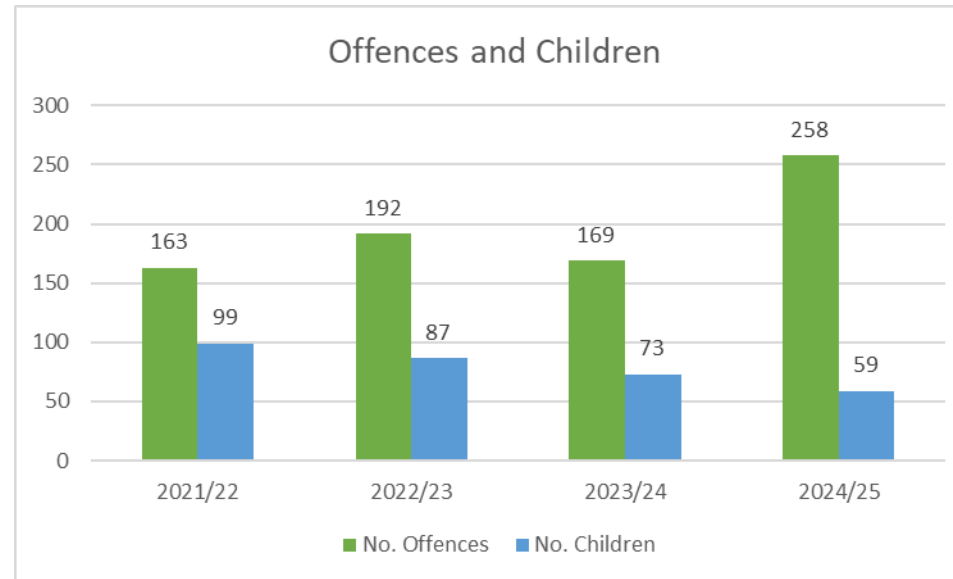
In early 2025 the Board requested a number of revisions to the performance report structure, a Draft report was presented and approved at the March 2025 Board meeting the first new report will come the next Board in July. This includes caseload data, demographics, links to wider services, exploitation, education, attendance, free school meals, SEND, timeliness of decision making, outcome types, offence types, court decisions, first time entrants, reoffending, custody, breaches, and victim data. More detailed analysis is often requested by the board and this year they have received supplementary reports regarding First Time Entrants, Disproportionality, and Education.

The data within this plan is taken from both the Torbay Youth Justice Service's case management system - ChildView, and the YJB data summary published on a quarterly basis by the Youth Justice Board.

There remain 2 caveats to this data as Devon and Cornwall Police are still in transition to their new record management system (Niche), which is now providing enhanced functionality and analytical capability but is not yet providing YJS's with all the data that has been requested. Specifically, information on Police only Community Resolutions and Stop and Search data. Secondly the YJB have informed all local authorities that there are significant concerns about the quality of the data they publish re the new key performance indicators and that they should not be used for planning or analysis purposes.

Offences

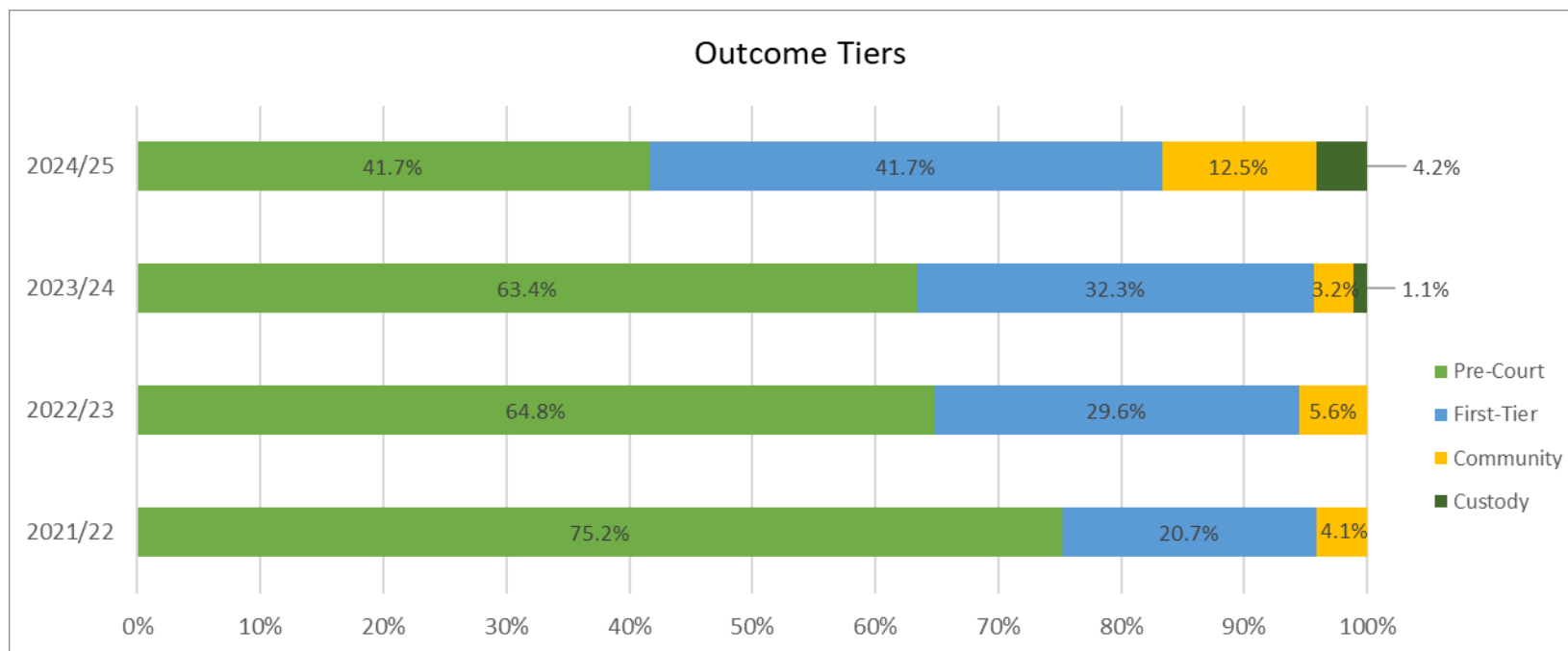
The number of children who received an outcome for an offence fell again in 2024/25, however there was a significant increase of 53% in the number of offences that received an outcome. This is representative of a smaller group of vulnerable children committing multiple offences. The Youth Justice Service are still not receiving all notifications of Police issued Community Resolutions so the actual numbers will be higher.



The ratio of offences per child has increased each year:

- 1.65 offences per child (2021/22)
- 2.21 offences per child (2022/23)
- 2.32 offences per child (2023/24)
- 4.4 offences per child (2024/25)

Outcome Tiers



During 2024/25 there was an increase in the number and proportion of outcomes administered through the courts. Fewer outcomes were administered as part of a pre-court process. Police Community Resolutions have not been received into the Youth Justice Service since mid-2022/23 which impacts numbers from that date onwards. Despite this caveat there was still a greater number of all Court outcomes as shown by the table below.

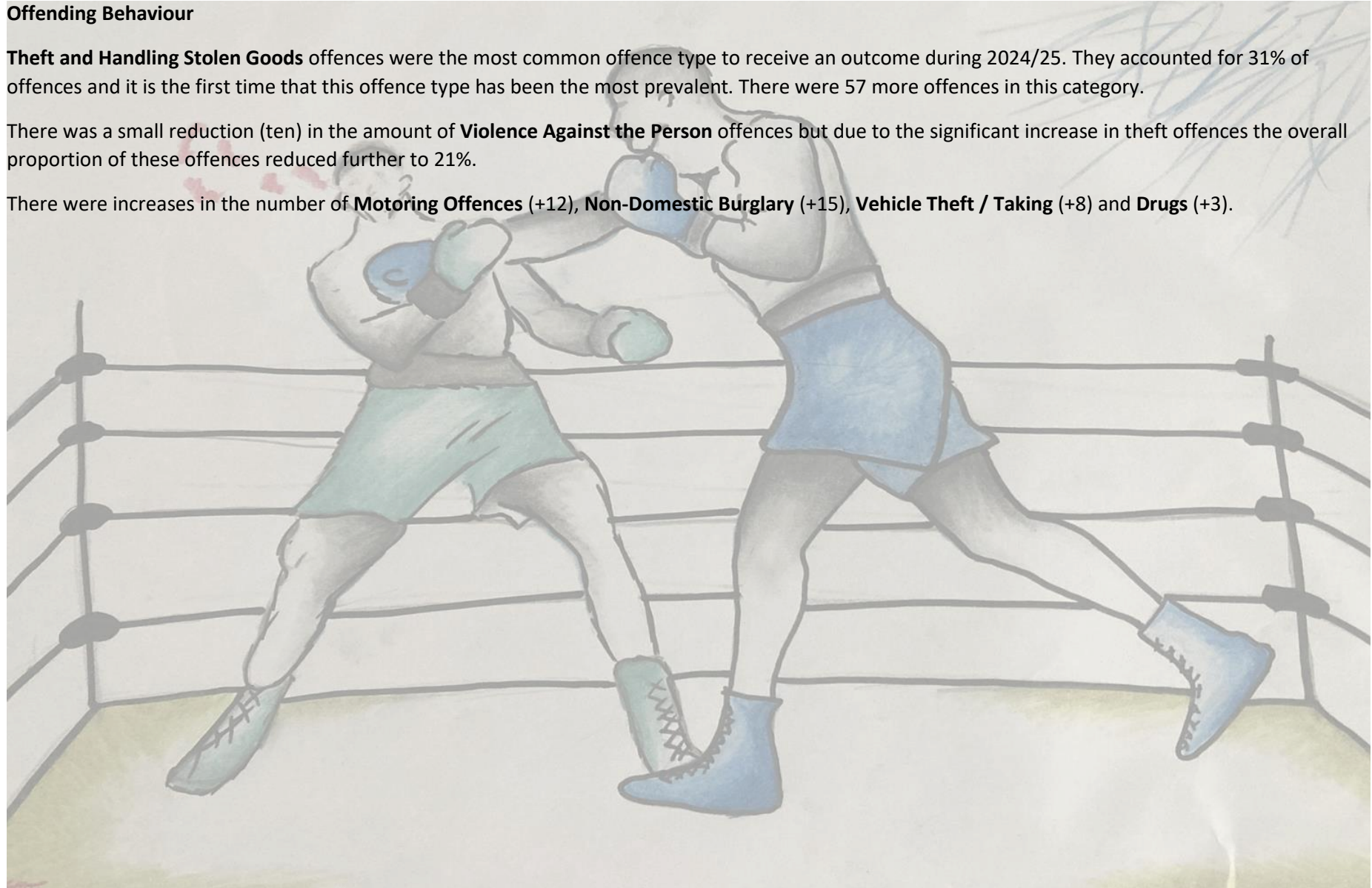
Year	Pre-Court	First-Tier	Community	Custody	Total
2021/22	91	25	5		121
2022/23	70	32	6		108
2023/24	59	30	3	1	93
2024/25	40	40	12	4	96

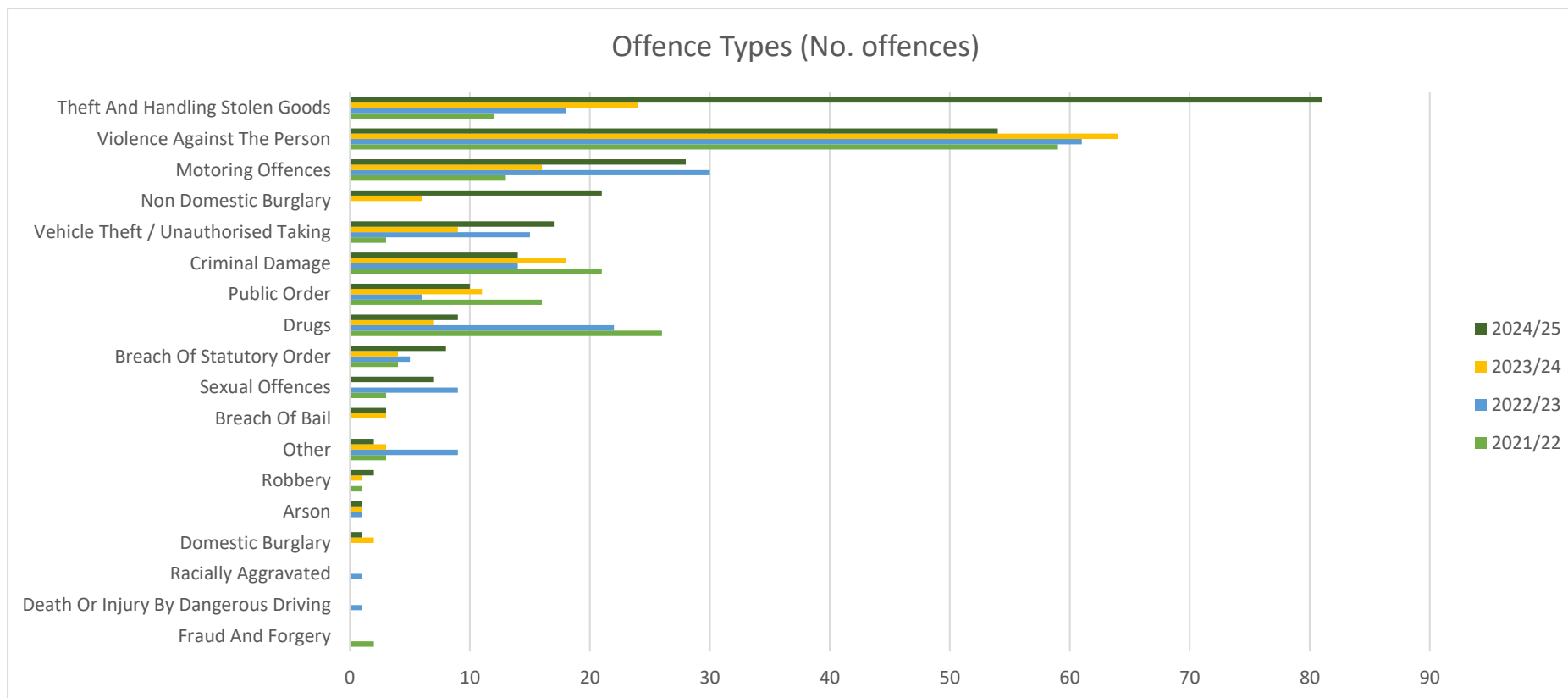
Offending Behaviour

Theft and Handling Stolen Goods offences were the most common offence type to receive an outcome during 2024/25. They accounted for 31% of offences and it is the first time that this offence type has been the most prevalent. There were 57 more offences in this category.

There was a small reduction (ten) in the amount of **Violence Against the Person** offences but due to the significant increase in theft offences the overall proportion of these offences reduced further to 21%.

There were increases in the number of **Motoring Offences** (+12), **Non-Domestic Burglary** (+15), **Vehicle Theft / Taking** (+8) and **Drugs** (+3).





There were 258 offences committed by Torbay YJS children that received a justice outcome between 1st April 2024 and 31st March 2025.
(numbers below offence type show increase/decrease on previous year)



81
Theft & Handling
Stolen Goods
+57



21
Non-Domestic
Burglary
+15



10
Public Order
-1



54
Violence Against
The Person
-10



17
Vehicle Theft /
Taking
+8



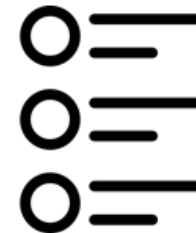
9
Drugs
+2



28
Motoring
Offences
+12



14
Criminal
Damage
-3

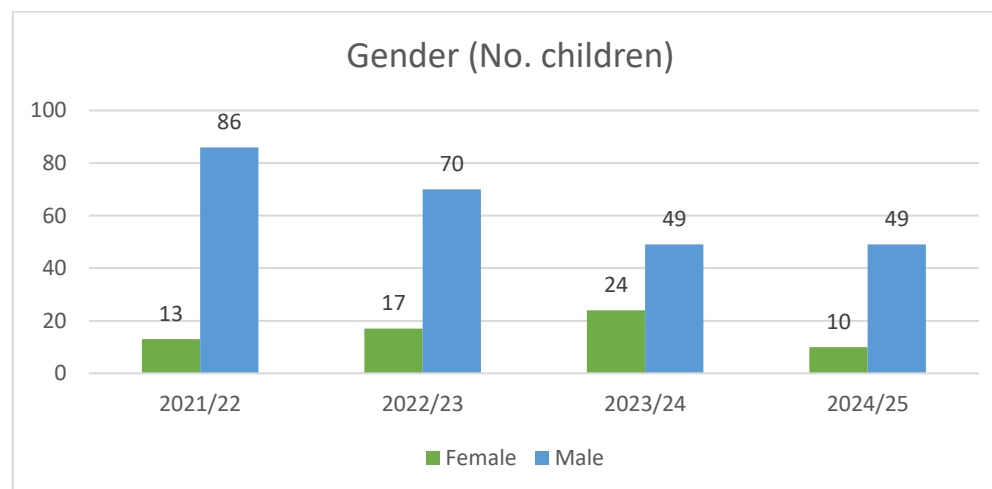


24
Others (incl. Sexual
offences, Domestic
Burglary, Arson)
+10

Offending Profile

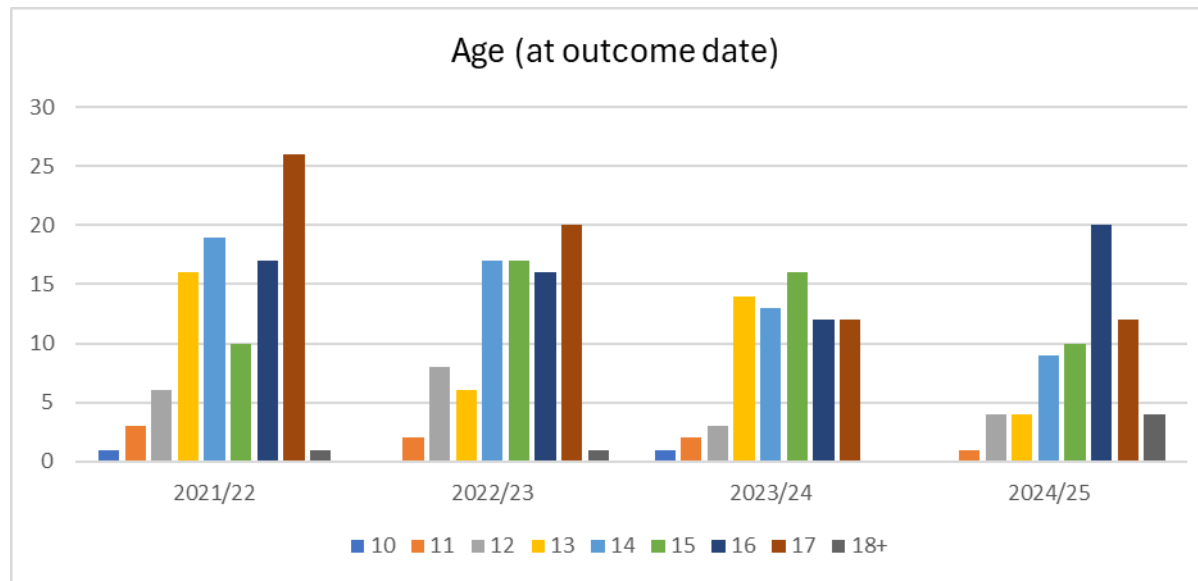
The children receiving an outcome for an offence in 2024/25 are predominately male (83%). The number of females committing an offence in Torbay fell to the lowest in over four years following a significant increase in 2023/24. The numbers of children receiving an outcome continues to fall. The overall trend can be seen here:

- 2021/22 – Female 13.1% Male 86.9%
- 2022/23 – Female 19.5% Male 80.5%
- 2023/24 – Female 32.9% Male 67.1%
- 2024/25 – Female 16.9% Male 83.1%



Age (at Outcome date)

Most children who received an outcome during 2024/25 were older, with 56% of children aged 16+ when receiving their first outcome in the period compared with 32% in 2023/24. The distribution of children across the different ages is shown in the following chart and table.



Age	Outcome Date			
	2021/22	2022/23	2023/24	2024/25
10	1%	0%	1%	0%
11	3%	2%	3%	2%
12	6%	9%	4%	6%
13	16%	7%	19%	6%
14	19%	20%	18%	14%
15	10%	20%	22%	16%
16	17%	18%	16%	31%
17	26%	23%	16%	19%
18+	1%	1%	0%	6%

YJS Children and Interventions

The demand on the YJS was comparable to the previous year and larger than in 2022/23. This is due to the increase in children being supported on preventative interventions.

124 children were supported over the last year (133 in 2023/24) across a variety of interventions. Some children will have had multiple interventions during the year.

- 58 interventions were preventative (Prevention or Turnaround Programme)
- 13 diversionary interventions (YJS Community Resolution or Outcome 22)
- 22 pre-court substantive outcomes (Youth Caution or Youth Conditional Caution)
- 40 court ordered interventions (Referral Order or Youth Rehabilitation Orders)
- 31 voluntary support programmes (these can be pre or post an intervention linked to an offence)
- 3 bail support or remand programmes (the remand intervention has been lengthy remand carried over from previous years)
- 2 custodial sentence - DTO

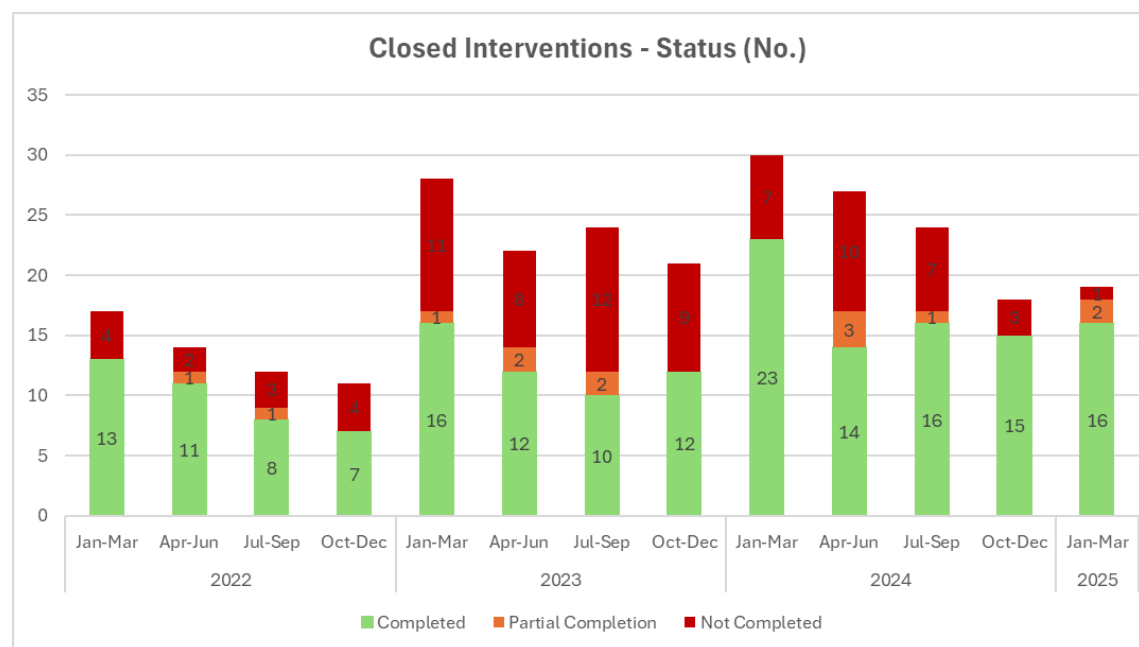
The full breakdown is shown below:

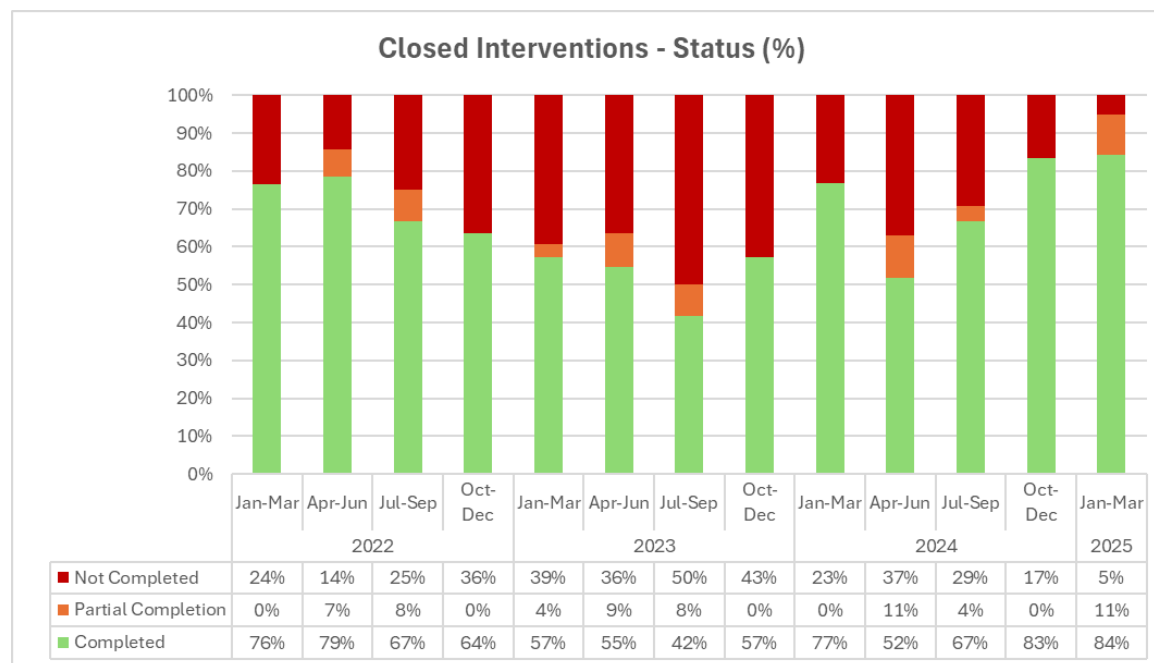
	2022/23		2023/24		2024/25	
	No.	%	No.	%	No.	%
Prevention Programme	21	16%	22	12%	16	9%
Turnaround	3	2%	42	22%	42	24%
Voluntary Support Programme	22	16%	27	14%	31	18%
Community Resolution with YOT Intervention	9	7%	20	11%	8	5%
Outcome 22 (Diversionary, Educational or Intervention Activity)	26	19%	8	4%	5	3%
Youth Caution	2	1%	4	2%	8	5%
Youth Conditional Caution	16	12%	18	10%	14	8%
Bail Support Programme	4	3%	3	2%	2	1%

Criminal Behaviour Order			1	1%	1	1%
Referral Order	20	15%	34	18%	25	15%
Youth Rehabilitation Order	9	7%	8	4%	15	9%
Remand in Custody (YDA) YOI / LAA	2	1%	1	1%	1	1%
DTO/Custody Programme			1	1%	2	1%
DTO Post Custody/Licence Programme					2	1%
Total	134		189		172	

Intervention Outcomes

The chart below shows the number of interventions that closed in the period and the proportion of these that were successfully completed. It further highlights the significant increase in workload from 2023 onwards.





Performance has improved throughout the year rising from 52% of interventions being completed successfully in quarter one to 84% in quarter four.

Links to wider services

Over two thirds of the children supported by the Youth Justice Service were open to wider support with Children's Services (69%). There is a more coordinated response across services to consider how we engage and consider joint plans to support these children.

- **15%** Early Help.
- **37%** Children in Need.
- **10%** Child Protection.
- **6%** Cared for / Care experienced.
- **31%** No additional support

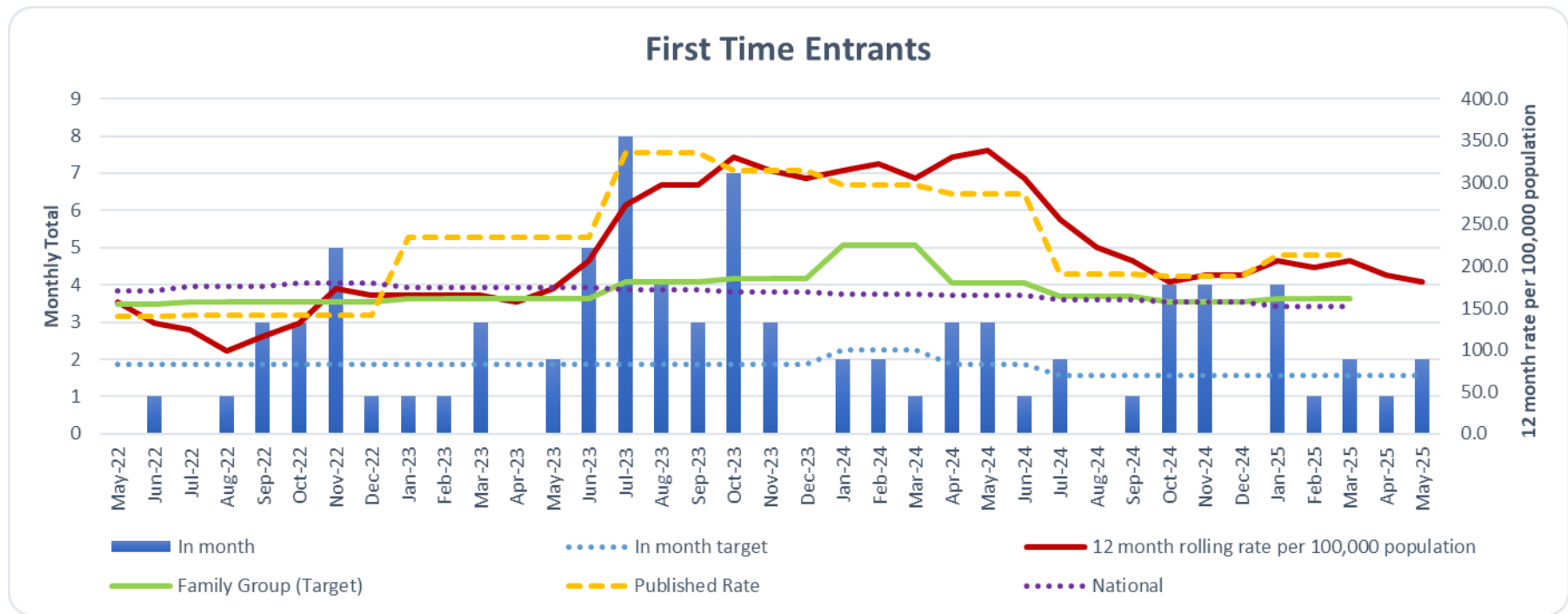
4. National Key Performance Indicators

First Time Entrants

The data for this indicator comes from both the local case management system (red line below) and the YDS published by the YJB (yellow dotted line). The data is shown in rolling full years for the 12 months to March, July, September, and December of each year. First Time Entrants are children who receive a youth caution / youth conditional caution or court conviction for the first time within the period. The KPI is used to measure the effectiveness of the partnership in preventing young people from entering the criminal justice system for the first time and is expressed a rate per 100,000 10-17-year-old population to allow comparisons across areas of different sizes.

Historically, this has been an area of poor performance for Torbay YJS, with the rate consistently above the family group and national. However, progress was made throughout 2021 and 2022 when the rate of FTEs fell to its lowest in August 2022.

This downward trend from 2021 into 2022 did not continue into 2023/24, and Torbay's rate rose significantly above the target (to be below the family group) at the end of the year. This was one of the main reasons why Torbay YJS was placed into quadrant three of the YJB's performance monitoring framework. Reducing FTEs has been a strategic priority for the local partnership board. The rate has steadily decreased since the peak in May 2024, narrowing the gap with the family group and national averages. Several factors have contributed to this improvement: swifter decision-making, the introduction of an intervention clinic where decision-making is informed by real-time data and intelligence to target children at risk of entering the youth justice system into the most appropriate preventative intervention, and regular auditing of decision-making at the pre-court panel.



In 2024 the largest proportion of FTEs lived in the TQ2 (Torquay) postcode area of Torbay – 30%. There was a more even distribution across Torbay than in 2023. The table below shows the home postcode of children entering the Youth Justice System for the first time.

Home Postcode	2018	2019	2020	2021	2022	2023	2024	2025
OOA	1	3					1	
TQ1	3	7	5	7	4	7	3	3
TQ2	11	10	4	7	4	9	7	4
TQ3	8	5	6	2	8	15	5	2
TQ4	2	6	3	4	4	6	3	
TQ5	9	6	3				4	1
Grand Total	34	37	21	20	20	37	23	10

2023 saw a significant increase in the number of girls becoming FTEs. 35% of FTEs in 2023 were female, a result of girls committing violent crimes often with use of social media and group assaults as aggravating factors. This trend has not continued into 2024, the proportion of girls falling to 21%.

The average age of FTE children was also higher.

Age/Gender of FTEs	2018	2019	2020	2021	2022	2023	2024	2025
Female	5	10	2	5	2	13	5	1
12		1						
13	2					5	2	
14	1	1		1		3	1	
15		3		1	1	1	1	
16	1	4	1	2	1	1		1
17	1	1	1	1		3	1	
Male	29	27	19	15	18	24	18	9
11	2	1				1	1	
12	3				1	1	1	
13	2	3		1		2		
14	5	4	1	4	3	7	4	
15	9	1	6	1	3	6	2	1
16	5	9	3	3	7	5	5	4
17	3	9	9	6	4	2	5	4
Grand Total	34	37	21	20	20	37	23	10

FTE Offence Types

The table below shows the category of the main offence committed by children that led to them becoming an FTE since April 2018.

In 2024, as in other years, violent offences are the most common offence type. This contrasts with the overall offending of Torbay YJS children where theft offences were most prevalent.

Main Offence Type (FTEs)	2018	2019	2020	2021	2022	2023	2024	2025	Grand Total
Violence Against The Person	7	18	11	15	12	21	9	5	98
Drugs	8	5	3	3		2	1		22
Motoring Offences	1	2	3		3	2	4	2	17
Public Order	2	8	1	1	2		2		16
Vehicle Theft / Unauthorised Taking	4				1	6	2	1	14
Theft And Handling Stolen Goods	3	1	1				2		7
Sexual Offences	1	1	1		1	1	1		6
Criminal Damage	4	2							6
Non Domestic Burglary						2	1	2	5
Domestic Burglary				1		2			3
Robbery	2		1						3
Racially Aggravated	2								2
Death Or Injury By Dangerous Driving					1				1
Arson							1		1
Breach of Bail						1			1
Grand Total	34	37	21	20	20	37	23	10	202

Education data highlighted that:

- 70% of FTEs had experienced one or more fixed term exclusion prior to their offence.
- The average number of days lost to fixed exclusions in the 12 month prior to offence is 12.5 days.
- 9% of FTEs had been permanently excluded before their offence.

Torbay YJS is using the findings from this data to help target children at risk of becoming FTEs in the weekly intervention clinics that take place between Police and the YJS. Children who have come to the attention of the Police during the previous few days are discussed and live data is available to help inform decisions around whether they would benefit from additional support to prevent them from becoming FTEs. The intention is that the right children are supported and more quickly.

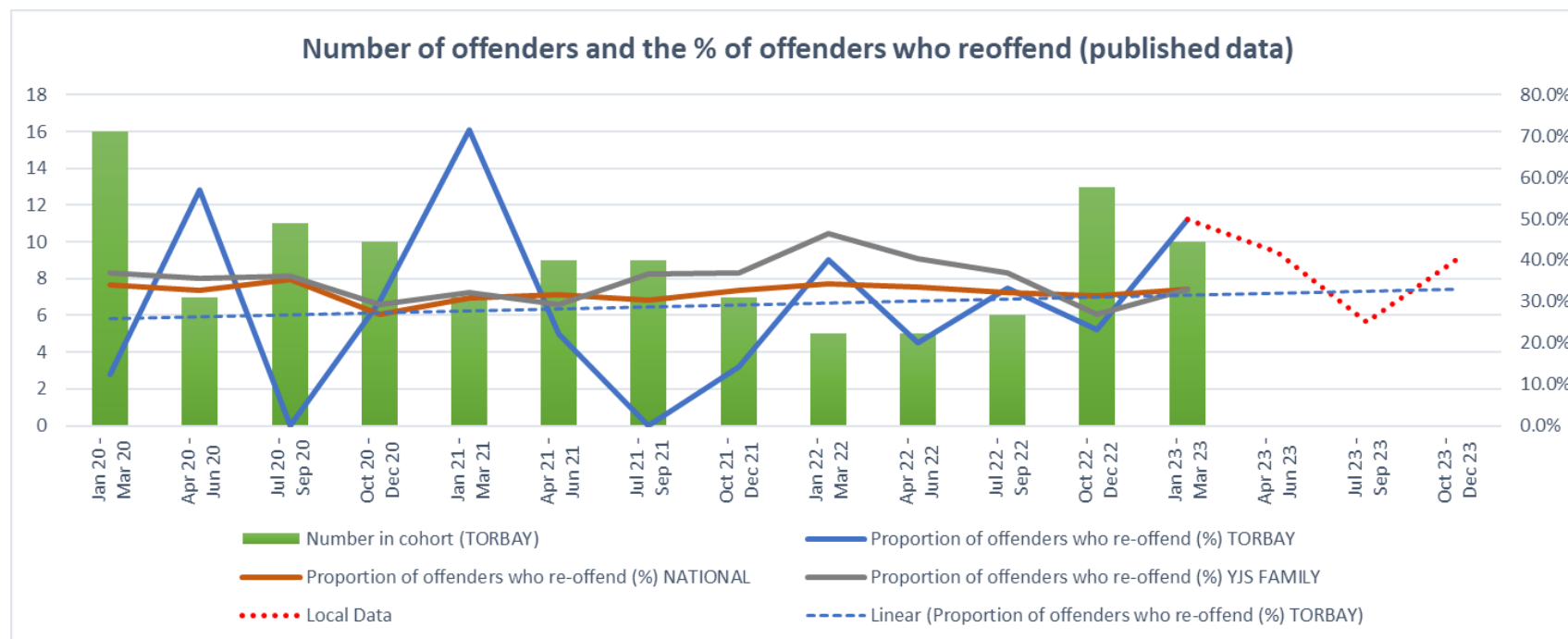
The aspiration remains for Torbay's rate of FTEs to be below the family group average and support the wider community ambition 'to see a healthy, happy and prosperous Torbay' and 'create a safe place for children to thrive in'.

Binary reoffending rate (national data)

The data for this indicator comes from the data summary published by the YJB. The cohort consists of all children who received a substantive outcome or were released from custody in that date range. The most recent cohort available is those children who received a substantive outcome between January and March 2023, tracked for 12 months.

The chart below shows the number of children in each three-month cohort for Torbay and the proportion of those children who reoffended compared against both the family group and national benchmarks.

The target is to remain below the family group, and this was achieved in two of the four quarters. The small cohort size in Torbay often results in a volatile rate as one or two children reoffending can have a big impact on the overall rate. This is reflected in the chart below.



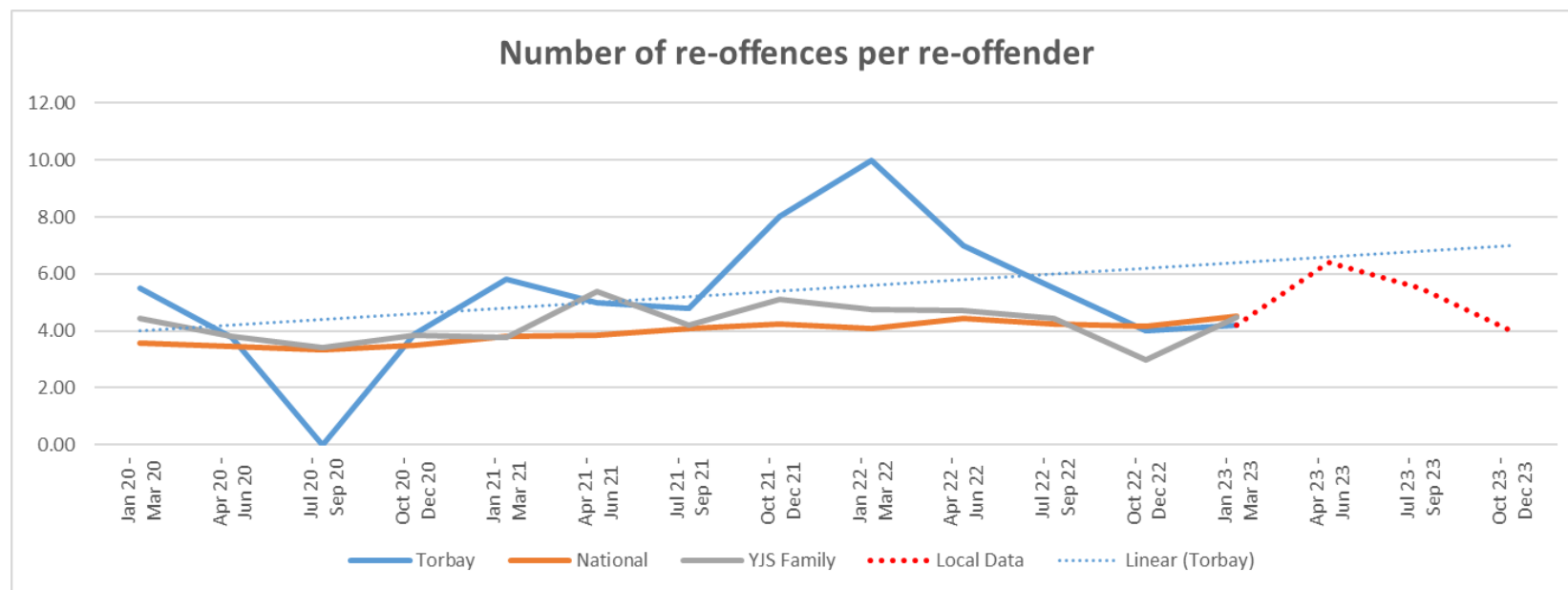
The most recent cohort published was significantly above the target (Torbay 50% vs Family Group 33%) after a period of good performance. Local data predicts that performance will continue to fluctuate.

Frequency of reoffending

The data for this indicator comes from the data summary published by the YJB. The frequency rate of reoffending calculates how many re-offences are committed by each reoffender.

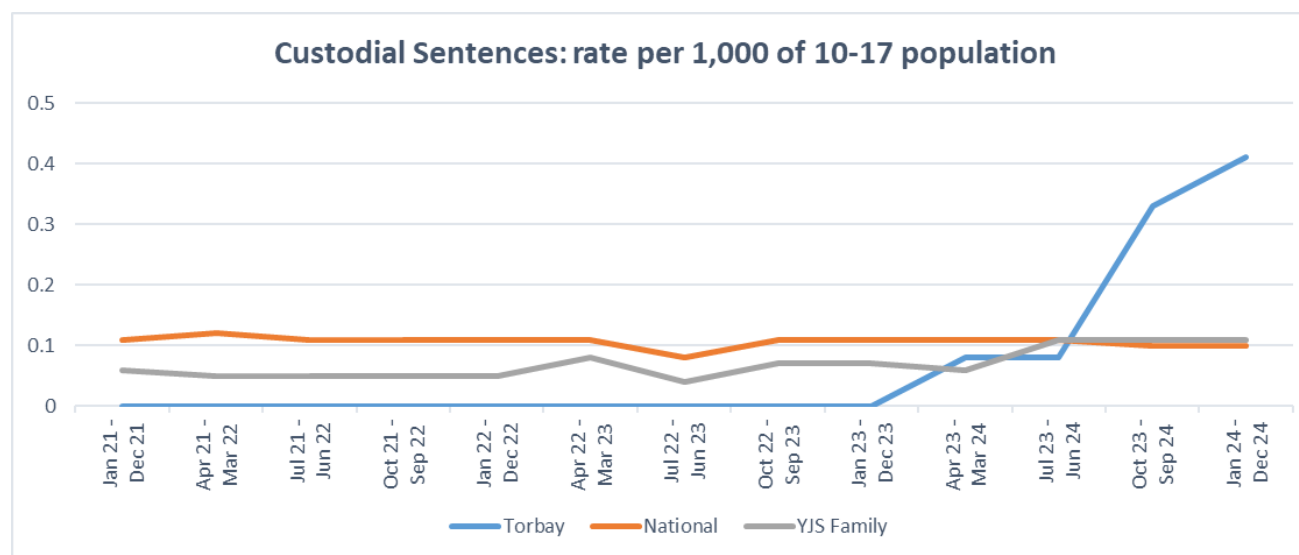
Due to Torbay's small cohort size this rate is susceptible to large variances as one or two prolific offenders can have a large impact on the overall rate, as shown the blue line on the chart below. This can be seen by the most recent quarter as the number of reoffenders was only two and yet the number of reoffences per reoffender was ten.

The target is to remain below the family group, and this was achieved in two of the four quarters. The trend against this indicator reflects that of earlier data where Torbay YJS has been working with a small group of particularly vulnerable children committing multiple offences.



Use of custody

This indicator uses case level data from the YJ Application Framework and is the number of custodial sentences in the period given to children with a local residence aged under 18 years on the date of their first hearing related to the outcome. This data is presented as a rate per 1,000 children in the 10 to 17 local general population.



Five custodial sentences given to four Torbay young children has caused the rate to be significantly above the target of being below the YJS family group. The use of custody was deemed appropriate in each of these cases following serious offences in three of the four instances, and prolific offending in the other. Delays and lengthy hearings had an impact resulting in these sentences falling in the same year.

New key performance indicators (from April 2023)

The youth justice system has developed significantly since the original set of KPIs were introduced. Whilst the number of children entering the system with a statutory disposal has fallen significantly, it is clear youth justice services are working with increasingly complex caseloads.

In view of this The Ministry of Justice has developed new KPIs to reflect areas that are strategically important in delivering effective services for children and will provide an understanding of how YJS partnerships are responding to this different context.

Torbay YJS was required to record KPI data from 1st April 2023 and has been submitting data to the YJB via electronic transfer each quarter. However, in a recent YJB letter to all Youth Justice Services it has been communicated that:

“the KPI data we hold from 2023/2024 and 2024/2025 will not be used for analysis, reporting, or decision-making due to quality limitations. While we understand that it may be disappointing that two-years' worth of data will not be used, it is common for there to be data quality issues in new data collections, and your provision of this data as well as contribution to our refinement work has been essential for us to reach the position of having better

quality data for future years. This decision also reflects feedback from services that indicates that resubmitting two-years' of data would present a significant resource burden."

For this reason, we have not included further KPI data within this plan.

5. Challenges, Risks and Issues

The service has identified the following challenges that it needs to take action to ensure they don't impact on service delivery to children. A risk register has been created with actions and mitigations identified to address these circumstances.

- i) **Face to face delivery locations** – the service has been without a suitable dedicated space in the bay to deliver face to face work with children for a number of years this was recognised in the HMIP inspection in 2021 as a cause for concern. The service has been using a range of community facilities and buildings. However, many of these locations do not meet the expectations of a Trauma Informed service in terms of consistency, confidentiality, safety and with the ability to provide the range of facilities that is expected for a modern youth justice service. The service has identified and secured a suitable building, has planning and building approval and funding is in place for a full refurbishment of the building to make it bespoke place for face to face work with children. Building work has started but is currently delayed due to finding asbestos in the building. It is hoped that this will be open in summer 2025.
- ii) **First Time Entrants** – The service saw a significant increase in First Time Entrants (FTE) in 2023 and because the nature of the KPI (a rolling year) this adversely affected our performance until the end of 2024. Through significant focus and work in this area the service has significantly reduced the number of FTE's and we are now just above the family group and national rates. However, we remain vigilant as 2 or more children becoming FTEs within any 1 month will push our rate above the target.
- iii) **Continuation of the Prevention / Turnaround Service** - The Prevention / Turnaround service has been very successful in stopping the children it works with from committing offences (Dec 2023 Review 81% had not committed any offences after their intervention began) this area of work now accounts for one third of the YJS caseload. Currently the service has 3 full time Prevention workers these are majority funded through by Torbay Council and a small amount from the reduced MOJ / Turnaround grant. Funding is only guaranteed for the current year (2025-26) and we will be working with partners to confirm funding for the next financial year 2026-26 and beyond.
- iv) **Suitable available Childcare Placements and provision** - A few children under local authority care are placed in children's homes or other provisions. Last year, a very small number of children had to be placed in unregistered accommodation due to the national sufficiency challenges. At times this has resulted in the need for children to be moved to alternative placements away from Torbay, resulting in a number of caretaking arrangements with external youth justice services. The local authority does not commission either PACE or Remand beds and there is also a national

and local shortage of placements which makes this practically impossible and if beds were ‘held vacant’ it would only increase the pressure on the care system. Children's Services believe that a child centred approach should be maintained, and children should return home unless the offence is severe enough to warrant police custody until they appear in court.

- v) **High rates of education suspension and exclusion** - Torbay has some of the highest rates of suspension and exclusion from school in the country. For children open to the youth justice system this is particularly true (73% of children worked with during 2024/25 had experienced one or more fixed exclusion and 21% had been permanently excluded from school), this coupled with low levels of attendance of children know to YJS means that they are not only receiving very limited education but are also not being seen or supervised through the school day. It is well evidenced that attendance at school is a major safeguarding factor as well as the positive effect on future life chances and success. Torbay YJS Strategic Board and staff team have identified this area as one we all need to seek to improve and both strategic and operational level. We ensure that strategically the challenges relating to this small cohort and discussed at the Children’s Continuous Improvement Board as well as children’s overview and scrutiny. Attendance, suspension and exclusion is a main area of concern and no one agency will be able to respond. We are presently introducing a locality pilot within our schools to support a more cohesive and collaborative approach to some of our very distinct challenges

The Youth Justice Plan for the year ahead:

6. Child First

Torbay Youth Justice Service (TYJS) supports the Youth Justice Board’s (YJB) vision of a ‘Child First’ youth justice system, which they define as a system where all services: -

- **Prioritise the best interests of children** and recognising their particular needs, capacities, rights and potential. All work is child-focused, developmentally informed, acknowledges structural barriers and meets responsibilities towards children.
- **Promote children’s individual strengths and capacities to develop their pro-social identity** for sustainable desistance, leading to safer communities and fewer victims. All work is constructive and future-focused, built on supportive relationships that empower children to fulfil their potential and make positive contributions to society.
- **Encourage children’s active participation, engagement and wider social inclusion.** All work is a meaningful collaboration with children and their carers.
- **Promote a childhood removed from the justice system**, using pre-emptive prevention, diversion and minimal intervention. All work minimises criminogenic stigma from contact with the system.

The Child First approach is a priority in this plan as evidence supports this as the best approach to achieve better child outcomes. Much of this is explored in the research by Loughborough University alongside UKRI, Child First Justice – the research evidence base. The summary report is [here](#).

Torbay YJS has significantly improved its feedback mechanisms for children, parents and victims, we are also reviewing how Referral Order Panels can be more Child First and this will be led and academically reviewed by Plymouth Marjon University. Children have also stated that they want more things to do and we have started activity sessions using local clubs and providers and will be working with the new Youth Hub manager when they come into post to link in with youth work and youth club provision.

7. Voice of the Child

Torbay Youth Justice Service gathers feedback from children in a variety of different ways including: -

- Informal Feedback recorded by workers and collated.
- Self-Assessment Questionnaires (SAQ) are completed by the child and separately by their parent or carer at the start, review and the end of orders. These are used to gather data to help inform assessment, and the development of co-created intervention plan.
- User Feedback Surveys – these are more general feedback forms to gather data about the child's (as well as the parent or carer and the victim) overall perception of the quality of the service they received including things such as timeliness, location of delivery and did it make a difference.
- Complaints

In 2023-24 a small working group led on improvements to the service feedback structures and processes and the reallocation of staff time to lead on Feedback and Participation for children, parents, and victims. All of our feedback forms are now available electronically which has increased accessibility, confidentiality and increased the ease of data analysis from the current paper only format. We now are developing a statistically reliable range of data which is being analysed by the service management team, feedback to staff team and reported to the Service Boards alongside any improvement or change activity that is required.

Feedback is reviewed quarterly and information from feedback is used to develop practice in the service. A participation group has been established to have an opportunity for young people to review any changes in practice in the team and to provide support and insight in terms of any wider changes to the service. This group are also tasked to represent the wider community in respect of highlighting the impact of youth crime and what might help to reduce it.

Young person's satisfaction survey: A total of 19 surveys have been completed since the survey went live last year. 16 of 19 respondents rated the help and support provided to them as Excellent or Good.

Areas where young people felt the YJS performed particularly well (Excellent accounting for over 50% of responses) included:

- Explaining clearly what would happen next

- Explaining the options of support
- Helping young people to feel supported
- Listening to what they wanted to happen next
- Treating with respect
- Help young people to feel that they could trust their YJS worker
- Help them feel safe
- Where they met was easy to get to and confidential
- Explaining the legal processes
- YJS workers getting to know and understand them
- Creating plans together
- Explaining what exploitation is and how to feel safe

Young people were seen in a variety of places. The places that received less favourable feedback in terms of ease to get to and choice were the YJS building and public spaces. The use of a public space was rated as poor for confidentiality by one young person.

One young person stated they wanted help from a service to “better understand social situations” but this was not available to them.

Feedback from a child

‘Just passed by theory test. First thing I do when I pass my test is pick you up and the coffee is on me. Loving my apprenticeship at mount Stuart and I wanna thank you if it wasn’t for you I probably wouldn’t be here right now’

Parent/Carer satisfaction survey: A total of 28 surveys have been completed since the survey went live last year. 26 of 28 respondents rated the help and support provided to them as Excellent or Good.

Areas where parents and carers felt the YJS performed particularly well (Excellent accounting for over 50% of responses) included:

- Explaining clearly what would happen next
- Explaining the options of support available to parents/carers and their children
- Helping them to feel supported and listened to
- Acting on what they wanted to happen next
- Treating them with respect
- Helping them to feel that they could trust the YJS worker

- Responding to messages and calls in a reasonable time
- Meeting in safe, convenient and confidential locations
- Explaining the legal processes
- Taking the time to get to know them and their child
- Helping to explore different ways to support their child
- Improving their relationships with their child
- Explaining what exploitation is and how it may affect their child
- Providing support to access other services

There were some areas where a small number of respondents answered poor (two/three people). Whilst this represents a small percentage it does highlight that for some people there are things the YJS could do better. These are:

- Getting in touch quickly after the incident happened (3)
- Responding to messages and calls in a reasonable time (2)

Parent feedback (on a parenting course)

‘Given me my confidence back to be able to deal with problems as they arise’

Victim satisfaction survey: A total of 14 surveys have been completed since the survey went live last year. 12 of 14 respondents rated the overall service provided to them as Excellent or Good.

Areas where victims felt the YJS performed particularly well (Excellent accounting for over 50% of responses) included:

- Explaining clearly what would happen next
- Explaining the options of support available
- Helping them to feel supported and listened to
- Acting on what victims wanted to happen next
- Treating them with respect
- Helping them to feel that they could trust the YJS worker
- Responding to messages and calls in a reasonable time
- Meeting in safe, convenient and confidential locations
- Explaining restorative justice in a clear and simple way

There were some areas where victims felt that the YJS could have performed better. These include:

- 3 victims felt that the time taken between the incident happening and contact being made was poor
- 43% of victims (six people) felt that justice was not served (that the incident was resolved appropriately)

Feedback from a Victim

- *'We couldn't have gotten through this without your support and help. Thank you doesn't even cover it! When I felt we didn't matter and no one cared, you came, listened and showed us we did matter! Cared for us as a family and fought so hard for us We will be eternally grateful for your help and support xx 🥰'*

Complaints

There have been no complaints received in 2024-25.

Summary and next steps

Feedback from children is generally very positive about their experience of the youth justice service. This is triangulated between the feedback mechanisms and informal feedback received by family. It may be that the more feedback that the Youth Justice Service receive that this feedback leads to more change as the range and depth of information increases. The Youth Justice Service aims to receive feedback from all young people completing their Court Orders.

The Victim Focus group was established in 2024 and one of the initiatives to come from it was to invite a local police inspector to the group to talk about police process, support and communication with victims. Additionally, the Police and Crime Commissioner Alison Hernandez attended at the request of one of the victims to talk about her specific case which has led to a multi-agency review of the case.

Victim feedback is generally positive however some victims do not feel that justice that was served i.e. that the incident was resolved appropriately, we have revised the survey question to ask for more details about why they justice has not been served and will report back to the board when we have the results.

8. Resources and Services

Torbay Youth Justice Service Budget is a 'pooled' budget held by Torbay Council on behalf of the Board and the Strategic Partners and funding bodies. The annual budget is approved by the Strategic Board for the year ahead and expenditure is against the budget is reviewed six times a year at each Board meeting. Operational day to day expenditure is approved by the Head of Service under the financial regulations of Torbay Council and in line with any

criteria for which the funding is given. All funding is used for the primary roles of the Youth Justice Service i.e., prevent offending and re offending, the delivery of our Improvement Plan and achieving the [Key Performance Indicators](#) laid out in this plan.

The two largest funders are Torbay Council and the Youth Justice Board (YJB) each giving approximately one third of the overall budget with the final third made up of other partnership contributions and funding bodies for specific pieces of work. Over 95% of the budget is spent on staffing who are our key resource for delivery to children, with the remaining 5% spent on resources, facilities and consumables. Additional to the funding from statutory partners the service receives 'contributions in kind' from organisations who 'second' staff to the service these include: - Children and Family Health Devon, Devon and Cornwall Police, and the Probation Service. See [Appendix 2](#) for a more detailed breakdown of the budget.

9. Board Development

An induction programme for board members is delivered to all new members. Additionally, there are planned inputs at Strategic Management Board to update members on significant changes in local or national practice as well as inputs from external examples of best practice and development. In the last year Board members have received briefings following four audits on the quality of the work of the service. In May 2025 at the 'Away Day' the Board received a number of updates and briefings about performance and national changes and activities to set the priorities for the service in the year ahead and where also reviewed the roles and responsibilities of the Strategic Board. Members of the board have also attended staff meetings and case planning in the last year to meet the staff and develop better understanding of the work of the service.

a) Partnership Deep Dive Audit 2024 (CEO DD) – This audit was completed following previous audits that commenced after the last HMIP inspection of the service. This audit made a number of recommendations for the strategic leadership of the Youth Justice service which the board have accepted and actioned.

b) Childrens services and YJS Joint Working Audit 2024 – This audit reviewed 20 cases open to both Torbay Children's Services and the YJS looking for examples of joint working in the sharing of assessment, plans, communication and working practices. It identified some areas of good practice and made a number of recommendations for improvement activity which the board are monitoring.

c) Audit against new HMIP inspection standards 2025 – These were started in February 2025 but due to a lack of management capacity have not been completed they will be finished in 2025

At each board meeting a variety of different staff from the services attends to present either case studies of the work they do directly with children, parents, or victims so the boards or provide updates on aspects of operational level work.

10. Workforce Development

The service has a stable staff team with limited turnover which has enabled the development of an experienced and well-trained team. Each year the service has an 'Away Day' for all staff and volunteers to evaluate work over the last year and recommend priorities for the year ahead to the management boards for inclusion in this Youth Justice Plan. Staff also attend Board meetings to either present case work examples or report on aspects of the work they are leading on.

- All staff working with children are trained in Restorative Justice 3-day course provided through Torbay Council.
- All case workers are trained in AIM3 (Assessment and Intervention of Harmful Sexual Behaviour).
- The service's Trauma Champion was also the Trauma Lead for the Southwest and has brought considerable knowledge and training to the staff team.
- Both Team Managers are trained by [NOTA](#) re: Autistic Children & People Displaying Problematic or Harmful Sexual Behaviour
- A further member of the team has signed up for the Domestic Abuse Risk Assessment for children tool training who will champion this in the team and complete train the trainer.
- 2 staff members have completed the Youth Justice Effective Practice Certificate (YJEPC) and another has been supported to start a Degree in Youth Justice in 2024.
- 3 staff have attended training on Child to Parent Violence.
- 4 staff have attended training on Pre-Sentence Report (PSR) writing.
- Staff access mandatory training through Torbay Council's 'iLearn' online training provision which tracks inductions, mandatory training and required refreshers for all staff directly employed, seconded staff can also have accounts added or access training in their home organisation.
- [Appendix 3](#) is the timetable of training that took place last year and into 2024-25

11. Evidence-based practice and innovation

Team managers attended the Child First Training by the YJB and have delivered this to the staff team which has provided an opportunity to review our practice. This has also led to a number of changes in the service as well as an academic review by Marjon University Plymouth of the Referral Order Panel and process to make it more participative for children.

The service has well established practice in using the Trauma Recovery Model (TRM) as a tool to help understand children's level of functioning and plan interventions based on this. All staff have been trained in the TRM approach. The service has a member of staff who is a 'Trauma Champion' to support the development of the nationally recognised (within youth justice services) Enhanced Case Management (ECM) approach. The Torbay Trauma Champion also shared a role leading the Trauma Champions across the Southwest indicating her high level of expertise. The ECM approach is a further development of a psychological model of understanding of the child's development through case formulation. We are also very pleased to have filled the CAMHS worker post after nearly 3 years of carrying the vacant role and this will add a much-needed service to the children the service works with.

The Prevention service was reviewed in 2024 and evidence showed that 81% of children referred did not go on to offend and because of this success has been extended into 2025-26. They have started a new initiative providing an 'Adventure Activity group' with children open to the service which give children an opportunity to try a range of positive activities and events that they will probably not had the chance to do previously. Engagement has been very positive so far and it is hoped we can expand this during school holiday periods and will be looking for funding for this.

12. Evaluation and Standards for Children

The service has carried out a high number of audits and quality assurance measures in the last these include: -

a) Child Criminal Exploitation Multi Agency Case Audit (CCE MACA). Led by Torbay Safeguarding Children Partnership (TSCP) 10 cases were audited, 9 of which were known to the Youth Justice. YJS produced its own Action Plan following the findings which is monitored by the Strategic Board.

c) CEO Deep Dive Audit (CEO DD) – This audit was completed following previous audits that commenced after the last HMIP inspection of the service. Good progress in many areas was noted from previous audits and outstanding areas for improvements were noted and have been prioritised in the new action plan produced.

d) After Action Review C103 (AAR C103) – This audit has been completed of a specific case that took nearly 3 years of investigation before it was resolved just short of the child's 18th birthday. The final report has not been released although YJS have seen the report it is currently waiting to be signed off by the TSCP executive board.

e) Prevention Service Review – In December 2023 the service completed a multi-agency review of the work and performance of the Prevention / Turnaround and made recommendations on improvement activity which will be put into place in early 2024.

f) Case File Audits We have increased the number and reporting of full case file audits and will be reporting to this to both boards in early 2024 / 25.

g) After Action Review (AAR C95) – This an audit for the case of a former relevant child who committed a murder, the audit has been completed, and we are currently awaiting the final report and recommendations.



In 2022 the service achieved the prestigious Microlink Special Education Needs and Disability (SEND) Quality Mark for youth justice services with a Commendation for Child First practice, this required the service to audit current practice and address any gaps identified. Good practice within the service was recognised as part of the SEND inspection of Torbay. In 2025 we will be seeking re accreditation.



Torbay Children's Services of which Torbay Youth Justice Service is a part, have been awarded Registered Restorative Status by the [Restorative Justice Council](#), the first Children Services in the UK. The Youth Justice Service was part of the audit of training, working practices and policies to achieve this status helped by our experience of working in Restorative Justice over a long period of time.

13. Priorities for the coming year

The full list of priorities are laid out in the [Service Development Plan](#)

- Being more Child First focused in all aspects of our service delivery.
- Ensuring children are accessing appropriate education or training provision suitable to their needs and abilities.
- Maintaining the reduction in the number of First Time Entrants so that the yearly rolling target reduces to below our statistical neighbours.
- Opening our new location for face-to-face delivery work in Torquay
- Increasing our focus on work with victims.
- Seek funding to continue the Prevention service after the funding ceases in March 2026

14. Service Development

The service has a comprehensive training plan for staff see [Appendix 3](#) to keep staff updated and refreshed re best practice in Youth Justice. Staff are also involved in audit work for the service last year we completed audits against the HMIP ETE Theme Inspection findings and against the Victim Code of Practice. We have also a very competent staff champions for both Restorative Practice and Trauma.

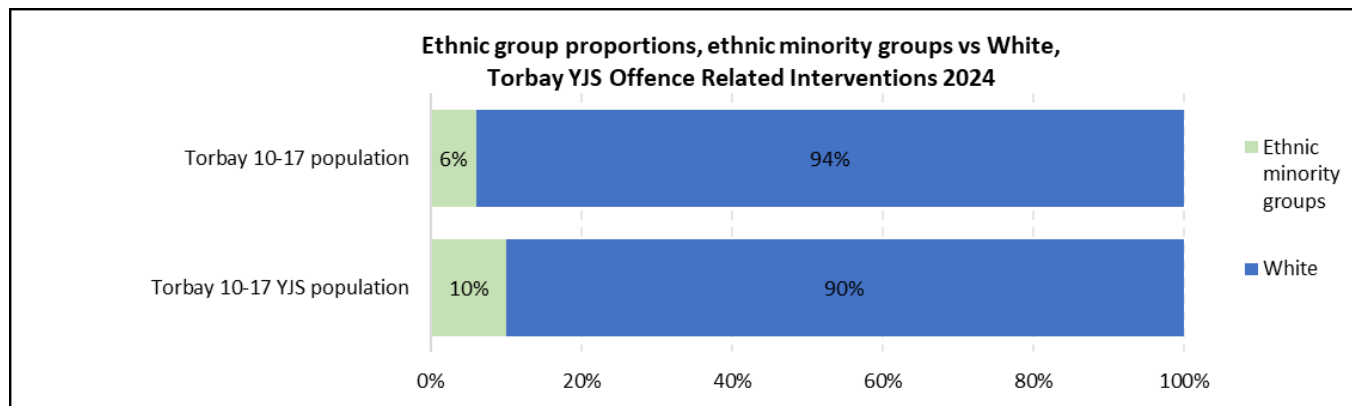
National Priority Areas

15. Children from groups which are over-represented.

Ethnic Disproportionality

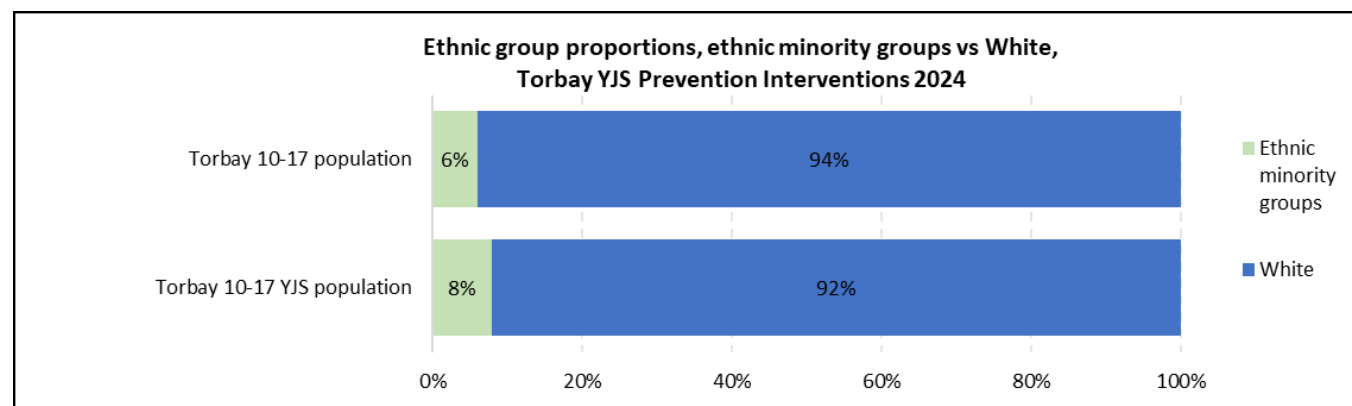
The charts below show a comparison of the ethnic composition of Torbay YJS population (all children worked with including prevention, diversionary and statutory interventions) with the local area 10–17-year-old population (2021 census). Due to small numbers of children data has been aggregated for children from the Asian, Black, Mixed and Other ethnic groups into the ethnic minority group.

Offence related interventions:



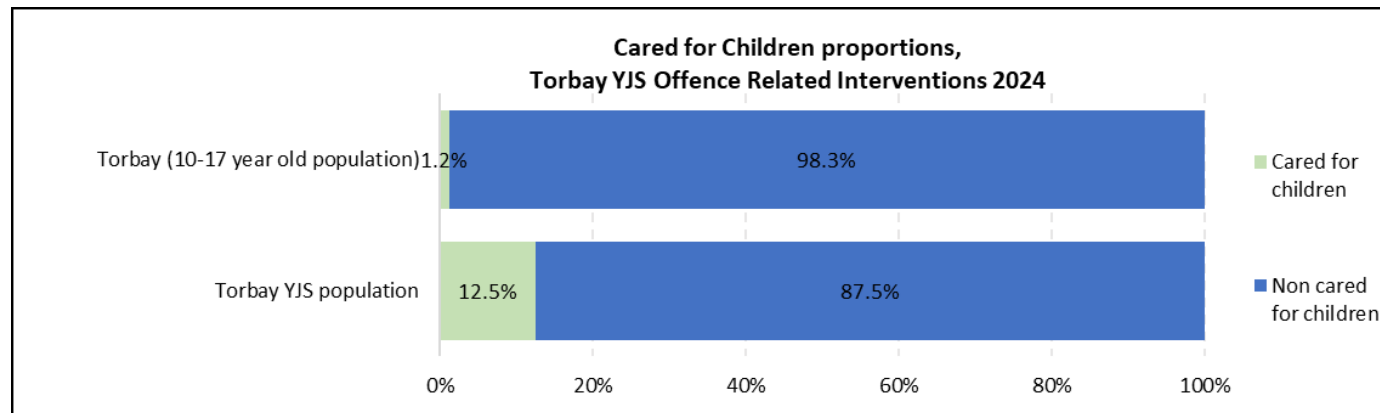
Ethnic minority group children are overrepresented when comparing the YJS offending population with the wider 10-17 population. Due to Torbay YJS' small cohort size (fewer than 10 ethnic minority children offending, and the percentage difference being small, this is not deemed statistically significant).

Prevention and Turnaround interventions:



Ethnic minority group children are overrepresented by 2% when comparing the YJS prevention population with the wider 10-17 population. Again, due to Torbay YJS' small cohort size (fewer than 10 ethnic minority children offending, and the percentage difference being small, this is not deemed statistically significant).

Comparison of proportion of cared for children between YJS population and local population.



Cared for children are overpresented within the YJS. 12.5% of the children supported by the YJS were cared for, this compares to 1.2% of the local under 18 population. None of the children who were open on Prevention interventions were cared for children.

Deprivation

The Index of Multiple Deprivation (IMD) is the official measure of relative deprivation in England and is part of a suite of outputs that form the Indices of Deprivation (IoD). It follows an established methodological framework in broadly defining deprivation to encompass a wide range of an individual's living conditions. People may be living in poverty if they lack the financial resources to meet their needs, whereas people can be regarded as deprived if they lack any kind of resources, not just income. (Ministry of Housing, Communities & Local Government 2019). Areas are then ranked depending on their level of deprivation and grouped into deciles.

The table below shows the number of children living in each decile. Decile one being the most deprived and decile ten the least deprived.

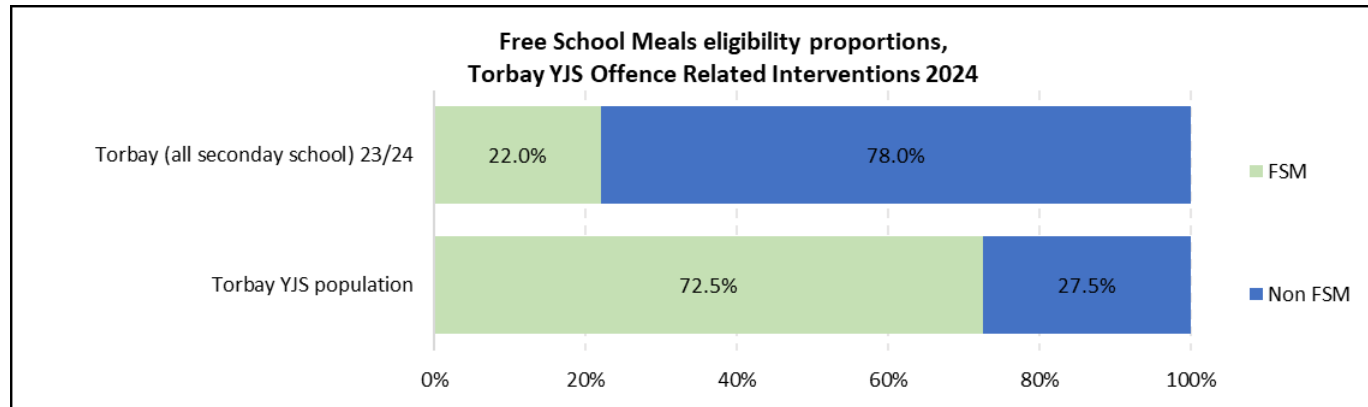
Index of Multiple Deprivation Decile	Offending		Prevention		All YJS	
	No. children	% Children	No. children	% Children	No. children	% Children
1 (The most deprived 10%)	13	33.3%	17	43.6%	30	38.5%
2	10	25.6%	9	23.1%	19	24.4%
3	9	23.1%	6	15.4%	15	19.2%
4	3	7.7%	2	5.1%	5	6.4%
5	1	2.6%	1	2.6%	2	2.6%
6	1	2.6%	2	5.1%	3	3.8%
7	1	2.6%	1	2.6%	2	2.6%
8			1	2.6%	1	1.3%
9	1	2.6%			1	1.3%
10 (The least deprived 10%)						

39% of Torbay children known to the YJS live in areas that fall into the 10% most deprived in England. (In 2023 this was 31%).

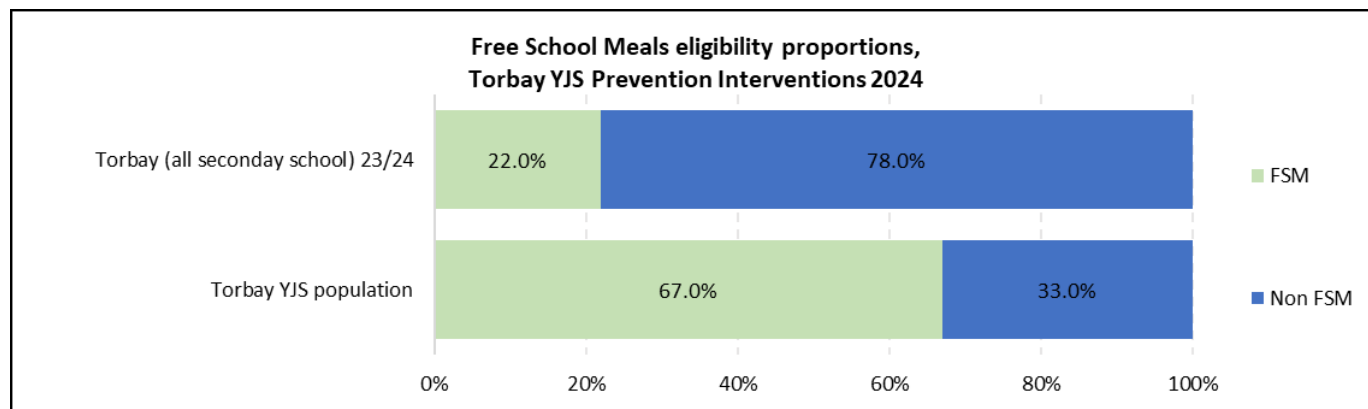
82% of Torbay children known to the YJS live in areas that fall into the top 30% most deprived in England. (In 2023 this was 71%).

Comparison of proportion of free school meals eligibilty between YJS population and local secondary school population.

Offence related interventions:



Prevention and Turnaround interventions:

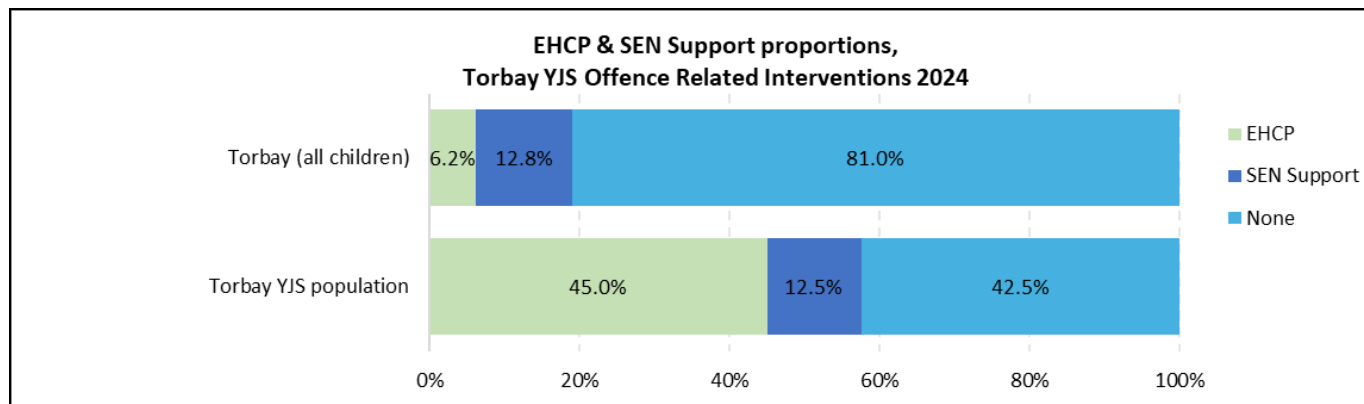


The proportion of children in the YJS who are eligible for free school meals is significantly higher than in the wider population.

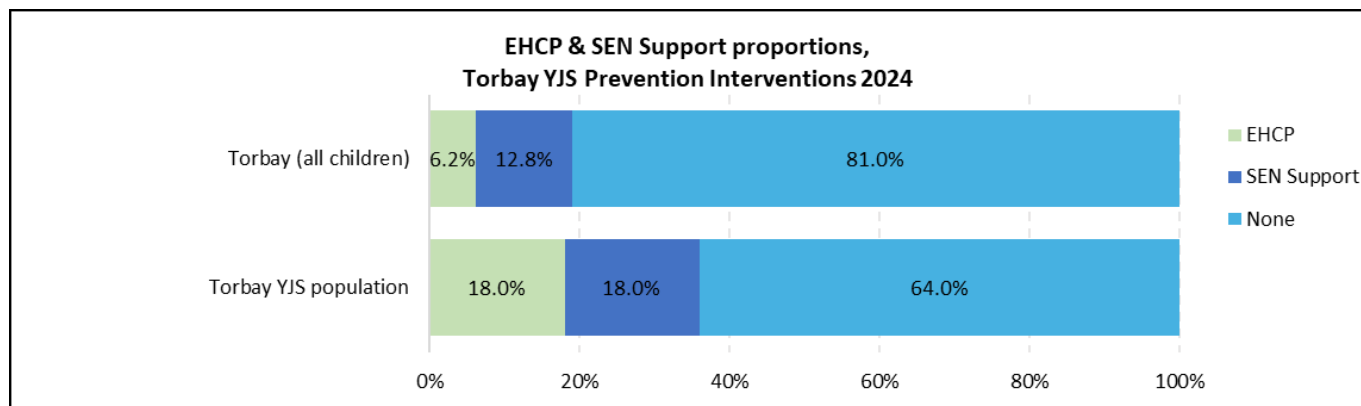
Special educational needs and disability (SEND)

Comparison of proportion of children with Education, Health and Care Plans (EHCP) and Special Educational Needs (SEN) Support between YJS population and local population.

Offence related interventions:



Prevention and Turnaround interventions:



The proportion of children within the YJS who have an EHCP, and also those that have SEN Support is significantly higher than that for all children living in Torbay.

16. Policing

Torbay Youth Justice Service has developed strong links with Devon and Cornwall Police, the Police and Crime Commissioner and the Local Criminal Justice Board (LCJB). Torbay Youth Justice Service has played a key role in working with the Police and other partners to develop the new Joint Decision Protocol for Diversion from Court, and helped instigate the Child Centred Policing team covering Torbay and South Devon. The new Joint Decision Protocol will be launched in July 2025 and will increase the range of options for Out of Court Resolutions for children including for the first time Deferred Charge Option. The Child Centred Policing Team has brought together all child focused Police and resources under central management through one Inspector who will oversee all level one (low level) police investigations and oversight for children suspected of committing a crime in the S Devon area. It is hoped that this will increase coordination of children and offences and lead to swifter resolution.

17. Prevention

The Youth Justice Board (YJB) defines Prevention as support and intervention with children (and their parents / carers) who may be displaying behaviours which may indicate underlying needs or vulnerability. In practice this involves a tiered approach of early and targeted prevention. The aim being to address unmet needs, safeguard, promote positive outcomes and stop children entering the formal youth justice system.

In July 2022 Torbay Youth Justice Service expanded its prevention offer in recognition of the numbers of children known to other services who were entering the formal Youth Justice System after being arrested or charged with offences. The service agreed with the statutory partners a set of criteria for referrals for children who were exhibiting a range of behaviours or circumstances that research indicated correlate to an increased risk of offending. In December 2022 the Ministry of Justice (MoJ) and the Youth Justice Board (YJB) announced additional funding, called Turnaround, for just over 2 years with a very similar set of criteria. We have combined the Turnaround criteria and our local criteria under the Prevention programme to expand the offer. Between August 2022 and March 2024 there were 183 Prevention and Turnaround Referrals to the Youth Justice Service. Referrals have mainly come from social workers for children who have a Child in Need (CIN) Plan, which is reflective of the enhanced model of joint working between Children's and Youth Justice Services. A review of the Prevention / Turnaround service has shown that 81% of children who have completed their intervention have not gone on to offend. The YJB Board were very pleased with the success and were able to access funding from Torbay Council to continue the full funding for the programme for 2025-26 before the Turnaround grant was approved by central government. The grant has now been received at a much reduced amount for the current year but Torbay Council has increased its contribution so we can maintain the 3 full time staff for the project.

Devon and Cornwall Police in conjunction with the Youth Justice Service have launched the (Police) 'Intervention Clinic' in Torbay. The clinic meets twice a week and reviews all the intelligence reports of children to identify which children may need additional intervention to prevent offending. If interventions are required these are primarily delivered by the Police Youth Intervention Officers (YIOs) and a smaller number are referred for YJS Prevention Service. This addresses one of the recommendations from the Prevention Review completed in December 2023 to offer interventions earlier.

Torbay Youth Justice Service continues to offer voluntary support to children, parents and victims after any formal intervention or Court Order has ended.

18. Diversion

The Youth Justice Board (YJB) defines Diversion as children receiving an alternative outcome that does not result in a criminal record but has an element of support and intervention. The intent is to stop further offending and avoid escalation into the formal youth justice system and potentially becoming a 'First Time Entrant' (FTE) which is one of the national measures for diversion and youth justice services.

Diversionary disposals allow Police to refer children who have committed low-level offences who would have previously been charged and potentially sentenced at court (and becoming both an FTE and get a criminal record) to be offered a voluntary intervention and support that potentially does not mean they become an FTE or get a criminal record.

Reducing the number of First Time Entrants has been a key priority and prior to 2023 Torbay had seen a significant drop which was largely been due to the creation and development of the Out of Court Disposal (OoCD) process. However, in 2023-4 Torbay's rate rose significantly above the target (at the end of the year). Reducing FTEs has been a strategic priority for the local partnership board who instigated a number of measures to address this including: - working with Police and the LCJB to increase the speed of decision-making, the introduction of an intervention clinic where decision-making is informed by

real-time data and intelligence to target children at risk of entering the youth justice system into the most appropriate preventative intervention, and regular auditing of decision-making at the pre-court panel. The rate has steadily decreased since the peak in May 2024, narrowing the gap with the family group and national averages.

Torbay Youth Justice Service is working with Devon and Cornwall Police and the three other Youth Justice Services in the southwest to improve the consistency and clarity of local guidance on the use of Out of Court Disposals as the national guidance and legislation is unclear leading to different interpretations locally and nationally. This revised guidance and protocols will be launched in summer 2025 and this combined with the new Child First Policing Team for South Devon is planned to make a significant into the early identification of children, the speedy investigation and resolution of any offences, and stop escalation into the formal justice system. Early results of the Child First Police team are showing very positive results.

19. Education, Training and Employment

The staff team identified education as a major factor for the coming year to support children in not becoming involved in criminal activity and to improve their safety, future prosperity and wellbeing. Torbay has very high rates of exclusion and suspension and this is particularly true for children open to the service. Many children known to YJS have already missed significant amount of education and supporting them to re-engage after long periods out is very challenging particularly if they have criminal convictions. The Torbay Board have agreed that this will be a priority for work for the board and the service in the year ahead however in the current education landscape this will be a significant challenge.

All children who are supported by the YJS have their educational needs reviewed as part of their assessment and will potentially have aspects of their intervention focus on accessing education, training or work. Education attendance and attainment is reviewed minimally every 6 weeks by the YJS Education Worker and colleagues from Torbay Council's Education Services, including SEN, and the CSW group.

At the start of their interventions 88% of the children are in Education, Training or Employment. 12% were NEET/Missing from Education.

A disproportionate number of children are receiving their education outside of mainstream schools, with 32% registered with an alternative provision or outside of mainstream education. The table below shows the breakdown by establishment type:

Establishment Type	No. children	%
School/Mainstream Education	64	54%
At School Alternative Programme Pupil Referral Unit/Special Unit	24	20%
NEET	14	12%

Education Other Than at School (EOTAS)	9	8%
Elective Home Education	5	4%
Employed (Working)	3	3%

There is also an over representation of children who have an **Education, Health, and Care Plan (EHCP)**. 28% of children worked with have an EHCP whilst the comparative figure for Torbay secondary school age children is 6%.

A further indicator of vulnerability is children who are (or have been) eligible for **free school meals**. 70% of YJS children are or were eligible for free school meals and the comparative figure for all secondary school aged children in Torbay is 22%.

73% of children worked with during 2024/25 had experienced one or more fixed exclusion and 21% had been permanently excluded from school.

75% of school aged children were either NEET or had attendance below 80% at the start of their interventions.

20. Restorative approaches and victims

Torbay Youth Justice Service has a stated priority to be 'victim focussed in all we do'. Torbay YJS has a single full time Victim, Restorative Justice and Reparation Worker who offers support to the victims of crime, and restorative processes to put right the harm they have experienced. In 2024 due to the increase in the victim officer caseload we increased (via some temporary funding) the Victim worker element to become full time we will maintain this in 2025-26. This additional resource has increased out victim engagement from which we have developed a victims focus group which has called in the local Police Partnership Inspector and the Police a Crime Commissioner to hear their views. Victim feedback has challenged the level of support available to victims (in comparison with what we provide to children who do harm) and we are now providing general and specialist support to children and adults who are harmed ie we have supported an adult to access counselling, and child victim to access CAMHS support. The victim feedback surveys are generally very positive in all but one area: - 'do they feel that justice has been served' which is more negative than any other area. We believe this may be due to either time delays in investigations or the outcome for the child (ie not going to court) so we will be asking a flowing up clarifying question in future surveys to try to understand this better.

The service has implemented the data collection requirements for the new Key Performance Indicators (KPI's) for victim work within Youth Justice Services. We were one of the first services ready to report against (all) the new KPIs from 1st April 2023 when they came into place. It is unfortunate that the national caparisons and data returns from the YJB are not yet available after 2 full years of the requirement to report on all the new KPIs.

The service has developed and has launched a victim satisfaction survey so that victim's views can be used to inform and shape the service. We have redesigned and tested our survey which is now live and will be providing insight for future improvement activity when a robust level of data has been gathered. This survey is now be completed in paper format and online.

21. Serious Violence and Exploitation

The Youth Justice Board's operational definition of Serious Violence is any drug, robbery or violent committed against the person offence that has a gravity score of five or more. Robbery offences all carry a gravity score of 6 and gravity scores range from 1 (least serious) to 8 (most serious). The YJB Serious Violence Tool shows that for Torbay children there were six Serious Violence offences that received an outcome during the calendar year 2024. This equates to a rate of 4.9 per 10,000 of the general 10–17 year old population and is just above the YJS family group rate (4.8) but below the national (6.2).

The responsibility for the development and delivery of the local response to the Serious Violence Duty in Torbay is held by the Community Safety Partnership (CSP). As a member of the CSP and as a specified authority under the Duty, Torbay Youth Justice Service will work with other the other specified authorities and key partners to develop Torbay's response under the Duty.

A key aspect of the Service's role has been to contribute to the development of the local strategic needs assessment through provision and analysis of data. The strategic needs assessment is key to developing understanding of the local profile in relation to serious violence and the delivery of a local strategy and response.

In 2023-24 the Service has piloted a role of a Serious Youth Violence and Healthy Relationships worker to work directly with children who have witnessed or been subjected to Domestic Violence, or who have committed violent offences and provide interventions to support the children to form positive healthy relationships. This post was funded by the CSP using funding provided by the Office of the Police and Crime Commissioner's (OPCC) Serious Violence Prevention Programme however this was discontinued for 2025-26 due to funding changes. The service has however transitioned the post into a Prevention role with the additional funding from Torbay Council for this work.

The Head of Service for Torbay Youth Justice is a core member of the Torbay Channel Panel and offers support through discussion at Panel as well as intervention and support to children where appropriate. The Torbay Channel Panel links directly to the Torbay and Devon Prevent Partnership Board where themes, risks and approaches are shared to improve the wider operational and strategic approach to Prevent across the two local authorities.

The Service has good working relationships with the local Exploitation Team based within Children's Services as well as the multi-agency partnership meetings of Child Exploitation and Missing Operational Group (CEMOG) which the Service's Team Manager and Police Officer attend and the strategic Child Young Person Exploitation Group (CYPEG) which the Head of Service attends. A red Exploitation Toolkit is one of the criteria for referral to the Prevention Service.

22. Detention in police custody

The service has reviewed data on children held in police custody for the Torbay area for the first time in over two years following the implementation of Niche, the new police system. We have also resumed quarterly police custody review meetings to examine the reasons and outcomes of children held in police custody overnight. There remains a small number of children, especially younger ones, who are held overnight. A Childrens Service senior officer is always available on call overnight, along with qualified senior social workers as part of the emergency Duty Team to discuss alternatives for children instead of remaining in police custody. Further work is necessary to address differing opinions on the most appropriate child-focused response to certain situations. Torbay does not commission a PACE bed for the reasons outlined in Chapter 5.

Historically we have not had Stop and Search data, we are currently working with Police colleagues to obtain this, but this again has been delayed due to the implementation of the new Police system within Devon and Cornwall. We have established links with the senior data analyst within the Police and as soon as they have capacity, we should be able to have access to this information.

23. Remands

In 2024-25 the service has had no children remanded into custody. There was one child who will show on statistics (due to the counting rules about age at first court appearance) who was given court bail as a child for supply of Class A drugs, but was subsequently remanded into custody as an adult and later sentenced as an adult to custody. One other child was Remanded into the care of the Local Authority only for the offences to be discontinued after one month. This low level of remand is very positive for children as they have not been subjected to disruption of their lives unless they are very likely to receive a custodial sentence.

Torbay Youth Justice Service has good relationship with the local Youth Magistrates and the Chair of the Youth Panel sits on the Strategic Board. Magistrates have been briefed on the changes to Remand thresholds as part of the briefings for the Boards, and in June 2025 the Youth Justice Head of Service will be briefing the Magistrates Youth Panel on youth justice matters at a training event.

The Service has made significant steps to improve the relationship and understanding of our differing roles with Children's Services social care and Education over the last year and this had led to closer working to ensure better coordination of services for all children we are working with and specifically those at risk of remand into custody. However there remains a national and local challenge in finding suitable and available placements for children at all levels of the care system and particularly when a child is subject to criminal proceedings. The Strategic Board is well sighted on this matter as is national government who have published a consultation '[Children's social care: stable homes, built on love](#)' followed by '[Keeping Children Safe , Helping Families Thrive](#)' which focusses on keeping children safe in and outside their home, keeping families together by providing the support they need, increasing the number of foster and children's homes placements.

24. Use of Custody and Constructive Resettlement

Five custodial sentences were given to four Torbay young children during 2024/25. Many of the offences occurred before this 12-month period but delays and lengthy hearings had an impact resulting in these sentences falling in the same year.

Only one of the 4 children who received the custodial sentence was a child when they were sentenced. He was initially sentenced as a 16 year old because of the mandatory sentence for a 2nd knife offence over the age of 16, and then again as a 17 year old for ABH and assault on emergency workers. Both sentences were for 4 months. He returned the family home and is now in education and has just started working as part of his training, and although he does have a CBO in place we are continuing to support him up to his 18th birthday in the summer of 2025.

The 3 other cases their offences were committed between 2021 and 2023 when they were children but their offences took many years to come to court in 2024-25, the oldest being 19 years and 8 months old when he was sentenced. These cases have all been transferred to Probation through the national protocols.

25. Working with Families

Case workers are experienced and practiced in working with the parents and families of children open to the service and will provide levels of support and communication with care givers so that the child has the most chance of successfully completing their order or programme. If more support is required, the service has a full time Parenting Worker who completes assessments with all parents or carers of children on the statutory caseload. Support is offered through both individual work directly with parents in their homes and through group work parenting programmes (ie [Who's in Charge](#)). Currently there is not capacity to offer this to parents of children open on Prevention / Turnaround programmes.

All aspects of the Service have close links with Early Help as well as services for children open on CIN / CP or CLA and work to ensure plans and interventions are coordinated to avoid duplication as well as not overwhelming parents and children with multiple professionals entering their lives at stressful and difficult times.


26. Service Development Plan 2025- 26

	Area for Improvement / Outcome desired	Action	Timescale
1.	Child First approach to all we do	a) Hear and respond to the voice of the child and carers not only in the delivery of their intervention but in the development of the service. b) To support the development of the Child First Policing Team and the new Child First Protocols to improve how children are supported within the youth justice systems. c) Swifter Youth Justice - Reduce delays in intervention and resolution for all children in the youth justice system.	Ongoing March 2026

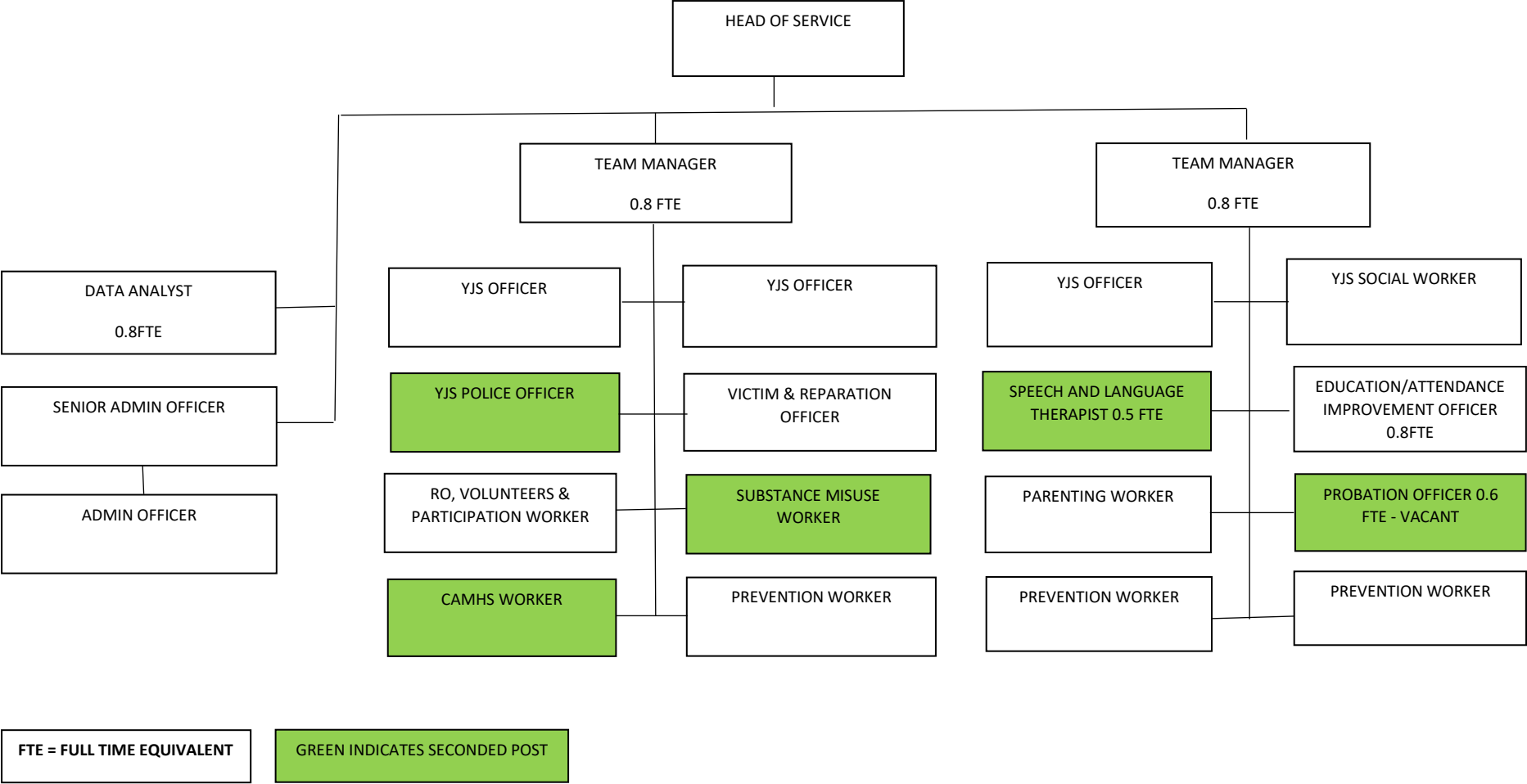
		d) Increase the range of positive activities and opportunities for children to develop their confidence, skills and abilities.	
2.	Reduce the numbers of school suspension and exclusions and ensure children in contact with the Youth Justice Service are in appropriate education, training, or employment.	a) All Board members to consider what their agencies can do to support school attendance and inclusion eg Not make appointments with children in school time, professional curiosity by staff seeing children not in school during the school day. b) All agencies support Inclusion strategy / SLAIP? c) YJS staff to work with partners to reduce the number of children suspended & excluded from school and improve their attendance.	
3.	Secure access to suitable child friendly, safe, accessible premises for delivery of face-to-face work (Outstanding Deep Dive Recommendation Continue work to secure a range of local facilities that are fit for purpose to enable services to be delivered effectively to children).	a) Open the new face to face delivery location in Torquay and ensure it is accessible and inclusive for children, parents, victims and partners. b) Develop plans so that it is a safe, confidential and inspirational place for children and all users of the building.	Summer 2025
4.	Improve the services to victims and work to ensure better coordination with all agencies who support victims across the local area.	a) Increase the engagement of victims with our service. b) Ensure Victim safety planning is paramount in all aspects of our planning and delivery c) Ensure the YJS listen to victims and help them understand and navigate the justice system and its outcomes for them and the children who have caused them harm. d) Work with all the other agencies who provide services to victims to ensure victims are supported to access what they need.	
5.	Maintain the reduction of children who become First Time Entrants (FTEs) in Torbay and seek to bring the rate below our statistical neighbours.	a) Ensure the Prevention service is stopping children offending by monitoring in the performance report. b) Work with Police and Partners to increase Diversion outcomes at the Intervention Clinic & OOCR panel. c) Increases the Police awareness and understanding of the Child First approach and of the work of the YJS	Every 2 months
5.	Maintain the success of the Prevention Service in stopping children entering the formal justice system and look for funding for 2026-27	a) Ensure the Prevention & Turnaround funding & performance criteria requirements are met. b) Look for alternative funding to continue Prevention service or decommission in 2026	March 26 March 26
6.	Implement the 2024 Partnership Deep Dive recommendations	a) Board can properly lead, direct and empower those responsible for driving forward the YJS in the next phase of its development and ensure that its strategic priorities are set and delivered.	Every 2 months

		<p>b) The Board should ensure that it has an unfettered 'line of sight' to front line services to inform its activity.</p> <p>c) The Board should consider whether an Operations Board or a specialist sub-group network is the preferred mechanism for taking forward service priorities and providing the Strategic Board with the intelligence and data it needs to properly understand and direct the YJS.</p> <p>d) ensure that all strategic and operational priorities are understood across the service.</p> <p>e) Strategic Board to assist in securing a base from which the service can deliver direct work to children.</p> <p>f) assure itself that the plans are fit for purpose, actions are sufficiently clear with appropriately rigorous and fixed timescales, outcome ambitions are properly defined, and reporting and evaluation requirements are clear.</p>	
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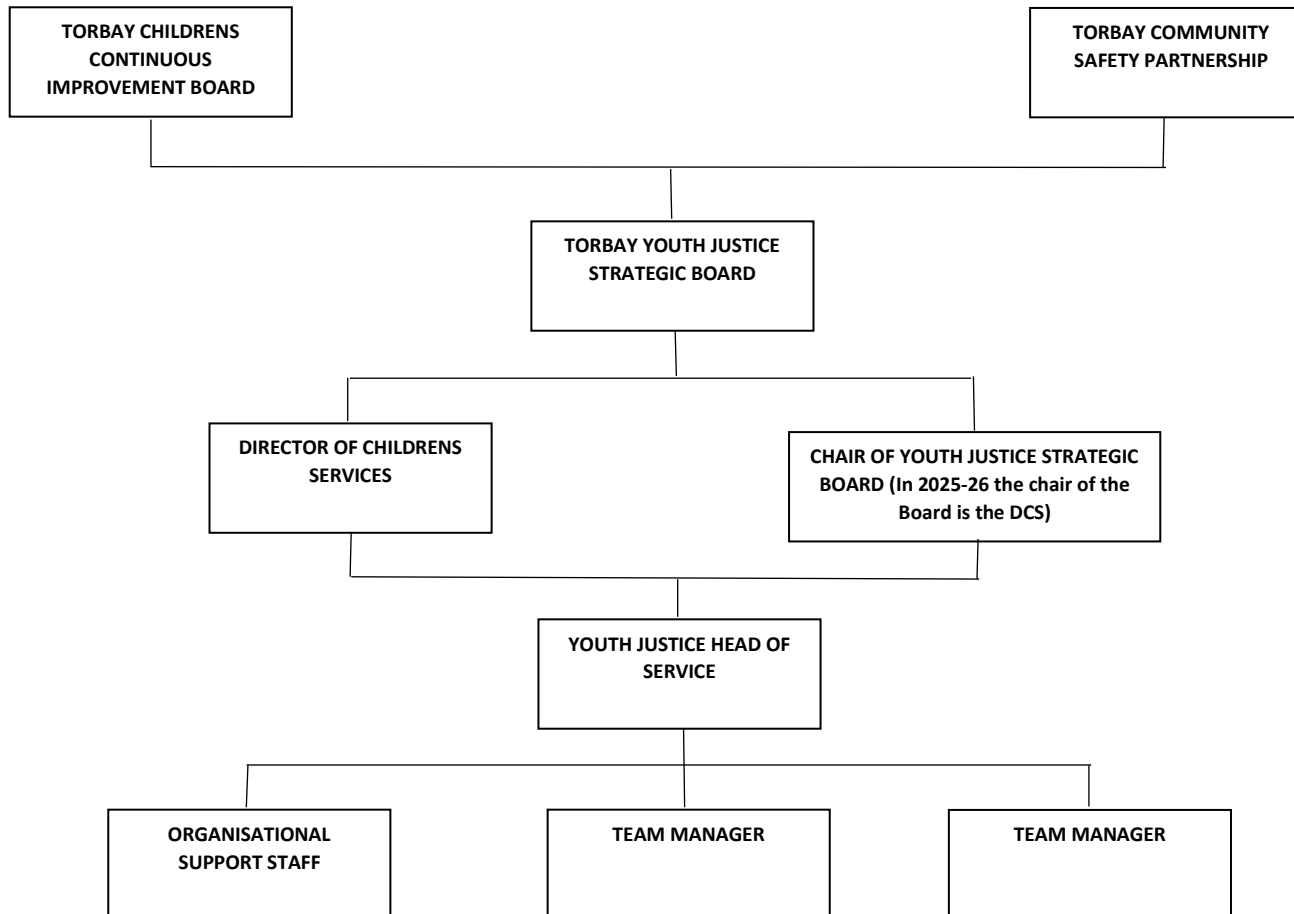
27. Sign Off, Submission and Approval

Chair of Torbay Youth Justice Service Board	Nancy Meehan, Director of Childrens Services, Torbay Council
Signature	
Date	Monday 30 th June 2025

Appendix 1 Torbay Youth Justice Service Staff Structure



Appendix 1a – Service Reporting Structure Chart



Appendix 2 DRAFT Budget Costs and Contributions 2025-26

Expenditure	
Staffing	£881,800
Training	£1,500
Rent	£13,000
Service Provision	£11,516
Travel	£5,500
Other expenses	£5,600
Support to families	£1,000
TOTAL	£919,916

Income	
Torbay Local Authority	£497,084
YJB Grant	£247,401
Remand Grant (24/25 value, as 25/26 not yet announced)	£14,265
PCC	£68,346
Community Safety – Data Analyst	£10,500
NHS	£38,204

Probation Service	£5,000
Turnaround Programme Grant	£39,116
TOTAL	£919,916

In Kind contributions

The service is in receipt of non-cash resources in the form of seconded staff from the statutory partner organisations which support the multi-agency approach of the service.

Organisation	Contribution	In Kind cost
Probation Service	Probation Officer 0.6 FTE	34,509
Devon and Cornwall Police	Police Officer – 1 FTE	66,370
NHS Devon	CAMHS 1 FTE and SALT worker 0.5 FTE	73,881
TOTAL	FTE 3.1	174,760

Appendix 3 YJS Training Programme 2024-26

This training is service specific and additional to the required training all staff complete as part of the corporate training requirements eg safeguarding, data protection health and safety etc.

Date	Topic	For whom	By whom
July 2024	Channel Chair Training	YJS HoS	Home office
July 2024	Child First (train the trainers)	Team Managers 2 day	YJB
August 2024	Communication and trauma	All staff	
Sept 2024	Panel Matters training	RO Panel members	YJS Team Manager & Vol coordinator
October 2024	Prevention and Diversion Training	All staff	YJS Team Managers
2025-26	Youth Justice Degree	Prevention Worker	UNITAS
Feb 2025?	Who's in Charge (parenting programme)	Parenting Worker	WIC
July 2024?	FASD	Staff Team	
Nov 2024	ASSET+ 2 day	New starter	Silver Bullet
TBC 2025	AIM3 Refresher	All AIM3 Trained staff	The AIM Project
Jan – Feb 2025	6 sessions of Volunteers / panel members training	Volunteers	YJS Team Manager & Vol coordinator
June 2025	Referral Order Child First review	YJS staff & volunteers	Marjon University Plymouth
July 2025	Emotional Literacy training	All staff	Torbay Educational Psychologist
	Requested / Planned for 2025-26 but not yet booked		
	Sexual health		
	Drug and Alcohol work updates		
	Vehicle theft best practice		
	First Aid for all staff		
	FASD		
	NRM processes and court work		
	Food Hygiene (staff and children)		

Common youth justice terms

ACE	Adverse childhood experience. Events in the child's life that can have negative, long-lasting impact on the child's health, and life choices
AIM 2 and 3	Assessment, intervention and moving on, an assessment tool and framework for children who have instigated harmful sexual behaviour
ASB	Anti-social behaviour
AssetPlus	Assessment tool used for children who have been involved in offending behaviour
CAMHS	Child and Adolescent Mental Health Services
CCE	Child Criminal Exploitation, where a child is forced, through threats of violence, or manipulated to take part in criminal activity
Children	We define a child as anyone who has not yet reached their 18th birthday. This is in line with the United Nations Convention on the Rights of the Child and civil legislation in England and Wales. The fact that a child has reached 16 years of age, is living independently or is in further education, is a member of the armed forces, is in hospital or in custody in the secure estate, does not change their status or entitlements to services or protection.
<u>Child First</u>	A system wide approach to working with children in the youth justice system. There are four tenants to this approach, it should be: developmentally informed, strength based, promote participation, and encourage diversion
Child Looked-After	Child Looked After, where a child is placed in the care of the local council.
CME	Child Missing Education (ie child not on any school roll)
Constructive resettlement	The principle of encouraging and supporting a child's positive identity development from pro-offending to pro-social
Contextual safeguarding	An approach to safeguarding children (mainly teenagers) which considers the wider community and peer influences on a child's safety

Community Resolution	Community Resolution or CR, is an informal disposal, administered by the police, for low level offending where there has been an admission of guilt
ECM	Enhanced Case Management – a psychology-based approach for youth justice services to work with children.
EHCP	Education and Health Care Plan, a plan outlining the education, health, and social care needs of a child with additional needs
ETE	Education, Training, or Employment
EHE	Electively Home Educated, children who are formally recorded as being educated at home and do not attend school
EOTAS	Education Other than at School, children who receive their education away from a mainstream school setting
FTE	First Time Entrant. A child who receives a statutory criminal justice outcome for the first time (youth caution, youth conditional caution, or court disposal
HMIP	Her Majesty Inspectorate of Probation. An independent arms-length body who inspect youth justice services and probation services
HSB	Harmful Sexual Behaviour, developmentally inappropriate sexual behaviour by children, which is harmful to another child or adult, or themselves
JAC	Junior Attendance Centre
MAPPA	Multi Agency Public Protection Arrangements
MFH	Missing from Home
NRM	National Referral Mechanism. The national framework for identifying and referring potential victims of modern slavery in order to gain help to support and protect them
OOCD	Out-of-Court Disposal. A recorded disposal for a crime when an outcome is delivered but the matter is not sent to court
OOCR	Out-of-Court-Resolution. The new terminology for OOCD (see above).

Outcome 22/21	An informal disposal, when the child agrees to undertake an intervention to build strengths to minimise the possibility of further offending.
Over-represented children	Appearing in higher numbers than the local or national average within the population
RHI	Return Home Interviews. These are interviews completed after a child has been reported to the police as missing.
RJ	Restorative Justice – a variety of approaches seeking to repair the harm for victims and who caused the harm.
SLCN	Speech, Language and Communication Needs
STC	Secure Training Centre (Custodial establishment for 14–16-year-old children)
SCH	Secure Children’s Home (Custodial establishment for under 16-year-old children)
TIP	Trauma Informed Practice – children who have suffered Trauma in their past are more likely to have impaired emotional and cognitive skills
TRM	Trauma Recovery Model – A psychological approach to help workers build working relationships and affect change for those who have suffered trauma.
Young adult	We define a young adult as someone who is 18 or over. For example, when a young adult is transferring to the adult probation service.
YJS	Youth Justice Service. This is now the preferred title for services working with children in the youth justice system. This reflects the move to a child first approach
YOI	Young Offender Institution (Custodial establishment for 16-18 year old children)

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Meeting: Cabinet **Date:** 19 August 2025

Wards affected: All

Report Title: Adult Social Care Local Account Summary

When does the decision need to be implemented: For information: Updated Local Account Summary covering financial year 2024/25.

Cabinet Member Contact Details: Councillor Tranter, Cabinet Member for Adult and Community Services, Public Health and Inequalities,
Hayley.tranter@torbay.gov.uk

Director/Divisional Director Contact Details: Report by Sharon O'Reilly Deputy Director for Adult Social Care: Torbay & South Devon Foundation Trust on behalf of the Director of Adult Social Care, Anna Coles.

1. Purpose of Report

1. The purpose of this report is to present the Adult Social Care (ASC) Local Account Summary, providing an overview of the service's performance, achievements, and challenges over the past year. It aims to offer transparency and accountability to residents, service users, carers, and stakeholders, while highlighting the impact of care and support services within the community. The report also supports ongoing engagement, continuous improvement, and collaborative working by sharing insights and priorities for future development.

2. Reason for Proposal and its benefits

- 2.1 The proposal to present the ASC Local Account Summary is intended to promote transparency, accountability, and continuous improvement within Adult Social Care services. By sharing key performance information, user experiences, and outcomes, the summary provides a clear picture of how care and support services are meeting local needs.

3. Recommendation(s) / Proposed Decision

- 3.1 That the Adult Social Care Local Account Summary as set out in Appendix 1 to the submitted report be approved to enable the Adult Social Care Local Account Summary to be published in accordance with Government requirements

Appendices

Appendix 1: Torbay Council Adult Social Care Local Account Summary.

Supporting Information

1. Introduction

- 1.1 Adult Social Care (ASC) plays a vital role in supporting individuals to live independently, maintain their wellbeing, and lead fulfilling lives. Each year, local authorities are encouraged to publish a Local Account, a public-facing summary that outlines how Adult Social Care services have performed, the difference they have made to people's lives, and the priorities moving forward.

This summary reflects on the past year's activity, highlighting achievements, ongoing challenges, and how the service has responded to the changing needs of the population. It draws on a range of evidence, including performance data, feedback from people who draw on care and support, and case studies, to provide a balanced and transparent account of service delivery.

The Local Account also supports meaningful dialogue with people who draw on care and support, carers, and partner organisations, reinforcing our commitment to continuous improvement and co-production in shaping care and support across our community.

The document was written over Quarter 4 & Quarter 1 of 2024/25.

- 1.2 The Local Account Summary has been submitted to the Integrated Care Organisation's Quality Assurance Committee and Cabinet and Directors (July 25), before being presented to Cabinet (Aug 25).

2. Adult Social Care Local Account Summary

- 2.1 The Local Account Summary is for everybody, it is not intended as a complicated technical report, but part of an open and honest conversation about how we are doing. It also offers an insight into our wider role of promoting and enabling good health and wellbeing for all adults through the voice of people who are drawing on care and support.
- 2.2 It is an important part of Torbay Council and the Integrated Care Organisation's commitment to transparency, showing adult social care

performance over the last 12 months and demonstrating how services are meeting the needs of residents.

2.3 This document tells the reader what Adult Social Care is, what we do, and who we do this for. There is a breakdown explaining how much we spend on adult social care and how many people we help. Importantly we have also sought feedback from people and their carers about their experience of the services and support they have received. The summary also provides opportunity for people to understand the Transformation programme that Adult Social Care has been implementing and the changes that have occurred in the way we work

2.4 Summary highlights

- Adult Social Care (ASC) in Torbay supported over 2,700 residents with increasingly complex needs.
- Carer register grew to 5,764 (+6.9%).
- Continued financial and workforce pressures are being addressed through innovation, transformation, and stronger partnerships.
- Safeguarding concerns are down by 12.4%, indicating possible improvements in early intervention.
- Reablement pilot: 79% achieved full independence post-intervention, reducing demand for long-term care.
- Direct payments project launched to streamline processes and boost uptake.
- Improvements at the “front door” have diverted referrals to community-based solutions.
- 28 Technology-Enabled Care Champions have been identified.
- 88% of people were satisfied with services; 98% (Easy Read survey) found support adequate or better.

Looking Ahead (2025/26 Priorities)

- Expand reablement and direct payments.
- Strengthen support for unpaid carers.
- Develop extra care housing and supported living, especially for mental health needs.
- Prepare for CQC inspection and embed learnings from the Local Government Association review.

3. Financial Opportunities and Implications

3.1 None from this briefing

4. Legal Implications

4.1 None from this briefing

5. Engagement and Consultation

5.1 Completion of Local Account Summary was undertaken in collaboration with a range of stakeholders, partners, including people who draw on Care and support and staff who contributed their experience of working with and alongside Adult Social Care.

6. Purchasing or Hiring of Goods and/or Services

6.1 Not applicable to this briefing.

7. Tackling Climate Change.

7.1 Not applicable for this briefing.

8. Associated Risks and other information

8.1 Not applicable for this briefing.

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

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age Page 144	18 per cent of Torbay residents are under 18 years old. 55 per cent of Torbay residents are aged between 18 to 64 years old. 27 per cent of Torbay residents are aged 65 and older.	There are no adverse impacts associated from this update report. Any decisions about the delivery of adult social care will be EIA assessed as they go through the decision-making process.	Not applicable	Not applicable
Carers	At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care.	There are no adverse impacts associated from this update report. Any decisions about the delivery of adult social care will be EIA assessed as they go through the decision-making process.	Not applicable	Not applicable
Disability	In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.	There are no adverse impacts associated from this update report. Any decisions about the delivery of adult social care will be EIA assessed as they go through the decision-making process.	Not applicable	Not applicable

Gender reassignment	In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.	There are no adverse impacts associated from this update report. Any decisions about the delivery of adult social care will be EIA assessed as they go through the decision-making process.	Not applicable	Not applicable
Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	There are no adverse impacts associated from this update report. Any decisions about the delivery of adult social care will be EIA assessed as they go through the decision-making process.	Not applicable	Not applicable
Pregnancy and maternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all geographical areas.	There are no adverse impacts associated from this update report. Any decisions about the delivery of adult social care will be EIA assessed as they go through the decision-making process.	Not applicable	Not applicable
Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the	There are no adverse impacts associated from this update report. Any decisions about the delivery of adult social care will	Not applicable	Not applicable

	South West and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.	be EIA assessed as they go through the decision-making process.		
Religion and belief	64.8% of Torbay residents who stated that they have a religion in the 2021 census.	There are no adverse impacts associated from this update report. Any decisions about the delivery of adult social care will be EIA assessed as they go through the decision-making process.	Not applicable	Not applicable
Sex	51.3% of Torbay's population are female and 48.7% are male	There are no adverse impacts associated from this update report. Any decisions about the delivery of adult social care will be EIA assessed as they go through the decision-making process.	Not applicable	Not applicable
Sexual orientation	In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation.	There are no adverse impacts associated from this update report. Any decisions about the delivery of adult social care will be EIA assessed as they go through the decision-making process.	Not applicable	Not applicable
Armed Forces Community	In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay,	There are no adverse impacts associated from this update report. Any decisions about the delivery of adult social care will	Not applicable	Not applicable

	5.9 per cent of the population have previously served in the UK armed forces.	be EIA assessed as they go through the decision-making process.		
Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)		There are no adverse impacts associated from this update report. Any decisions about the delivery of adult social care will be EIA assessed as they go through the decision-making process.	Not applicable	Not applicable
Public Health impacts (Including impacts on the general health of the population of Torbay)		There are no adverse impacts associated from this update report. Any decisions about the delivery of adult social care will be EIA assessed as they go through the decision-making process.	Not applicable	Not applicable
Human Rights impacts		There are no adverse impacts associated from this update report. Any decisions about the delivery of adult social care will be EIA assessed as they go through the decision-making process.	Not applicable	Not applicable
Child Friendly	Torbay Council is a Child Friendly Council, and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people.	There are no adverse impacts associated from this update report. Any decisions about the delivery of adult social care will be EIA assessed as they go through the decision-making process.	Not applicable	Not applicable

10. Cumulative Council Impact

10.1 None

11. Cumulative Community Impacts

11.1 None



TORBAY COUNCIL



Torbay and South Devon
NHS Foundation Trust

Adult Social Care Local Account Summary 2024/25

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Cllr Hayley Tranter, Torbay Council's Cabinet Member for Adult and Community Services, Public Health and Inequalities



I'm pleased to once again present our local account summary, which provides a snapshot of how adult social care is performing across Torbay.

We continue to enhance the quality of our services, promote independence, and improve the overall wellbeing of those we serve.

We have implemented innovative programmes, strengthened partnerships – so important in Torbay – and adapted to the evolving needs of our community.

Teams across the Bay work tirelessly to ensure that every individual receives the compassionate and effective care they deserve.

You can read figures and statistics in this summary but just as important are the voices of those delivering this care. You'll also hear the experiences of those who have been cared for. This year's summary has more video content than ever before, and I hope this truly brings to life their stories.

The continued high cost of living, recruitment challenges and rising demand for services presents us with many challenges but we remain committed to continuous improvement and building on our successes.

Anna Coles – Director of Adults and Community Services, Torbay Council



As a newcomer to Torbay, this is my first introduction to this annual summary.

In the first few months in my new role, I've been learning lots about adult social care in Torbay.

We support more than 2,700 people with a range of needs, many of them more complex than ever before. This means we need to be more innovative and creative in how we best support individuals to meet their outcomes than ever before.

We continue to encourage people to be healthy and stay healthy so that they can retain their independence for as long as possible.

We also need to be ready to adapt to new technologies, moving away from the conventional. I'm pleased that we now have 28 technology-enabled care champions to be ambassadors for using more innovative ways of support.

One thing that has struck me, and I hope it's obvious in this local account summary, is how much – and how well – we at the council and the ICO work with our voluntary sector.

Their support is vital and we continue to build these strong relationships to deliver excellent care.

I'm pleased that our Adult Social Care Survey 2024 showed most people were satisfied with the care and support services they receive. We engage and collaborate with people regularly so we can understand their experiences and improve services.

This report features their stories, in words and in videos, and we focus on the voices of specific groups. These include those with autism, people receiving support for poor mental health and young people transitioning into adulthood.

This year has also seen us engage more with our workforce as we undergo our transformation programme to become a service fit for the future.

Adult social care would not be what it is without our staff. Their compassion for the people they care for really does come across in this report.

We know improvements can always be made and we do not shy away from them. By strengthening our relationships with service users, partners and our workers, we will be in a good position to meet those challenges head on.

Thank you to our fantastic social care teams, care providers and partners for the work that you do to support residents in Torbay to thrive and prosper.

Anna

Joe Teape Chief Executive and Chris Balch –Chairman, Torbay and South Devon NHS Foundation Trust



We are pleased to present our annual local account summary, our first as Chairman and Chief Executive at Torbay and South Devon NHS Foundation Trust.

We are proud of our partnership and, importantly, our people who work tirelessly every day to support people in our community to access high quality adult social care when they need it. This summary provides an opportunity for us to

celebrate our achievements and the challenges of the past year at a time when demand continues to grow, while managing our financial pressures.

While people's attention is often focused on our urgent and emergency care system, the work of our adult social care teams is central to our belief that care as close to home as possible benefits everyone.



There is much to be proud of, particularly in our work to support people to remain independent at home, to receive the care and support they need in their community and supporting them to get home from hospital when they no longer need acute care. Technology-enabled care and our virtual wards are critical in helping us to deliver 21st century care, in line with the government's shift of moving from analogue to digital, and you can read more about these exciting innovations in this report.

Thank you to our teams for all you do.

Chris and Joe

Introduction: Torbay Adult Social Care Local Account 2024/25

Welcome to the Torbay Adult Social Care Local Account Summary for 2024/25. This document provides an overview of how adult social care services are supporting people in Torbay to live independent, fulfilling lives, with dignity and choice.

Adult social care in Torbay plays a vital role in supporting residents who are older, disabled, or facing challenges that impact their day-to-day living. Each year, we work alongside our partners in the NHS, voluntary sector, and local communities to meet growing and changing needs while continuing to focus on what matters most to people: being safe, staying connected, and having control over the care they receive.

In this summary, we highlight the key achievements, challenges, and areas for improvement in 2024/25. It reflects the voices of those who use our services, carers, and professionals, offering transparency and accountability to residents. As we continue to operate in a context of financial pressures and increasing demand, our commitment remains firmly rooted in improving outcomes, promoting wellbeing, and ensuring that care and support are person-centred.

Thank you for taking the time to read this account. Your feedback helps us learn and improve, and we welcome your thoughts on how we can better serve you.

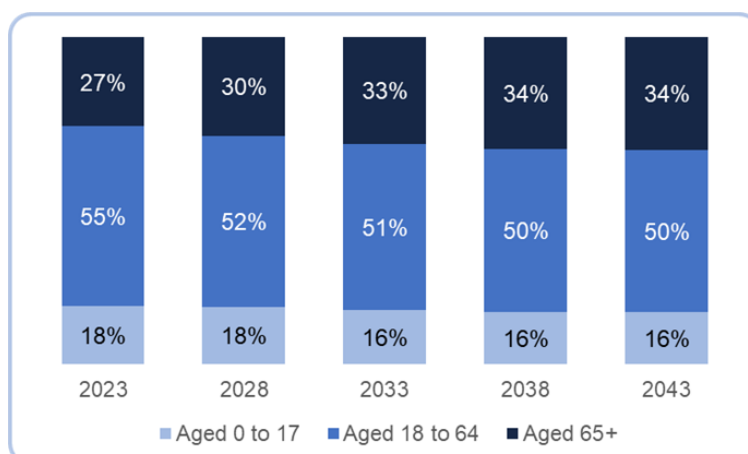
Our Community

The Office for National Statistics estimates that Torbay has 139,485 people living in our area in approximately 63,000 households. The overall population in Torbay has grown by 4.9% in 2023 since 2013, this compares to 7% growth across England. 27% of our population is over 65 years of age which is set to increase to 34% during the next 20 years. This is only a slight increase since 10 years ago, when this group represented 25%.

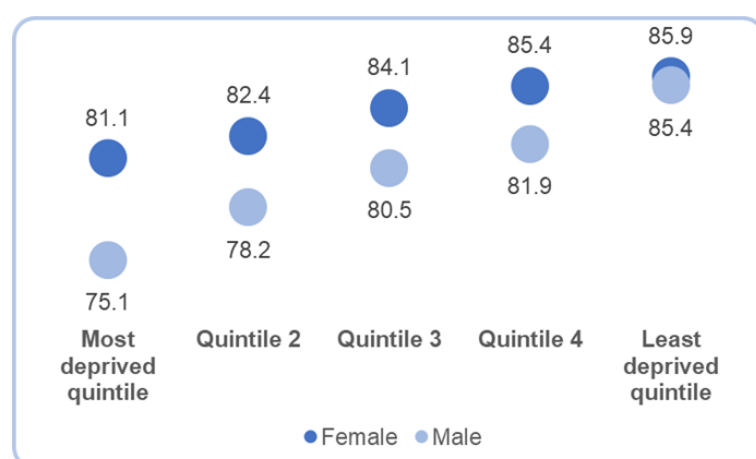
Torbay's population is projected to rise from 139,485 in 2023 to 153,088 by 2043.

The proportion of the population aged 0 to 17 is projected to fall from 18% to 16% by 2043. Those aged from 18 to 64 are projected to fall from 55% to 50% by

2043, the proportion of those aged 65 and over is expected to rise from 27% in 2023 to 34% by 2043. The projected rate of fall amongst those aged younger than 65 is steeper than the projections for England as a whole.



Life expectancy for males is 78.3 years and females 83.1 years. This is slightly below the national average for the latest three-year period for males but in-line for females. The average England life expectancy in males is 79.1 years and females 83.1 years. When compared to the South West, Torbay's life expectancy is approximately two years lower during the past three years for men and one year for women. The average for males in the Southwest is 80.1 years and females 84.0 years.

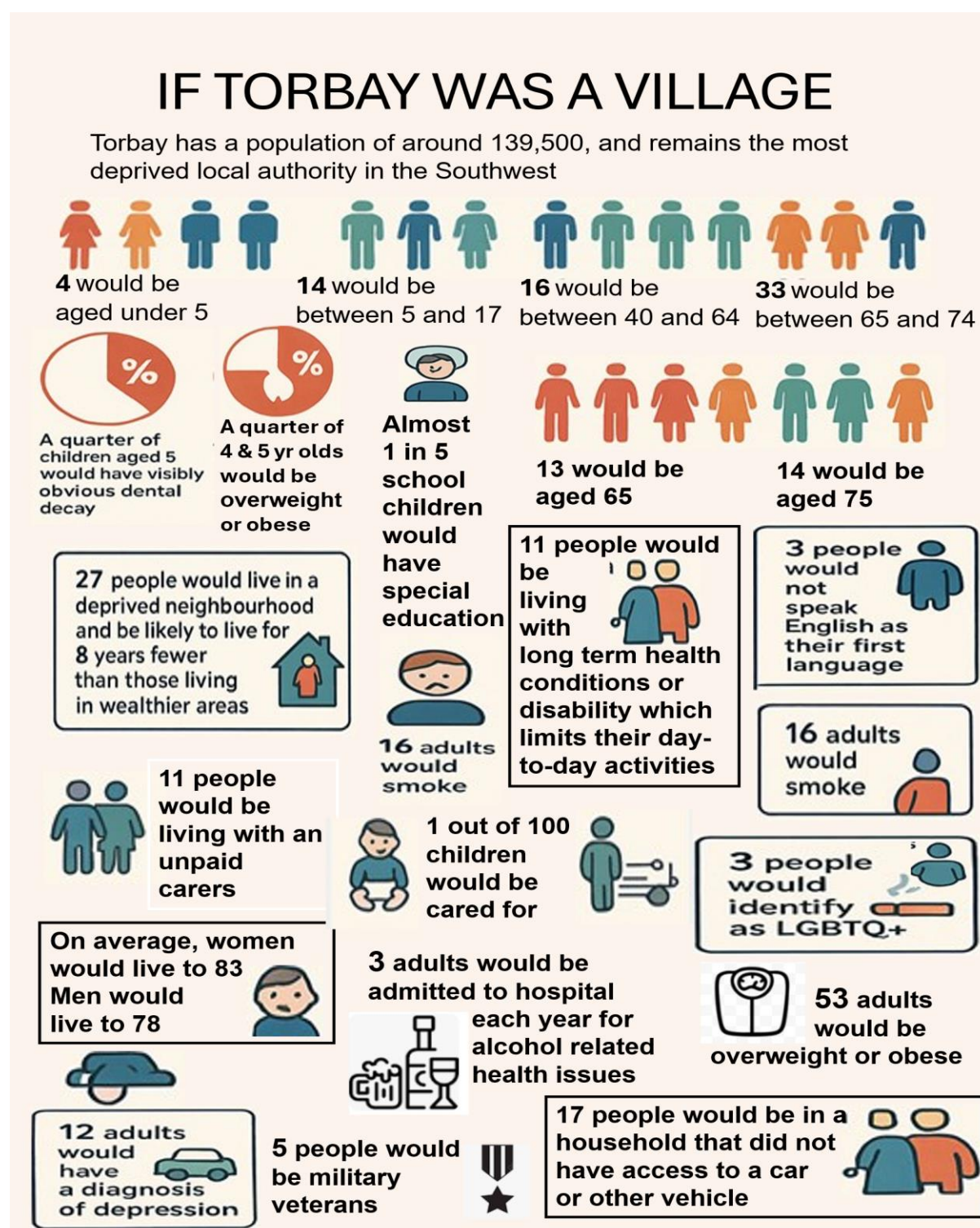


It is known nationally that there is a gap in life expectancy between the richer and poorer. From 2019 – 2023, men living in areas of Torbay that are amongst the 20% most deprived areas in England have a life expectancy of 10.3 years less

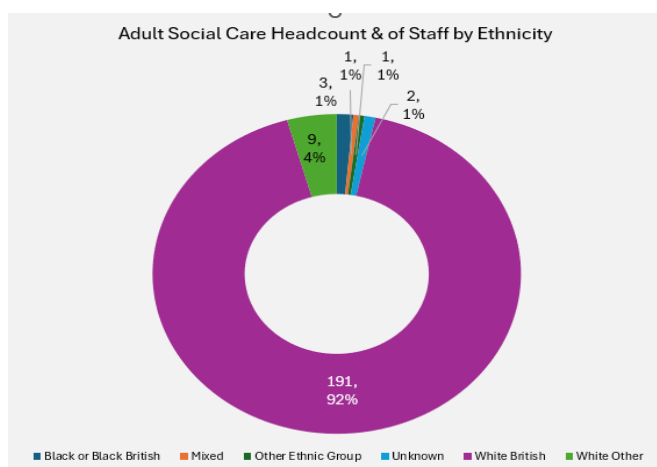
than those men living in our 20% least deprived areas. For women, the gap is 4.8 years.

Data on early mortality in Torbay from 2021 - 2023, those younger than 75, indicates that for causes of death relating to cardiovascular diseases, cancer, respiratory

diseases and liver diseases, in females are broadly in line with the England national average along with respiratory diseases and liver diseases for males. When looking at cardiovascular diseases and cancer, in males are significantly higher than the England national average. Torbay is reported as having similar rates to the England average rates for both males and females in the preventable causes category over recent years.

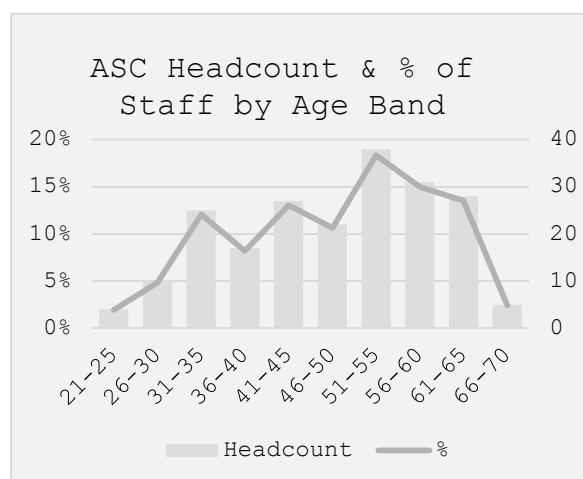


Our adult social care: people and teams



Adult Social Care (ASC) in Torbay has made significant strides in modernising service delivery and strengthening workforce engagement. A major milestone was the reorganisation of teams to a Bay-wide model, enhancing consistency, efficiency, and flexibility in operations.

To support this transition, senior leaders introduced a range of engagement initiatives, including listening events, whole-service updates, and lunch and learn sessions. Long-standing monthly social care leads meetings continue to provide a platform for collaboration and are being reviewed to better align with ongoing transformation work.



The 2023 NHS Staff Survey and Local Government Association (LGA) Employer Standards Health Check highlighted key strengths such as flexible working, strong management support, and a safe working environment. Challenges, however, remain, including low survey participation, concerns around discrimination and inclusion, and reports of harassment from the public. These findings have informed a detailed action plan to drive improvement (IR04F).

ASC governance is supported by the Section 75 Executive Board and thematic steering groups, enabling co-produced improvements, such as refining panel

procedures. Senior leadership team meetings ensure strategic oversight, while targeted training supports professional development.

Financial position and use of resources (Torbay and South Devon NHS Foundation Trust)

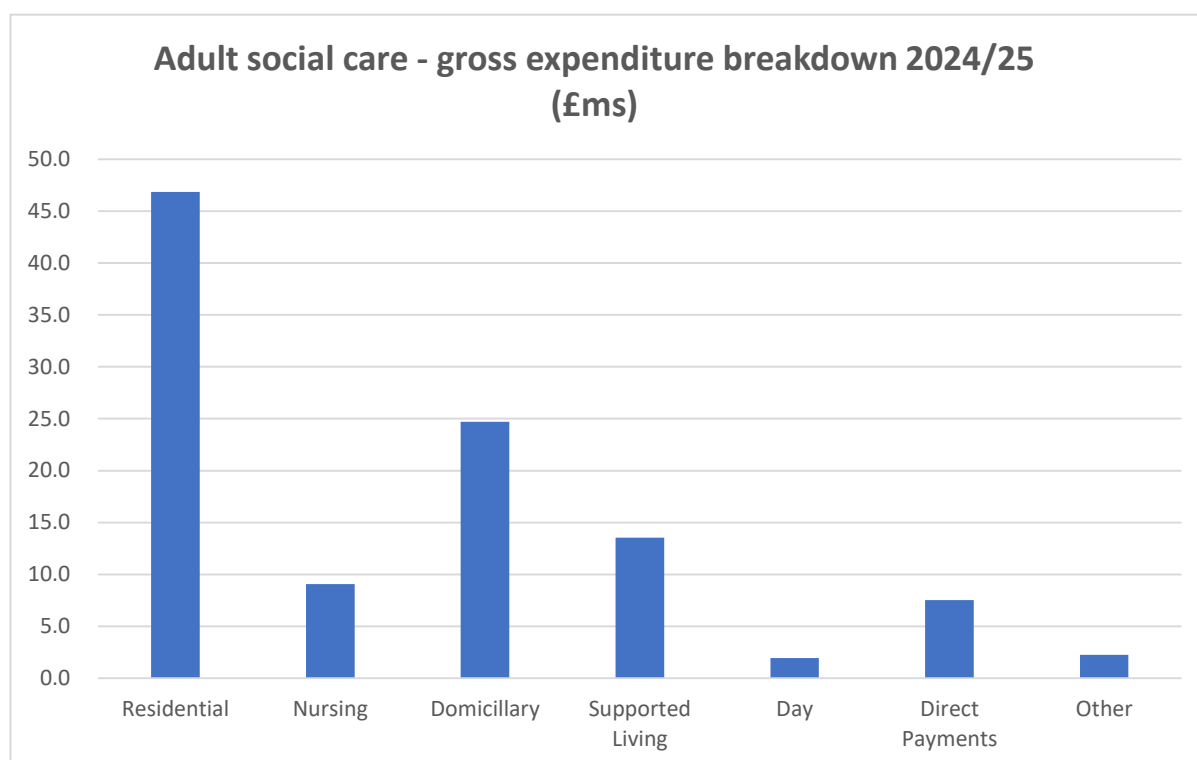
Our aim with this section of the review is to describe the financial resources available and how they have been used in the care sector. On 01 October 2015, an Integrated Care Organisation (ICO) was formed, and this organisation's remit was to provide Adult Social Care (ASC) on behalf of the population of Torbay. From a financial perspective Torbay Council's role as a commissioning body is to provide a funding contribution to the overall running costs of the ICO. In 2024/25 the council income contribution, including grants amounted to £65.6million. This was made up as follows.

	£million
Core contract	£56.500
Market sustainability	£3.625
Social care grant	£3.425
Delay discharges grant	£2.065
Council income contribution 2024/25	£65.615

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 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 used to purchase client care (including residential, nursing, supported living and domiciliary care) from independent providers. The majority of these providers are based in Torbay; however, the ICO also funds some specialist residential care provided out of area.

Net expenditure on the cost of care totalled £82.3million in 2024/25. This is the net figure after taking into 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 contribute towards the cost of any care that the council then puts in place. The income collected from these client contributions in 2024/25 amounted to £23.6million. The total (gross) expenditure on services was £105.9million and the allocation of this gross expenditure across different types of services is illustrated in the following chart.

At any point in time throughout 2024/25 we are supporting more than 2,700 people and these services are provided to people aged 18 – 100 (and older), who have 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.

Continuing from last financial year, in 2024/25 Torbay and South Devon NHS Foundation Trust has faced a number of ASC challenges linked with sustained pressure from the health system in general and a marked increase in the volume of people needing support, as mentioned above.

There has also been a continued increase in complexity 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. In the last couple of years to acknowledge this, the council, through national funding (ASC Market Sustainability) has been able to increase some rates to residential, nursing and domiciliary providers. This rise in cost has continued despite the volume of clients tailing back, highlighting the impact of the net movement of new clients coming into the system at higher rates.

Financial outlook for 2025/26 and beyond

The 2025/26 fee setting process is now complete and a new structure has been shared with providers.

Partners are working closely together on a joint adult social care transformation programme (using identified council reserves), to identify improvements and efficiencies to the current operating model in Torbay to address the variance in budgets set and costs accrued, focussing on areas such as robust commissioning arrangements, improved contractual management, streamlined processes and procedures, enhanced reablement offers, greater choice and control for individuals, improved learning disability support and additional extra care provision.

Financial pressures, together with the ageing profile of our population, mean that we must optimise all the adult social care funding we have available.

The ICO and its partner organisations are committed to ensuring resources are managed to ensure the best level of care, for the highest number of people, can be provided. Both Torbay Council and NHS Devon Integrated Care Board acknowledge the pressures facing health and social care and continue to believe that the ICO is still best placed to manage these services.

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 can improve people's experiences. Any development will be done in partnership with the Local Authority. Any service developments will be co-produced

with individuals in receipt of care and support, and we will consult with staff and care providers when appropriate.

Adult social care demand and performance 2023/2024

Continued improvements and developments were made to the operational performance reporting during 2024-25. With reporting now well established within the appropriate governance routes and core areas of service performance routinely reported to the Council and Trust Board. Attention has been focussed on incorporating more key areas of service delivery into performance reporting. Work across 2024-25 has included:

- the roll out of referral data into the performance report, giving service leads more insight into cases flowing into ASC and supplementing existing front end waiting list reports
- the inclusion of occupational therapy waiting lists, showing rolling 12-month totals by priority, as well as length of wait data
- the inclusion of mental health service waiting list data for both Adult Mental Health Social Care (working aged adults) and OPMH (65+) teams
- the inclusion of FAB (Financial Assessments and Benefits) team waiting list data
- further development of review reporting, showing the rate of reviews being completed by duration since the last assessment, which provides service leads with greater insight into the rate at which reviews are getting completed
- client attrition reporting, giving improved insight into the rate at which new clients enter, and current clients leave the ASC system, which supplements existing data on the bottom-line number of clients supported at any one time
- the inclusion of a top-level balanced scorecard, providing a quick view picture of month-on-month changes in performance across all reported service areas

ASC operational performance reporting is being continuously improved to provide ever greater insight for service leads and executives into how services across ASC are performing and 2025-26 will see further developments being implemented to ensure improvement trajectories are set against national benchmarking data.

Performance at a glance:

Performance 2024-25



People were accessing long term support services at the end of 2024-25, compared to 2,450 at the end of 2023-24 (+5.5%)



2,141 people received home care support to enable them to stay in their own home, compared to 2,014 in 2023-24 (+6.3%)



5,764 carers are on Torbay's carers' register in 2024-25, compared to 5,302 in 2023-24 (+5.9%)



1,546 carers were assessed and reviewed



733 carers accessed direct payments during 2024-25 compared to 748 (+2.3%)



916 people with mental health issues were supported in 2024-25, compared to 851 in 2023-24 (+2.6%)



95 people with learning difficulties are living in residential or nursing accommodation compared to 97 in 2023-24



2,141 people received home care support to enable them to stay in their own home during 2024-25 (+6.3%)



1,104 people were in permanent residential placements during 2024-25 compared to 1,057 in 2023-24 (+4.4%)



1,034 safeguarding concerns were raised during 2024-25. This compares to 1,180 in 2023-24 (-12.4%)

The number of requests for support (new people drawing on care and support) increased in 2024-25, from 2,450 to 2,584 (+5.5%) however, fewer requests resulted in long term social care support, with this dropping slightly from 572 in 2023-24 to 561 (-1.9%). Instead, there was a marked increase in new requests leading to other support (+9.2%), such as short-term care, reablement, health funded support and referrals for Technology Enhanced Care and equipment. This is likely due to growing awareness of alternative and more suitable support away from conventional ASC services. There was also an increase in the number of new requests leading to no support (+2.4%).

The number of people with identified mental health needs who were supported by services again saw a notable increase in 2024-25 on the previous year (+7.6%). This followed a similar increase in 2023-24 of +6.9%.

The number of carers on the carers' register continues to increase, with 2024-25 seeing a +6.9% increase on 2023-24.

The number of safeguarding concerns raised saw a significant decrease in 2024-25 of -12.4%. The 2024-25 total dropped from 1,180 the previous year to 1,034.

ASC in Torbay supports thousands of residents to live independently, stay safe, and enjoy the best possible quality of life. During the past year the service has not only supported more people but also continued to improve how it monitors and manages care, making sure services are working well and meeting local needs.

What's new? – better information for better services

In 2024/25, we made real progress in how we understand and improve our services:

- We now track more types of support, like occupational therapy and mental health services, helping us better manage waiting lists and respond faster.
- We've added new reporting tools that show how many people are entering and leaving the care system. This helps us plan better and keep support sustainable.
- A new scorecard gives a quick monthly snapshot of how we're doing across all service areas.

These changes mean local care leaders can act more quickly to improve services and plan for the future more effectively.

Who did we support in 2024/25?

- 3,740 adults received long-term care (an increase of 4.0% on the previous year) 65% were aged 65 or older
- 2,736 people were still receiving ongoing long-term care at the end of the year (up 4.5%)

We also helped in many other ways:

- 2,584 new requests for support were made (up 5.5%)
 - 22% led to long-term care
 - 62% led to short-term or alternative support (like equipment or health-funded care)
 - 16% required no further help, for example, some people arranged their own care or were supported to find an alternative.

This shift shows that more people are being supported through quicker, more flexible services that may avoid the need for ongoing care.

Supporting carers and mental health

Carers continue to play a vital role:

- 5,764 carers are now on the local register – a 6.9% rise from last year
- 1,546 carers were assessed or reviewed (-2.7%)
- 733 carers received direct payments to manage support themselves (-2.0%)

Mental health needs are also increasing:

- 916 people with mental health issues received support (+7.6%)
- This follows a similar rise last year, showing a continuing trend in need

Other key services

- 2,141 people received help at home – a 6.3% increase, helping more people stay independent
- 1,104 people were in residential care – up 4.4%
- 500 people used direct payments for their own care – slightly down from last year

What does it all mean? In 2024/25, more people asked for help – and more received flexible, tailored support that met their needs without always requiring long-term care. That's a sign that early support options like reablement, equipment, and tech-based care are working well.

We also saw growing demand for mental health services and continued growth in the number of carers. These areas will remain a key focus as we move forward.

Looking ahead

We're committed to continuing this progress in 2025/26. Our goals include:

- Improving support for unpaid carers
- Making it easier for people to manage their own care through direct payments
- Keeping a close eye on safeguarding trends to ensure people are protected
- Using better data to make quicker, more informed decisions

Key service areas:

- Mental health: 916 people supported (+7.6%) reflects growing demand, echoing wider public mental health trends. Sustained year-on-year growth signals a need for strategic workforce and commissioning planning.
- Home care: 2,141 supported (+6.3%) reflects an effective community-based support model.
- Residential care: Slight increases in both learning disabilities and older adults' placements. Alternatives to residential care are being progressed alongside council commissioning colleagues
- Direct payments: The decrease from 517 to 500 (-3.3%) is disappointing. Efforts are underway to embed direct payments more effectively into practice, making them more accessible and user-friendly for both individuals who draw on care and support and the staff who assist them, in order to encourage greater uptake.

5. Quality analysis and Strategic implications

The overall performance trajectory in 2024/25 reflects a maturing, data-driven approach to quality assurance and continuous improvement:

- Proactive diversification: The shift from long-term care to earlier, alternative interventions is aligned with national strategic direction and person-centred outcomes.

- Performance intelligence: Enhancements in reporting enable earlier identification of emerging pressures and ensure more agile, informed leadership responses.
- Sustainability and demand management: Despite a year-on-year increase in demand, the system has responded with proportionate increases in service provision, suggesting resilience, but also a need to monitor capacity closely.

2024/25 has been a year of purposeful enhancement in ASC performance management, grounded in better data, broader scope, and clearer insights. These improvements provide a robust platform to further elevate service quality, improve user outcomes, and support strategic planning into 2025/26 and beyond.

The **Adult Social Care Survey 2024** demonstrated several positive outcomes, reflecting the dedication of staff and the overall quality of care services provided across Torbay and South Devon.

Key highlights include a consistently high level of satisfaction among people who draw on care and support:

- 88% of people who completed the standard questionnaire were satisfied with the care and support services they receive. This compares to 88% in 2023.
- 98% of people who completed the Easy Read version thought that the way staff help them is ok or better (96% in 2023).
- 72% of people feel as safe as they want (68% in 2023) and 22% feel adequately safe, but not as safe they would like (26%). 5% feel less than adequately safe (5%) and 2% do not feel safe at all (1%).
- 85% of those of who completed the standard survey rated their quality of life as alright or better (84% in 2023).

The findings also reflect the success of early engagement strategies, with 75% of responses received following the initial round of letters, indicating an effective approach to outreach and communication. These achievements re-affirm the positive impact of ongoing efforts to support independence, dignity, and satisfaction among those who rely on social care services.

The **Healthwatch report on unpaid carers** reveals several accomplishments that highlight the commitment to supporting unpaid carers across Devon, Plymouth, and Torbay.

From the Healthwatch report, collaboration with carers led to important insights. Carers' feedback helped develop co-designed surveys and guided conversations, reflecting a shared dedication to understanding their needs. Around half (53%) of Torbay respondents said they do know where to go for support, with the most common responses being carers services, social services and the GP, highlighting effective awareness-building efforts. Additionally, many carers reported using beneficial coping strategies, such as time outdoors and support from friends, showing the effectiveness of resilience-building initiatives.

These achievements underline a consistent focus on maintaining user satisfaction, improving accessibility, and ensuring carers and service users are supported through thoughtful policies and practices.

1. Training and awareness resources

The main priority mentioned in the report was around dementia. A particular success in Torbay has been the co-design of a dementia carers' training programme in partnership with a carer / carers' group / carers' services and Torbay and South Devon NHS Foundation Trust's education team. This was launched in February and has had extremely good feedback.

Amplifying people's voices

We recently progressed the Amplifying People's Voices engagement project led by Torbay and South Devon NHS Foundation Trust, which was designed to help us better understand the experiences of people who live in care homes, their families, and representatives. We contacted more than 500 people. A third of people responded. As a result, work is underway to develop a co design approach to the development of a care home toolkit that people said they wanted; two workshops have been held with families and the contract team to co design the new specification for our care homes.

Improving feedback and embedding learning

During the past 12 months, ASC received 45 complaints and concerns. These comprised 60% concerns, 29% formal complaints, 10% MP enquiries, and 1% no further action. Key themes identified included finance and billing (41%), communication (22%), and service delivery (16%).

In response, we have taken targeted action:

- **Finance and billing:** Updated public charging policy leaflets and made them accessible online; increased staff awareness through meetings, emails, and case note reminders.
- **Communication:** Complaint findings are shared with team leads, and learning is embedded through supervision and reflective practice.

All feedback is tracked using a digital tool, with learning outcomes and actions monitored by the Quality Assurance (QA) Lead. This ensures that staff training and service improvements are directly informed by lived experiences.

Carer feedback and service gaps

Recent carer surveys highlighted concerns around communication, lack of respite care, and barriers to accessing support. In response, we are:

- Incorporating carer recognition into all service contact points
- Launching self-assessment tools for carers
- Improving training for professionals on carer identification
- Partnering with local organisations to enhance engagement
- Developing a robust Replacement Care (Respite) offer
- Created a Service Improvement Board to provide a forum to oversee continuous Improvement

Looking ahead

We are committed to a continuous cycle of feedback, learning, and improvement. By reducing crisis interventions, increasing carer support, and embedding reflective practice across teams, we aim to provide responsive, transparent, and person-centred care for all.

Transformation

Adult social care plays a vital role improving people's lives by helping them to remain independent at home and in their community. As we continue to support people to live well within their communities, we recognise we need to do more to ensure we can effectively meet the rising demand for adult social care support and provide sustainable, high-quality support across Torbay.

During the past year, we have undertaken a significant amount of work to improve the service to enhance the support we provide to people. We have continued to remain focused on promoting independence, managing demand effectively, and ensuring we meet our legal duties under the Care Act through preventative and person-centred approaches.

The two key areas of improvement this year have been our reablement pilot and the improvement work happening to improve how people access information and guidance before needing to approach adult social care for support; both of these initiatives have delivered positive outcomes for people and our wider health and care system.

Reablement pilot: Promoting independence

Recognising the importance of supporting people to regain and maintain their independence our delivery partners, Channel 3, helped to launch a reablement pilot in 2024. The aim was to improve people's independence via a community pathway or on a waiting list to enable them to regain skills and confidence with everyday activities.

Key achievements of the reablement pilot include:

- Increased independence levels for people, with 79% of people achieving full independence following their reablement intervention and not requiring a package of care.
- A proportion of people ended up with a reduced package of care because they had developed the skills for daily activities.
- A reduction in commissioned statutory support packages, as people are better equipped to manage their own health and wellbeing at home.

- Positive feedback from people who use our services and families, who report improved quality of life and greater confidence in self-care.
- Cost efficiencies within the care system, as more people successfully move to lower levels of support.

Building on this success, we will be integrating reablement principles further across our services to ensure more people benefit from strengths-based approaches that promote self-sufficiency. We will use the learning from this pilot to inform future commissioning.

Accessing adult social care services: managing demand and promoting diversion

To enhance how people access adult social care support, we have undertaken a front door service improvement activity aimed at improving demand management by promoting diversion to more appropriate services. This work aligns with our Care Act duties, focusing on early intervention, diversion, and appropriate signposting to community-based support.

Key improvements include:

- Strengthened partnerships with community organisations and voluntary sector services, providing alternative support options that prevent escalation of need.
- Enhanced workforce training to embed strengths-based conversations, focusing on what people can do rather than what they cannot.
- Implementation of an enhanced telephony system.

As a result of these improvements, we have seen:

- A reduction in formal care assessments, with more people accessing community-based solutions.
- Greater awareness among residents of preventative support options, helping to build resilience and reduce long-term dependency on statutory services.
- Improved oversight of call quality and demand data which has supported improved decision making, operational planning and management.

Panels

To improve decision-making, one initiative considered practice and process around panels to improve their effectiveness. Key improvements include:

- Streamlined processes which have led to enhanced oversight and accountability.
- More effective decision making because of changes to meeting preparation including a standardised format and chair.
- Technology-Enabled Care (TEC) and intermediate care are now consistently represented in all meetings.
- Commissioning representatives attending the complex care panel.
- Arranging Support Team (AST) validates care package costs and processes care home placements.
- All of which is contributing to improved grip on cost control.

Brokerage

Our aim was to standardise practices for sourcing care via the AST team to improve market management, process for practitioners and grip on spend. Key improvements include:

- A refreshed process and referral form implemented across teams.
- Fee rates negotiated consistently with agreed market rates.
- Reduced errors with contract set up saving operational teams' time.
- Improved data capture.

Hospital discharge

People who no longer need acute care recover better at home, in their own bed, surrounded by their loved ones. We have been working hard to improve how we support people to return home from hospital, with a care package if needed, for lunchtime or by 5pm.

We spent time with teams to understand the reasons why some people were delayed being discharged from hospital, the impacts on outcomes, demand and costs of people discharged through pathway 2. Pathway 2 is a model designed to integrate health and social care services for people with complex needs. By offering

a coordinated, person-centered approach, Pathway 2 has significantly improved health outcomes and quality of life for many residents. This has been evidenced where individuals previously at risk of hospital admission were able to receive tailored care in their homes, leading to a reduction in unplanned hospital stays and increased satisfaction people and their carers. A multi-disciplinary team (MDT) approach was used to review individuals and understand through a social work lens if people could have achieved a better outcome. Recommendations are being reviewed but immediate actions were taken to:

- Improve Technology Enabled Care practice by organising training for the team.
- Reinforce Home First principles.
- Address improvements linked to mental capacity assessments

Commissioning report

Our vision: Thriving communities where people can prosper

During 2024/25, our strategic commissioning team has continued to deliver against the wide-ranging programme of work set out in the [Torbay Adult Social Care Market Transformation Blueprint](#) to support commissioning projects across health, housing and adult social care. Our Market Position Statement (MPS) 20025 (draft), reinforces our commitment to meet our moral and statutory duties. The Care Act 2014 places a duty on Torbay Council to “facilitate a diverse, sustainable, high-quality market for their whole local population and to promote efficient and effective operation of the adult care and support market as a whole. They must also ensure continuity of care in the event of provider failure”. This duty will be met within the context of four overarching strategic priorities:

Our priorities remain:

- Enabling more people to be healthy and stay healthy
- Enhancing self-care and community resilience
- Integrate and improve community services and care in people’s homes
- Deliver modern, safe and sustainable services

In line with the strength-based approach underpinning the Care Act 2014

We are working to increase the use of enabling housing-based models of care and support so that people have greater choice and control over how, where, and with whom they live and how their care is provided.

These options include

- Ambitious capital projects such as multigenerational extra care housing, smaller schemes for groups with specific needs, and new models of home care to support people's remaining living with family carers at home.
- Increase the number of people maintaining their own independence by offering better information at an early stage to enable people to recognise their own strengths and assets, combining them with voluntary or community support and access to equipment and technology to meet their needs in the first instance.
- Reduce the systemic use of residential care to meet low-level social care needs. This means not placing working-age adults into care homes wherever possible and delaying the point at which older people enter residential care. The council and our NHS partners will only commission homes capable of meeting very complex and nursing needs, working with our care home sector to constantly improve quality and capability within Torbay.
- To support and help people stay as well and independent as possible and able to manage their own well-being in their homes, wherever possible. Where care is needed, we want people to have a choice about how their needs are met and only have to tell their story once. The people receiving services must be at the heart of what we and providers deliver together.
- We want people to remain in control of their lives, to remain independent and to have the opportunity to make their own choices about their care and support arrangements.
- We will achieve this by our direct payment system being as clear as possible and allowing people true autonomy to meet their eligible care and support needs.

- To further our work, Torbay have initiated the direct payments project, which aims to review and implement recommendations for improvement. This meeting will bring together key partners from the council and the ICO for collaborative work to improve our approach to direct payments in ASC.
- We have supported a wide-ranging transformation programme which has included developing a policy framework for direct payments, redevelopment of our front door into social care and test some small-scale test of concept ideas around reablement.

This has led to setting up some priority pieces of work to be completed in 2025/26.

We are proud of the work that continues around our LD ambassadors this has included further development of the [Big Plan learning disability strategy](#), and an event held called the Big Event to galvanise support for the strategy. This strategy is now leading to the development of an action plan which we are committed to starting during 2025/26.

We have also supported the trust and the council in its preparation for a pending CQC inspection process. In June 2024 we took part in a LGA peer review for ASC which allowed us an opportunity to review our system with the support of an external team.

This year the team led on or supported an increasingly demanding stream of grant funding programmes from central government, including the market sustainability and improvement fund, the accelerated reform fund, and the better care fund. The team has provided a strategic market view that supports quality assurance workstreams such as adult safeguarding, provider quality assurance and individual packages of care that require support with services outside of adult social care.

Finally, the team has continued to directly procure and support key infrastructure services, including the community helpline and hub, Healthwatch Devon, and an extension to the Citizens' Advice contract.

Voluntary sector partnerships

We have continued to build positive partnerships across our third sector organisations. The community and voluntary sector are buoyant and well developed in Torbay. We receive actively engaged from the sector to work on shared endeavours with a common goal of maximising independence and support to people within our communities. This wider network supports people in ways that are outside of scope for statutory services but neither the less offer the glue that often keeps people safe, well and connected. We remain committed to furthering our relationship so we can really hear and understand the voices from our community and find ways to strengthen and build resilience for local people closer to home.

Front door and in-person hub support

We have re-procured our community helpline and community hub (which is in Paignton Library)

These services support us to divert statutory referrals to the community and voluntary sector, where we believe outcomes can be improved by addressing low level needs early, which may prevent or delay people needing statutory/commissioned care.

We continue to actively engage with the voluntary sector network as we start to look at national schemes that build on the principles of place and neighbourhoods. Taking a joined-up view on how services (across the whole health and social care network including voluntary sector) work in a joined-up way to impact on the whole population living within a defined geographic area.

The hub at Paignton Library offers a relaxed and accessible environment where people can get advice, information, and support. The helpline is a telephone service which is accessible to members of the public or health and social care professionals to seek advice, guidance or make a referral for support.

Supported living and extra care housing

- Our vision is to ensure that people can be as independent as possible in a place they can call home, with the right support. For some people this may mean increasing care and support provision over time to delay a need for

more intensive support like a residential placement, for other people this may be about building new skills and decreasing support until they can move onto their very own accommodation one day without support. In some circumstances this means the housing care and support offer needs to be more specialised in the form of a supported living scheme or extra care housing.

- We continue to support people who draw on social care services to make choices about where, how and with whom they live across a range of housing options. By having an experienced supported housing commissioner within the Strategic Commissioning Team, we have greatly improved our ability to meet increasingly complex needs within mainstream social housing. This has enabled people to step down from long-term out-of-area hospital beds directly to a home of their own with the security of an assured tenancy and all the necessary adaptations to maximise their independence.
- We also continue to slowly increase the availability of housing with support, now that we have an effective Strategic Housing Delivery Team working with us and using the Government's social housing funding programme to deliver the adult social care housing requirements set out in the Torbay Housing Strategy. The Council is now seeking planning consent for a new 92-apartment extra-care housing scheme in Paignton, with building due to start in March 2026 and be completed in late Spring 2028. This will be followed by a further scheme of similar size in Torquay, scheduled for completion in 2030.
- Work is ongoing to improve our commissioning partnerships with Registered Providers of social housing, independent social developers, specialist support providers, health and social care professionals and the supported living sector as a whole. During 2025-26 this will ensure the delivery of 8 new 1-bed and 2-bed adapted apartments for people with complex learning disabilities; 12 new 1-bed apartments for people recovering from mental illness and other bespoke housing opportunities for people needing specific environments or locations.
- Looking ahead, our focus will be on continuing to prepare the supported housing sector for the implementation of the Supported Housing (Regulatory Oversight) Act 2023, and to deliver more Social Housing Grant-funded social housing for people drawing on health and social care services. We will

continue to improve our engagement with both housing providers and commissioned support providers, driving up quality and choice across Torbay.

Direct payments

Enabling people to have choice and control over their care is an important feature of adult social care. In June 2024, a review was undertaken on direct payments with a series of recommendations which include:

- Improved policy and procedures.
- Streamline processes and resources to support operational team's practice.
- In-depth analysis of the Personal Assistant (PA) market and improve visibility and quality of PAs.
- Exploring the creation of a direct payment officer role to drive practice improvements.

Looking ahead

The work undertaken in 2024/25 has demonstrated the impact of proactive, person-centred approaches in adult social care. We will continue to refine our reablement offer, expand the improvements which will enable people to access community support before seeking ASC interventions, and strengthen our partnerships with health, housing, and community services to create a more sustainable, integrated system of care.

We remain committed to ensuring that people receive the right support at the right time, promoting independence, and enhancing quality of life across our communities.

Principal Social Work Annual Report

The British Association of Social Workers (BASW) describes the social worker role as aiming to improve people's lives by helping with interpersonal difficulties, promoting human rights and wellbeing. From helping keep a family under pressure together to supporting someone with mental health problems, to safeguarding adults with care and support needs from abuse, social work is a varied, demanding, often emotional and very rewarding career.

Social workers must be registered with Social Work England (SWE) and apply a set of professional standards which describe what they must know, understand and be able to do.

The principal social worker role is enshrined in the Care Act to ensure there is professional practice oversight in place to lead, oversee, support and develop excellent social work practice and in turn lead the development of excellent social workers and social care practitioners.

Local Government Association's Peer Challenge Review statement.

[LGA Corporate Peer Challenge \(Torbay\) Report](#)

In June 2024 Torbay's adult social care service took part in the Local Government Association's (LGA) Peer Challenge Review. The review was an opportunity for the LGA to provide feedback as a critical friend to support improvement across the service. It was not an inspection and nor did it award a rating or score.

People working across our services in the council and NHS, carers and other partners took part in the review, including giving interviews to inform the LGA's feedback report.

The feedback identified our strong culture of "grow your own" in the local workforce, with good evidence from staff about opportunities for development and promotion, and low sickness, vacancies, and turnover rates.

Staff who met with the team were very positive about the support they received from their colleagues and described good support from visible professional leadership and line management, including through supervision and appraisal, and more informally.

Learning processes are in place to support improvements in practice, and more widely to assure it: this includes through safeguarding adult reviews, the mandatory Oliver McGowan training, working with people who draw on care and support, and working with the voluntary sector. Training was described as good, and there was positive engagement with social work practice weeks, where a focus on sharing good practice has engaged staff and senior managers.

My story: Abbie, a newly qualified social worker

"I absolutely loved my first year of practice within an Assessed and Supported Year in Employment (ASYE) programme and feel so lucky to have had the opportunity to transition from completing the degree into an ASYE role.



"It goes without saying that the level in which I enjoyed my ASYE and first year of practice, is because of the fantastic team I worked within, alongside very supportive managers and the well-mapped ASYE programme. I always felt heard, understood, and part of a team where we all root for one another.

"I benefited from the ASYE a lot, as it enabled me to integrate what I learnt through the degree and placements into practice, while also being protected with a reduced caseload to continue to learn, reflect, and find my feet putting everything into real practice while developing my social work identity. I enjoyed the timescales of the ASYE programme as the level of demand was significantly less than completing the degree, and I also had a good level of study time which could be used flexibly in a way that best suited my learning style. This study time was very important for my ASYE journey, as the day-to-day role in social work is so busy, it would be challenging to factor in real time for reflection and research.

"I am grateful to my manager, practice educator and the complex care team for all the support and consistency they gave me. Honestly, I could not have asked for a better start to my social work career."

My story: Naomi, an ASYE assessor

"I have worked for Torbay and South Devon NHS Foundation Trust since 2008, joining as a health and social care coordinator. Throughout my employment I have progressed to become a social worker, practice educator and now, in the past 12 months, as an ASYE assessor.



"It is both a privilege and pleasure to be in this role and be part of the journey as the social worker embarks on their new career path. The role supports the social worker to implement learning from their social work training and

apply this into a practice setting, providing provision for support to ensure rich learning and development, with a real focus on the AYSE critical reflective skills.

“As an assessor, I feel the organisation provides good levels of support to both the AYSE, the assessor and supervisor. The organisation also provides access to the Research in Practice for Adults ([RIPFA](#)) website. This provides me with excellent practice teaching tools and the AYSE an evidence-based resource to enable the continuation and embedding of learning into practice.

“I feel my role as AYSE assessor has developed directly because of the ongoing support of the principal social worker and senior leadership team as they are demonstrably keen to support continuing professional development.

“I thoroughly enjoy my role of AYSE Assessor and look forward to working with many more social workers undertaking their AYSE in the future.”

Pete – Student social worker

“Since I started working for the trust in 2006, I had recognised an evolving passion for working with those accessing our services, becoming increasingly aware of the struggles people face in life, whether it be inequality, social injustice, mental health challenges, the impacts of poverty or simply the weight of feeling unheard. With this developing desire to empower individuals, families, or communities I was encouraged and supported by my line manager, and the trust’s Principal Social Worker, to apply to study social work via the Open University. This represented a significant opportunity, but one that came with huge feelings of trepidation and anticipation, would I be good enough, could I return to academic study after twenty years? All these thoughts were tempered with the desire to effect positive change and a knowledge that I had a lot to give to the profession. Since starting the course, I have been afforded so many positive opportunities, initially in the transitions team and subsequently with the adult mental health social care team. During my time within these teams, I have developed a keen awareness of the skills and capabilities of the organisation’s social workers, as well as being afforded the opportunity to apply my developing knowledge of social work legislation and theories into practice. For example, exploring how theories such as the social model of disability or the ecological perspective can help empower people, promoting the wellbeing principle and person-centred ethos of the Care Act 2014. I am so pleased that I chose to

study to be a social worker. For although the material is challenging, taking a significant amount of time and a considerable amount of self-reflection, it is so rewarding and laced with the opportunity for creating positive change.”

My Story: Alex, a practice educator

“I have been a qualified practice educator for more than three years. Despite now being in a more senior role within the organisation, I still very much enjoy providing the practice educator role; not only is it thoroughly rewarding being part of a student social worker’s journey into their new career, it also offers timely reminders to ensure fundamental aspects of the profession are applied as a practitioner myself. This could include, for example, time to reflect on values or to look at new pieces of research. The practice educator role is crucial in ring-fencing time to ensure the theory and concepts that underpin our work are understood and applied by students; on that basis, its positive impact on our student social workers and workforce in general cannot be understated.”



Professional practice

During 2024/25, we reviewed our practice quality standards which provide the fundamental practice benchmarks for all staff to embrace and use in their day-to-day practice. They are designed to help people who draw on care and support to understand our practices. They also help staff measure their work and use these standards for quality assurance and supervision in adult social care." The standards describe everything from our approach to strengths-based practice to equity, diversity and inclusion.

We have also provided workforce training opportunities ranging from a leadership training programme, trauma-informed practice to cultural humility and anti-racist practice.

We are looking forward to embedding our Practice Quality Standard framework as well as focusing on a number of workstreams in our transformation programme.

Findings from audits

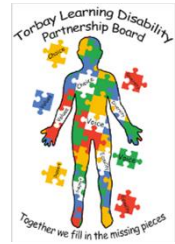
We continue to undertake a monthly audit system focusing on the quality of adult social care intervention. We continue to undertake a monthly audit system focusing on the quality of adult social care intervention. The findings from these audits are analysed and thematically reported to the Service Improvement Board, where they inform decision-making, identify areas for development, and shape improvement plans. This process ensures a clear line of sight to the Council by providing a structured mechanism for governance, accountability, and assurance on the quality and impact of adult social care practice.

Last year we recruited a quality assurance social work lead, who now runs the monthly audits, capturing any themes that require improvements and working closely with colleagues and their line managers to improve standards. One of the main audit outcomes has been the need to better identify and support carers. The quality assurance lead has been meeting with teams and undertaking one to one training sessions with staff to demonstrate where we can improve performance.

The audits have evidenced that our standards of social care assessments, case recordings and multi-disciplinary working are of a good standard overall. Positive feedback is also shared with colleagues, which has been received well with one stating, 'it is nice to have my hard work recognised, as we only usually receive feedback when something has gone wrong'.

The monthly audits support the findings of the LGA Peer Challenge Review which summarised: 'The case file audit undertaken as part of the challenge review found good practice, including around legal decision making, and least restrictive practice' (LGA Peer Challenge Review 2024).

Torbay Learning Disability Partnership Board ambassadors' report 2025



The ambassadors have completed another busy year with more than 20 people visiting them to talk about a variety of subjects. They were really pleased to welcome Torbay Council's Chief Executive, Anne- Marie Bond, and asked her a lot of TEC questions about her role. Tracie, who is one of the Learning Disability Ambassadors, created three pieces of artwork for Anne- Marie which are proudly displayed in her office.



The ambassadors spent time working with Macmillan to look at the information that is available about cancer and how it could be improved for people with learning disabilities. The team created a poster and leaflet for people to take to GP appointments to explain any symptoms or things they are worried about.



Torbay Hospital made the ambassadors very welcome when they took part in the Treat Me Well day in April 2024. The ambassadors worked with hospital staff to look at the reasonable adjustments that are made for people who use the hospital. It was a good day, and everyone felt they learnt a lot.



Dr Clenton Farquharson a consultant, auditor, trainer, and coach on inclusion, equality and disability, visited the team of ambassadors as part of the Local Government Association's Peer Challenge Review, and he was impressed with the work the ambassadors have achieved. He particularly liked the training delivered and how the council listened to the need for Easy Read information and Reasonable Adjustments.



The work on the Big Plan continues and the team meet up with Nigel Williams, Torbay Council's Strategic Commissioning Manager, to see what is needed next. The team has created a survey about day services and helped with information about housing. It is good that the plan is becoming a real focus and there is still a lot to do.

At the partnership board, Neil Harvey stood down as co-chair with Mike Fuller taking over the role.



Three members of the ambassador team are delivering the Oliver McGowan training. This is training to provide health and social care staff with the knowledge and skills to better support people with learning disabilities and autism. Three ambassadors are directly employed by the partnership board.

Hollocombe Community Resource Centre

[Take a tour of Hollocombe](#)

Autism Partnership Board annual report

Focus on Autism

Learn more about how we provide safe, quality care and the best experience for autistic people.

Autism Partnership Board

The Autism Partnership Board launched in November 2022 and members meet four times a year. The board is driven by the voices of autistic people, their carers and professionals who work together to improve outcomes for Torbay's autistic community. The board is supported by eight ambassadors and two carers' representatives who raise issues important to the autistic community.

In September 2024, the ambassadors held their second autism awareness event, the Autistic Education and Employment Conference and Fair, at the Redcliffe Hotel Paignton. More than 100 autistic people, their carers, professionals and local organisations attended the successful event. The ambassadors gave speeches about their experiences on a variety of topics relating to education (studying and teaching), employment, self-employment, and volunteering. Afterwards, stalls run by local organisations opened for attendees to visit, and the ambassadors ran a drop-in Q&A session for attendees to have one-to-one informal chats.

The ambassadors were very grateful for the overwhelmingly positive feedback they received and will be using it to plan their 2025 event. When asked what the most useful part of the event was, comments included:

- ✓ "I was interested to listen to the experiences of the ambassadors. Also, the networking was very useful."
- ✓ "Listening to lived experiences - this was the most impactful part. Also, being able to network, meet other professionals, organisations and parents."
- ✓ "Getting to hear from the ambassadors was very informative and uplifting. They really are ambassadors."

The board's main focus last year was the production of the Torbay Autism Strategy, Torbay Council's application of The [national strategy for autistic children, young](#)

[people and adults: 2021 to 2026](#), the government's policy for improving the lives of autistic people and their families and carers. This has been done in full co-production with both the autism ambassadors and the carers representatives, tailoring the strategy to focus on the needs of Torbay's autistic community. A six-week public survey was launched in October 2024, and more than 270 responses were received. The Torbay Autism Strategy will be available in the Autumn of 2025.

In the past year, the Autism Partnership Board has consulted on Torbay Council's Reasonable Adjustments Policy, the Torbay multi-agency Suicide Prevention Plan 2024-2027 and the Local Government Peer Review. The autism ambassadors have consulted on Torbay Council's web review, the NHS 10 Year Plan, and the carer's' representatives have consulted with representatives from Devon and Cornwall Police's diverse communities' team to develop a communication strategy for information on exploitation and grooming, with a focus on hidden crime.

The Autism Partnership Board and the autism ambassadors have worked together to develop a health passport. Autistic people can use health passports to record personal, medical and other essential information such as communication styles, sensory differences, anxiety and distress responses and how medical professionals can best assist that person. The health passport can then be taken to medical appointments to share with health professionals to better inform their care. This health passport is available to download from [Torbay Council's website](#).

The Autism Partnership Board, the autism ambassadors and the carers' representatives continue to pursue and support the interests of Torbay's autistic community, increasing public awareness, understanding and acceptance, improving recognition of autism by statutory organisations, improving social inclusion and pushing for reasonable adjustments for autism in all fields.

Torbay Advice Network

Torbay Advice Network (TAN) is commissioned to support autistic people and their carers and provides free impartial advice on a range of benefit issues. This includes helping people to understand what benefits they are entitled to and assist in challenging benefit decisions, including improving access to support with appeals.

TAN's employment-related support also includes guidance and templates for reasonable adjustment requests in the workplace and details on how the Access to Work scheme can help people to stay in or access employment.

In addition to Access to Work scheme guidance, they give free advice on welfare and benefits including:

- Accompaniment to benefit related medical assessment
- Attendance allowance
- Benefit appeals
- Benefit application assistance
- Carers' Allowance
- Disability Living Allowance
- Housing Benefit
- Income Support
- Jobseeker's Allowance
- Personal Independence Payment (PIP)
- Reasonable adjustments guidance
- Universal Credit

You can access TAN's services at www.advisingtorbay.org

Dimensions For Autism

Dimensions for Autism (DFA) provide peer support groups for autistic adults. The Torbay group usually meets on the last Monday afternoon of each month in Paignton. There are also online support groups that meet at least twice a month, such as the LGBTQ+ ASC group and younger adults' group, to support people who do not feel able to attend real-life events. Members can attend any online or in-person group regardless of where they live, such as the women's group based in Exeter. The groups provide a vital platform for members to share interests and hobbies and speak about day-to-day matters that may be affecting them.

Here are some of the things members have said about the help they have received from Dimensions for Autism:

"I was diagnosed with autism when I was 15, but I knew that I was autistic from a very young age. The world I grew up in was very different to the one we live in today

– stigma was rife, even among my own family members, and while there were a fair few people in my life trying their best to support me, the understanding they had of autism was very limited. Sadly, that meant that a lot of that stigma ended up bleeding into the way I viewed myself. I felt a great deal of shame for being autistic, felt guilty about the way I was judged by others, and was hesitant to even be diagnosed, fearing carrying the label with me, but a diagnosis was required for me to access support in my GCSEs.

“Due to my low self-esteem, I never made an effort to learn about autism, or the way it affected me. All I had was the stigma, the occasional media representation (many of which were equally stigmatic), and deeply complicated labels like high functioning that made me even more critical of my own intelligence, successes and capabilities. After leaving school, now feeling like a failure in addition to all the other ways I hated myself, I isolated myself from the world for the better part of 10 years, feeling that it was better that I felt lonely than to find the ways I’d been judged in the past, and the ways I continued to judge myself, be validated in other people.

“I missed a lot in that time, but one thing I did miss was the way that public awareness and understanding of autism improved, and Dimensions for Autism played a big part in that. I now know that many people felt just as lonely as I did, and in finding, and eventually coming to Dimensions for Autism’s groups, I, like they did before me, found so much healing in coming together to share experiences. DFA’s dual focus of having the chance to talk about your experiences with people you can trust who have gone through similar things, and discussing psycho-educational topics and topics that impact our community as a group of peers, means I’m learning so much more about myself, and learning how many things about myself I felt I was alone with that I share with the rest of my community.

“Dimensions for Autism is a vital part in the wider picture of autism awareness and acceptance in Torbay. We live in a better world today than the one I grew up thanks to the efforts of Trish and everyone that makes DFA the safe and healing space that it is, one that is rapidly becoming free of stigma, of misinformation and of judgement, and I’m so grateful to them to know that not only do I not need to feel ashamed or guilty for simply being myself, but that nobody ever should.”

Autistic After Hours

Autistic After Hours is a Community Interest Company (CIC) set up as a result of conversations at the Autism Partnership Board. Members of the board identified that there was a distinct lack of services for autistic adults in the evenings and weekends which left people socially isolated, so two board members decided to apply for funding to provide that support. Autistic After Hours has now been running for more than a year and has 87 members on its mailing list. The group meet once a month on a Saturday afternoon in Paignton, where members come and socialise in a safe environment with other autistic people. Additional evening and weekend events are planned by the group on a month-to-month basis and include a regular games night in Torquay and a coffee morning in Paignton.

The group has gone from strength to strength and offers additional activities such as a day at the Autism Woodland Project and a trip to a National Trust house and garden. There are many positives to spending time with other people who understand you and members of the group have expressed how valuable they find the time together. We hope to expand our offerings to people in the future and are considering offering peer support in the future.

Here is feedback from one of AAH's members about the impact being part of AAH has had on their lives:

“Before becoming a member of Autistic After Hours, I was in a significantly worse place. I always felt like my autism was something I needed to compensate for, and that I would never be enough as I was. My self-esteem and confidence were incredibly low, I was socially isolated outside of my job, which I felt was the only thing that gave me tangible value, and when I was unable to continue working, it felt like my life was over, and knowing the place I was in, it truly may have been if not for being told about AAH.

“At my first meeting I remember my anxiety was through the roof, I barely spoke, I avoided eye contact, I kept the exit in my peripheral vision, all things I'd been taught how to mask when I'd interacted with people before, and all things I simply didn't have the energy to hide anymore. To my surprise, it wasn't a problem like it'd been made out to be in my past, in fact many people were feeling just as anxious, and

those who weren't feeling as anxious right then had absolutely felt like that previously. Everyone understood, and, even more importantly, I was accepted as I was.

"Since that first meeting, the impact AAH has had on my life has been immeasurable. Having the space to be my authentic self, even having the space to discover who that authentic self is after decades of having to hide it in the interest of being accepted, has done wonders. My confidence and self-esteem got higher with each month, and being accepted and even welcomed by AAH meant beginning to accept myself, and in doing so, the foundations were laid for me to make the most meaningful friendships I've ever had.

"The best part about the impact AAH has had on my life, as paradoxical as it will sound, is that I still have days where my anxiety is high, where I struggle to say anything, where things still feel harder than the many challenges the confidence and self-worth that my time with AAH has instilled me with have allowed me to overcome. I know now that that's okay. Even when I'm not in a good place, Autistic After Hours is a group where I will feel just as accepted and just as welcomed on my worst day as on my best day."

A.I.M.S

The Autism / ADHD Information, Mentoring and Support service (A.I.M.S) is a service run by Therapy Services South West CIC. Launched in September 2024, it provides monthly 45-minute one-to-one sessions, either by phone, face to face or online, focusing on post-diagnostic and social skills support and covering issues people may experience.

The service works with people to help them understand their autism and / or ADHD better, helping people to identify the ways their lives are impacted and to develop coping strategies. They also act as a sounding board for people that may not have family or friends they feel able to confide in, promote independence, signpost people to advocacy and other appropriate autism-friendly community-based support and provide guidance to mainstream services on how they can better provide support.

Here are some of the things clients of A.I.M.S and professionals referring to them have said about the importance of their support:

“Services like A.I.M.S are vital to neurodiverse members of the community. Many forms of therapy are a one size fits all structure which is not conducive to effective treatment of those with additional needs. A.I.M.S has given me preventative measures to manage my ADHD/autism on a day-to-day basis as opposed to the usual reactive measures given when my condition has reached a boiling point. This allows me to work through my needs at a steady pace. I believe this will save the trust a huge amount of money on expensive mental health care. Support for neurodiversity should be regular and not given as a last resort when the condition becomes unmanageable.”

“Being a late diagnosed autistic adult has brought up lots of confusion, questions and uncertainty. It has made me look back on my life with new eyes and forced me to re-evaluate my sense of identity. Finding the A.I.M.S service has been invaluable. To be able to talk through things with someone who understands has been really strengthening at a time when I have felt very fragile. This service is vital to help provide ongoing support for the autistic community. Having autism can often make it difficult to connect with others and one can end up feeling alone and isolated. Having a service like A.I.M.S has helped me feel listened to and that I matter. Thank you for being there at a time when no one else was. I have really appreciated your time and care.”

“As an occupational therapist working in primary care, I have made several referrals for mentoring support under the A.I.M.S programme with Therapy Services Southwest CIC. With a rise in people seeking diagnosis for both ADHD and autism, A.I.M.S meets an unmet need for our neurodiverse population. People referred have been positive about the specialist neuro-affirming guidance, mentoring and support that they have received and are gaining important insights, coping strategies and community connections. Having a monthly space to help manage life events, reflect on their strengths, needs and manage anxieties is invaluable and not anything provided by other services. I hope that Therapy Services Southwest CIC can continue to offer this support free of charge for this to be fully accessible for a group of people who are often disadvantaged economically.”

The AIMS service is making a significant positive impact on autistic and ADHD adults by offering low intensity coaching that is person centred, empathic and strength

based. It creates a safe space for neurodivergent people to thrive both as clients and as coaches. The service focuses on personalised practical support that not only helps people better manage their lives but also creates an inclusive and empowering workplace for neurodivergent professionals promoting an environment where everyone's unique strengths are valued and celebrated.

The service's coaching helps people gain the tools they need to live more independently reducing reliance on external support systems and boosting their self-sufficiency.

AIMS offers an excellent workplace for neurodivergent people by offering opportunities for reflection, supervision and self-care practices where neurodivergent coaches can lean on each other for support and strategies and learn from one another's experiences. This reduces the isolation often felt by neurodivergent people in traditional work settings. AIMS encourages an atmosphere of mutual respect, understanding and shared learning. Neurodivergent coaches bring a valuable perspective that resonates with clients. Their lived experience enables them to connect with people on a deeper level offering insights and strategies that are both practical and empathetic.

Focus on mental health

As we work towards developing our vision to create thriving communities where people can prosper, we need to offer accessible quality mental health care and support.

Older person mental health service

Torbay Older Person Mental Health (OPMH) service ensures we provide our statutory social care functions, alongside our partners Devon Partnership NHS Trust which provides community mental health services.

We work with older people and their families and carers who are experiencing complex mental health difficulties including dementia. The service prides itself on actively challenging perceptions of older age, oppression, and discrimination. Social workers have expertise in areas of assessment, safeguarding, individual and family therapeutic intervention.

Our work is underpinned by legislative frameworks (the Care Act 2014, the Mental Health Act 1983/2007, the Mental Capacity Act 2005, the Human Rights Act 1998, the Equality Act 2010 etc.), which ensure evidence-based and proportionate interventions in the lives of the people we support.

We work with our partners to provide a multi-disciplinary approach to integrated care, improved communication, and timely joint visits to people who need our services. We work with those who have dementia as well as those with life-long mental illnesses such as depression and anxiety.

We work hard to involve families in assessments and decision making from the start. We have a dedicated carer support worker who can come alongside loved ones with knowledge and compassion at critical times. Our team of social workers and community care workers understand the legal aspect of caring for their loved ones when they can no longer make decisions for themselves and help families through this.

We are creative in care planning recognising that everyone is an individual and one size doesn't fit all. We believe people have the right to take risks even in older age and we champion people's rights to live independently for as long as possible in their own homes and will help find specialist carers to achieve this.

We are skilled in safeguarding older people from those who may not have their best interests at heart.

We are skilled practitioners who have a wealth of expertise and experience in older age mental disorders. We support and work collaboratively with our social care colleagues through the link work scheme where specialist mental health support and joint working is offered to social work colleagues who are working with people who might be experiencing mental health difficulties. This also provides an opportunity to identify people who are in need of social care and would benefit from the care of the specialist mental health service.

We are proud to host student social workers, several of whom have stayed with as qualified workers. We have also supported social workers to complete specialist training as approved mental health professionals, which enhances our legal literacy and speedy access to enhanced expertise. We embrace a grow your own approach

having supported several excellent community care workers through the Open University training programme to become qualified social workers. For the first time this year we are supporting one of our community care workers to undertake the social work apprenticeship programme.

Care Home Education and Support Services (CHESS) – part of Older People Mental Health

CHESS provides support, advice, and guidance to care homes in Torbay. Its role is to support care homes to develop ways to improve the mental health and wellbeing of residents who have a diagnosis of dementia, and who present with the associated behavioural and psychological challenges (BPSD) of the condition.

CHESS is a multi-disciplinary team and develops collaborative partnerships across health and social care to enhance the quality of service and lived experiences of people living in care homes and experiencing the symptoms of BPSD.

In April 2022 a 12-month development project began to implement CHESS as a standalone service with dedicated staff members from Devon Partnership Trust and Torbay and South Devon NHS Foundation Trust. The trial was a success and has been established as the model of care for Torbay-based care home patients with dementia. The service has continued to evolve since then and is now an integral part of the Enhanced Health in Care Homes (EHCH) support framework for care homes.

During the past six months, following investment from NHS England, we have been able to focus on the provision of specialist dementia education to the care homes across south Devon in non-pharmacological approaches. This is in addition to our established reactive support and has given us the opportunity to explore proactive educational work to improve the quality of life for those with dementia residing in residential and nursing care environments. This has been very well received by the care homes and wider health and social care support network.

Mental health adult social care team

During the past year the Torbay mental health adult social care team started using the Torbay electronic system which aligns with our colleagues in other adult social care teams in the Bay to continue delivering a high-quality service.

The team has close links with the Bay's social care teams, and community mental health team. It's in a unique position to provide creative and collaborative services for people across the Bay, working on close links with housing providers, voluntary sector partners and community resources. Our aim is one of a strength-based approach, working with people to find solutions from a wide range of sources.

We have embarked on a journey to review and reimagine our mental health services with a view to developing stronger partnerships not only with our colleagues in secondary mental health services, but also with our social work colleagues in all the teams across Torbay to provide the best quality care for people who need our help.

The team includes mental health social workers and community support workers who assess eligible social care needs and plan support with people and their families and carers. We work with people to identify strengths in their networks and to access services and activities in their community that promote their independence, recovery, and social inclusion.

Where appropriate we work with our partners in the arranging support team to build packages of support to meet people's unmet needs and regularly review the commissioned care, under statutory responsibilities.

We ensure section 117 aftercare rights of a person are reviewed and meet NHS policies, and any commissioned social care support is identified to support hospital discharge and reviewed in the community to ensure it continues to meet people's aftercare needs.

Next year we will review and reimagine our mental health services, with the aim of developing stronger partnerships not only with our colleagues in secondary mental health services, but also with our social work colleagues in all the teams across Torbay,

Our aim is to provide the best quality service for people who may need our help and their families and carers, and to ensure that people with lived experience of mental health have a voice and play a key role in transforming the service.

My story: Ele, a mental health social worker in mental health adult social care team

I have been working with SW who is a vulnerable woman with a diagnosis of Autism and Dissociative Identity Disorder. SW experiences dissociative episodes which impacts on her daily living skills alongside her neurodiversity, and she requires support to live independently in the community.

“There are also safety issues linked to dissociative episodes, and I have needed to support the community team to manage the risks involved in these events which have included periods of being missing and alleged abuse during these times.

“I have worked with SW continually during the past two years and taken time to build the rapport and continuity with SW to develop her trusting relationship in me. This has enabled SW to feel safe and confident in my approach towards her and allow her to share the complexities of her life with her social worker to build a thorough and robust plan of care around her. Having had social workers in the past, it was difficult when she first met me to be able to put her trust in such a professional relationship, however taking the time to listen to her and validate her experiences has allowed us to work well together and it has been a pleasure to not only work alongside SW, but for me to learn as a practitioner first-hand what it involves to experience this condition.”

My story: SW shares her experience of working with Ele:

“Ele’s work with me started with a social care needs assessment. Since then she has responded to many changes in my circumstances with curiosity, compassion and (when needed) humour. When things have been stable and good, she’s left me to it. When things have changed and not been good, her response has always been proportionate. I enjoy working with her- it does feel like collaboration. I have nothing but praise (which is unusual for me) for the way that she has persevered to gain trust and help me live as independently and safely as possible. She understands my needs really well, but also my strengths. I’m a 3D person.”

Approved mental health professionals

Mental health services play a crucial role for supporting our community. The prevalence of mental health issues has surged since Covid-19 and world hostilities.

To deliver our vision to create **thriving communities where people can prosper**, we need to offer accessible quality mental health care and support. The Torbay

approved mental health professional (AMHP) service is a vital part of this delivery of care

Our AMHPs are approved by Torbay Council to carry out certain duties under the Mental Health Act. A key function of the AMHP is considering and coordinating Mental Health Act Assessments (MHAAs). When satisfied that it is appropriate to do so, we are responsible for making applications for detention in hospital for assessment/treatment of mental disorder, alongside various other statutory responsibilities and duties, whilst adhering to the Guiding Principles set out in the MHA Code of Practice (DoH 2015). Torbay has a 24/7 access to an AMHP.

The convening of a Mental Health Act Assessment is complex and wholly dependent upon multi-agency working.

Emergency duty service

We are very proud of our emergency duty service (EDS) and the often-challenging work they undertake in a calm and effective manner.

A social worker is available 24 hours a day, seven days a week. Outside of normal working hours (Monday to Friday, 9am to 5pm), this role is undertaken by the emergency duty service. This is a small team consisting of six qualified social workers and five health and social care coordinators. There is always at least one social worker on duty.

In practice this can mean that we can find ourselves moving from dealing with someone's concerns about a young baby, to arranging a support package for an older person who is near the end of their life, to undertaking a Mental Health Act assessment to determine whether someone needs admission to hospital. The role is therefore wide and varied, and being an emergency duty team means that we never know what situation will arise that needs us to offer support next. Our aims as a team are:

- To ensure that children, young people, and adults within Torbay remain safeguarded from harm.
- To ensure that the statutory social care responsibilities are met in a consistent and timely manner.

- To ensure that people in priority need of housing are placed in accommodation until the next working day when they can have a fuller assessment of need.

Sensory team

We understand the life-changing impact that sight and hearing difficulties, including loss, can have on someone's life.

Our team of specialists and community care workers, including a British Sign Language communication and rehabilitation support worker, play a vital role in supporting people to understand the impact of sensory loss and work with them to reduce isolation, confusion and challenges with communication and mobility difficulties.

We support people living alone to maintain their independence, especially when their confidence has been reduced because of their sight and/or hearing loss. An example of this in practice could be providing equipment to support people to hear the safety alarms and other alerts such as the doorbell or phone to accept visits from family, friends, carers and health professionals.

We advise on support, provide rehabilitation, low vision assessments, and support to people and their carers with hearing and/or sight difficulties to lead independent lives. We work closely with the Guide Dogs Trust to support our young people when they move from children to adults' services.

We visit people in their home to assess need and can provide information and advice, which can include the loaning of equipment such as amplified phones, lighting, alerting equipment and magnifiers.

We team encourage people to attend Jasmyn House, sight and hearing hub in Paignton which is a drop-in centre for people with sensory loss. During drop-in sessions, help and advice is provided, and regular groups are held such as:

- Regular tinnitus meetings.
- Coffee mornings
- Craft club
- Book clubs

My story: Bob (pseudonym)

Feedback from Bob following assessment and support from a rehabilitation office for visual impairment (ROVI) highlighted the following: “I met the ROVI for the first time and was very reticent with her due to not accepting my sight situation. She was very understanding in her approach and made several helpful suggestions, explaining the benefits of white sticks and tactile markers. I was also provided with useful equipment to promote my independence at home including a liquid level indicator, high contrast matt and bright coloured tape to highlight edging.”

We created a feedback form for home visits and groups and for the past 12 months we've had extremely high returns with 100% excellent feedback and also some useful requests for guest speakers at some of the groups.

Group feedback:

"Very good content and the practical was very helpful and useful."

"Bevis exemplifies the ethics of 'praising his pupils'. He has never ending patience with us all and we never feel that we are not keeping up. He is also very humorous which is refreshing and lightens up the sessions".

Transitions – Pathway to Adulthood

Torbay ASC is committed to providing young people with the support they need as they transition from children's services into adult social care. This crucial period of transition is designed to empower young people, ensure continuity of care, and help them live as independently as possible in adulthood. Our approach is person-centred, collaborative, and focused on equipping young people with the skills, knowledge, and resources to thrive in their adult lives. This summary provides an overview of the activities, progress, and plans related to young people in transition in Torbay.

1. Transition process overview:

The transition from childhood to adulthood can be a challenging time, particularly for young people with special educational needs and disabilities (SEND). In Torbay, we follow a coordinated approach to transition that brings together children's services, adult social care, education providers, healthcare professionals, and other relevant agencies.

The transition process begins at least 12 months before the young person turns 18, with a focus on:

- **Assessment of needs:** A thorough assessment is carried out to understand the young person's health, social care, and education needs.
- **Person-centered planning:** We work closely with the young person, their family, and any professionals involved in their care to develop a transition plan that reflects their aspirations, needs, and preferences.

- **Skills development:** Throughout the transition period, the emphasis is placed on developing skills for independent living, including budgeting, cooking, managing personal care, and accessing services.
- **Preparation for adulthood:** Our transition plans incorporate elements of employment, housing, social inclusion, and health, preparing young people for the challenges and opportunities of adulthood.

2. Key achievements and activities:

Person-centred transition plans:

We have seen significant progress in developing tailored, person-centred transition plans for young people. These plans cover a broad range of areas including education, employment, health, housing, and community involvement. Key achievements include:

- **Collaboration with families:** Families have been fully engaged in the planning process, with regular reviews to ensure the plans remain relevant and reflect the changing needs of the young person.
- **Transition support workers:** Dedicated transition workers have been assigned to young people to provide consistent guidance and support throughout the process. They ensure that plans are implemented and that young people are supported in accessing the appropriate services.
- **Education and employment pathways:** We have worked closely with education providers and local employers to support young people in accessing further education, training, or employment opportunities. Several young people have successfully secured apprenticeships or placements within local businesses.

Personal independence and wellbeing:

We have focused on equipping young people with the skills needed for independent living. Several key initiatives have been implemented to enhance personal independence:

Promoting independence – Sarah’s journey

Sarah is a young adult with a learning disability and global developmental delay. She expressed a strong desire to become more independent, although her parents initially felt uncertain about this transition. In response, the social care team worked

closely with Sarah and her family to identify a suitable personal assistant who could support her in developing key life skills.

For 18 months, Sarah was supported to build confidence in using public transport, particularly travelling to and from college and to various social activities. Regular reviews were held throughout this time to ensure the support provided was appropriate, effective, and responsive to Sarah's evolving needs.

As a result of this support, Sarah is now confidently travelling independently by bus to college and planned social events. During this journey, Sarah expressed a new aspiration — to find employment. The team helped her access volunteering opportunities, which eventually led to part-time paid work. Sarah is now successfully employed and has chosen to end her involvement with adult social care, as she no longer feels she needs formal support.

3. Challenges and areas for improvement:

While significant progress has been made, there are still areas that require ongoing attention:

- **Timeliness of transition planning:** Some young people's transition plans have been delayed, impacting their ability to move smoothly from children to adult services. We are working to address this by ensuring that assessments and planning begin earlier, with a focus on meeting key deadlines.
- **Access to ASC services:** Moving to ASC can be complex, particularly for those with complex needs. We have identified the need for clearer pathways and more support in navigating adult services.
- **Mental health and wellbeing support:** Many young people in transition experience mental health challenges, and access to appropriate services can sometimes be inconsistent. We are working to strengthen mental health support within the transition process, ensuring that young people's emotional wellbeing is adequately addressed.
- **Employment and training opportunities:** While some young people have successfully secured employment or education placements, others face barriers to accessing suitable opportunities. We are exploring partnerships with local employers and training providers to improve these opportunities.

4. Plans and actions:

Torbay's ASC service is committed to continuing to improve the transition process for young people. Our plans include:

- **Streamlining the transition process:** We will work towards earlier identification of young people who will require transition support, with a focus on ensuring that assessments and planning start well in advance of the young person turning 18.
- **Developing new partnerships:** We aim to expand our partnerships with local businesses, educational institutions, and housing providers to create more opportunities for young people in transition, particularly in terms of apprenticeships, internships, and supported living options.
- **Improving access to mental health support:** Recognising the importance of mental health in the transition process, we plan to further integrate mental health services into the transition planning process, ensuring that young people receive the support they need to manage emotional well-being as they move into adulthood.
- **Expanding independent living programs:** We are planning to enhance independent living programs to include more tailored support for those with complex needs, ensuring that young people have the skills and confidence to live as independently as possible.
- **Feedback and review mechanism:** We are committed to improving our feedback mechanisms, ensuring that young people and their families have a voice in shaping the transition process. We will be introducing regular surveys and consultations to gather insights and identify areas for improvement.

Focus on the arranging support team

The Arranging Support Team (AST) is a group of nine professionals who work with health and social care teams, people, families, and providers to match individuals with the right support. They focus on specific areas of care, building strong relationships with providers to negotiate fees and provide expert guidance. The team arranges various types of care, including residential placements, home care, live-in care, respite, day care, supported living, and specialist services for complex needs.

They also help prevent hospital admissions and assist with hospital discharge to maintain patient flow. In 2024, the team created a list of voluntary and community

organisations in Torbay, helping people access community support instead of relying on paid services.

The team collects data on care services, which is shared with commissioners to help shape the market and understand service availability and demand. Additionally, they ensure contracts are raised and payments to providers are processed promptly, supporting efficient financial tracking for adult social care spending.

My story: Mr G

Mr G is an elderly gentleman who has various health conditions including dementia. He had several cycles of going from home to hospital into a care home for rehabilitation and then home again, which he found very distressing. Following another hospital admission the arranging support team looked at different options to support Mr G rather than him go into a care home. The broker was able to source wraparound care at a reduced fee to support Mr G at home where he could be in a familiar environment and carry out his usual routines which helps to minimise his distress.

His family said he was settled and doing well, his daughter reports “they are really good at keeping him busy, they always seem to be doing something, which is nice for dad.”

My story: Mr B

Mr B lived on his own with no family or next of kin. He received care from an agency four times a day to support him with his daily needs and had involvement from Rowcroft.

On arriving for their morning visit, the care agency called an ambulance crew who assessed Mr B as being near the end of life and too unwell to move. A broker sourced support for Mr B to ensure his care needs were met and he had someone with him until his passing later that day.

My story: Mrs K

Mrs K is a 59-year-old woman who has a diagnosis of Emotionally Unstable Personality Disorder (EUPD) and has experienced complex trauma. Her physical health conditions include COPD, angina and acute coronary syndrome.

In January 2024 Mrs K was detained under the Mental Health Act. On discharge from hospital, she was provided with a package to support her in the community. This was unsuccessful and a referral was made to AST to find a placement for her. Mrs K had previously received support from a variety of agencies in Torbay including a residential placement, home care and enabling support which were all unsuccessful due to the care arrangements not being able to meet her complex needs.

The broker was able to source a placement for her in a home which specialises in supporting people who have a diagnosis of EUPD. Mrs K moved into the placement in January 2025 and is settling in well.

My story: Mrs J

An urgent referral was made into AST by an occupational therapist (OT) at 1.45pm on a Friday. They had been to visit Mrs J at home following a referral from the district nurse team. Mrs J had recently discharged herself from Jack Sears House, a reablement care home. On visiting Mrs J, the OT found her in bed uncared for and there were signs of domestic abuse. They were concerned for her health and wellbeing and concluded she needed to go into a placement as soon as possible.

Within an hour of receiving the referral the broker sourced a placement for her to move into that afternoon. The OT had exhausted all options to arrange transport; pulling on the resources of our adult social care teams, our in-house day service provider was able to provide a minibus and driver to support with moving her. A HSCC liaised with her GP to organise essential medication.

Altogether, seven members of staff across five different teams worked together swiftly to make sure Mrs J was in a place of safety where her needs could be met.

Signposts for Carers - information

Signposts for Carers is Torbay carers' information and advice service. It's the first stop for anyone with a caring role in Torbay. The service is available 9am-4.30pm, Monday to Friday (except bank holidays) by phone, email or in person at Torbay Hospital's advice point on level 4 main reception.

Carers can also drop into the Carers Centre at Paignton Library or make appointments at Brixham or Torquay Carers Centres.

Colin is the Signposts Information Officer.

What is the best part of your job?



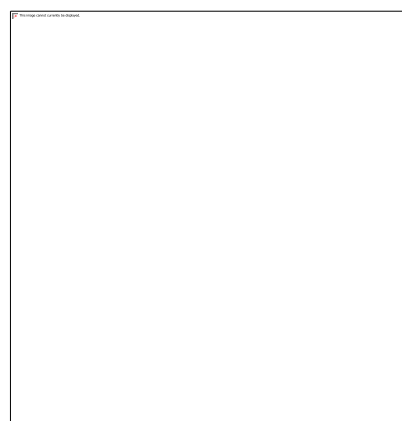
“Providing people with information that supports them with their caring role. Referring carers onto carer support workers and other agencies to boost their confidence and enable them to thrive. Carers should know that they are not alone in their caring role. They should not struggle in silence or solitude. Support, advice and advocacy are all available in various forms from many different agencies. It only takes a

phone call or email to Signposts for Carers.”

This year the service has answered 786 phone calls, made 482 visits and responded to 1189 email queries. The service has posted 1393 register packs.

Carer support workers

The mainstay of the carers services is the carer support workers which is based in GP surgeries. They undertake carers’ health and wellbeing checks / assessments. This helps carers to look at the impact of their caring role and give them the support that they provide.



This year our GP-based carer support workers have undertaken 629 assessments (against a target of 500).

There are other carer support workers based in mental health services, older people’s mental health and working with young adult carers aged 16-25 or carers from the armed forces community.

Carers Aid Torbay provides assessment, support and advocacy.

This year Carers Aid workers have completed 148 assessments against a target of 100. Its Bay Benefits service also brought in £731,291 in additional benefits to carers in Torbay in 2024.

Various support workers also run groups which offer carers' peer support, with positive feedback, including:

"Great friendly environment to come to and chat with other carers. It's a good place to get out of the house and to get help and advice if needed."

"I have found Wednesdays every month to be very informative. Everyone is friendly and you soon learn from other people, and to have someone listen is the best thing."

"Discussing circumstances is very helpful and I have learnt a lot. Would be nice to do a few more activities/ quiz so I can get to know people better."

"Convenient location and free parking is good. I received a friendly welcome and it felt easy to make conversation with other carers. I asked a question of the organisation and was pointed in the right direction."

"This was my first visit and have found it relaxing and pleasant to be able to talk to others that understand where I'm coming from."

"A friendly group of people, the carers' support is very helpful with anything that you need."

"I really look forward to coming to this group. I can speak freely, get useful advice and meet understanding people. We have a laugh and chat about all sorts apart from our caring roles."

My story: Sally Smith, a hospital carer support worker

"My role is to speak up for carers when the person they care for is in hospital. I offer help around complex discharge planning and support carers to have the right conversations to get what they need in hospital and when they leave hospital. I also signpost carers to community and volunteer support. Part of my role is to identify carer stress and put things in place to avoid situations reaching crisis point."

What is the best part of your job?

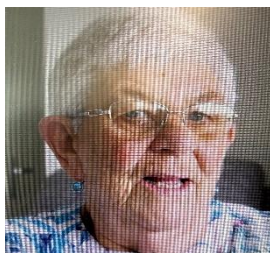
“Helping carers to navigate the help and support that is available when the person they care for is in the hospital. I find preventing people from feeling isolated in their caring role and ensuring their voice is heard very rewarding.”

Involving carers

Carers have been involved in many aspects of carer services work.

[They've written five 'I statements' saying what Carers' priorities are for the Carers' Strategy.](#)

Carer ambassadors involved in the Learning Disability Partnership Board, the Autism Partnership Board and the Carers' Strategy Steering Group. They've also helped re-write and re-design some of our carers' leaflets.



[Diane Clarke](#) tells us about her experience of Carer's support

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 neglect 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 people or their representatives to establish their preferred outcomes to concerns and work with people 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.

Qualitative feedback on safeguarding responses

We actively seek feedback from people who experience safeguarding responses. We commission independent quality checkers who undertake discovery interviews with those who consent to giving feedback. We then receive summary reports from the quality checkers and feed this information back to frontline practitioners via our Safeguarding Adult Improvement Group. An example of feedback given in 2024 is:

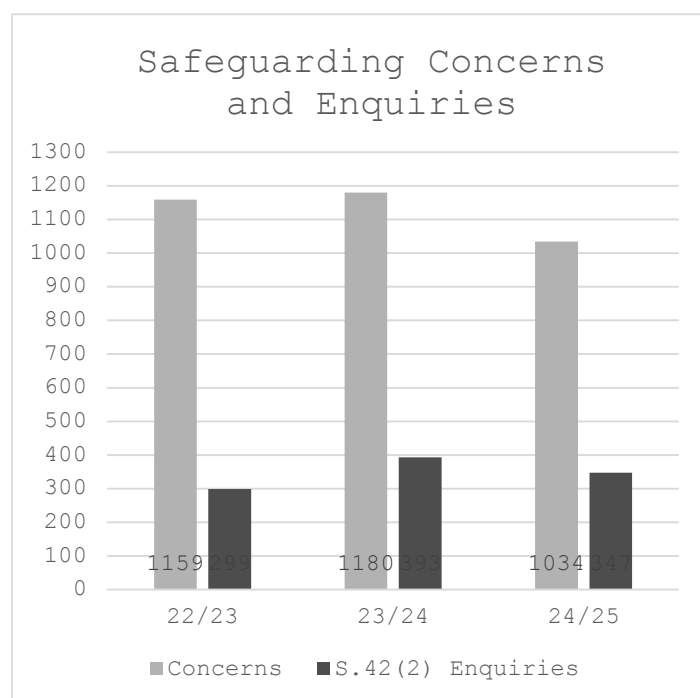
I feel the safeguarding process was detailed and robust in ensuring that relevant policies, procedures, and practice were reviewed and updated to ensure appropriate safeguards were implemented and embedded where required. The evidence indicates that best interests' decisions considered the principles of least restriction in relation to any protective measures that were required" (Independent Mental Capacity Act Advocate)

'All questions were answered positively with all objectives fully met, when asked about safety, the response was "Absolutely". (Quality Checker summary of discovery interview)

She felt that all outcomes were fully achieved, she felt listened to and "much safer". (Quality Checker summary of discovery interview)

Safeguarding adult enquiries summary

Section 42 of the Care Act 2014 requires that local authorities must make enquiries or cause others to do so if it believes an adult with needs for care and support are experiencing or at risk of abuse or neglect.



From April 2024 to March 2025 there were 1034 safeguarding adult concerns were received which is a 12.4% **decrease** on the previous year. The number of concerns which proceeded to Care Act s.42(2) enquiry **decreased** by 11.7% **to 347**. The conversion rate from concerns to s.42 enquiries increased by 0.3% to 33.6%. The table below provides a comparator during the past three years.

Our work in this area primarily divides between the adult social care community operational teams who respond to safeguarding concerns and our market management team which works with care homes and domiciliary care providers to promote high quality care and proactively monitor quality standards.

We also work closely with Devon and Cornwall Police, Devon Partnership NHS Trust, NHS Devon and the Care Quality Commission both in causing enquiries to be made and maintaining strong local partnership arrangements.

Last year, the most common types of alleged abuse were neglect, self-neglect, financial and physical.

During 2024/25 we completed one large-scale safeguarding enquiry in response to system-wide safeguarding adult concerns.

Torbay and Devon Safeguarding Adult Partnership (TDSAP)

TDSAP oversees local safeguarding arrangements and has a structure to support its objective to protect adults with care and support needs.

The structure includes learning and improvement and performance and quality assurance sub-groups. The partnership also has a specific Safeguarding Adult Core Group responsible for commissioning and overseeing Safeguarding Adult Learning Reviews. The partnership has an independent chair who oversees local arrangements.

The TDSAP Strategic Business Plan for 2025 – 2028 sets three priorities:

- Seek assurance from partners in relation to practice improvements in key risk areas.
- Seek assurance from partners that learning from Safeguarding Adult Reviews (SARs) is embedded into practice.
- Improve awareness, engagement and inclusion.

More information on the partnership can be found at

www.devonsafeguardingadultspartnership.org.uk

We continue to support the partnership to meet its strategic objectives.

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 SARs is to identify learning not to apportion blame.

In this reporting period there have been three SAR referrals to TDSAP connected to our local area. Two referrals related to people in circumstances of self-neglect have been identified as meeting section 44 Care Act safeguarding adult review criteria by the TDSAP, which is a system wide referral. The Partnership published seven SARs

which are available on the TDSAP website here. The learning and improvement subgroup ensures that recommendations from learning reviews are completed and is supported by a number of organisations, including ourselves.

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 the Devon Advocacy consortium. We regularly refer people and have contract monitoring systems in place to monitor uptake of services.

Deprivation of Liberty Safeguards

The Deprivation of Liberty Safeguards (DoLS) procedure is designed to protect people's rights if the care or treatment they receive in a hospital or care home means they are, or may become, deprived of their liberty, and they lack mental capacity to consent to those arrangements. For example, where due to the serious onset of dementia someone's capacity to act safely is significantly affected.

We proactively work with colleagues across the South West to ensure our systems and processes remain contemporary and as streamlined as possible.

Safeguarding adults: a summary

We constantly strive to understand emerging issues for safeguarding adults in Torbay and our joint board arrangement with Devon County Council assists in driving collaborative responses to the safeguarding adult agenda.

We promote a zero tolerance of adult abuse, and that safeguarding adult is everyone's business. 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 next year is to support TDSAP in meeting its strategic priorities as well as ensuring qualitative feedback is sought and listened to from those who experience a safeguarding adult response.

Technology enabled care service (TEC)

It's been an extremely busy year for the service, with more staff being trained and an increase in people using the service. TEC's position and recognition of an alternative to in-person care, helping people to stay independent and confident in their own situation, has grown, and Torbay has seen the benefit of this. This has led to a greater involvement in social care package input through multi-disciplinary working across all teams.

Our teams are committed to embedding TEC across Torbay's ASC service to empower people to fulfil their potential, retain their independence and remain at home. Focus was given to improve practice across teams to drive the opportunities for people to receive TEC as part of packages of care.

Key improvements include:

- Since April 2024, 29% of new people who draw on care and support are now receiving TEC.
- An additional 28 TEC champions have been created across teams since July 2024
- A staff practice survey identified increased confidence using TEC and further initiatives are being identified to help them improve.
- A TEC decision-making tool launched with teams to assist with linking people's outcomes and TEC equipment.

Work is also underway to develop a new TEC model to commission.

Training has been a focus of the year, with many of the staff receiving specialised approvers and awareness sessions so that knowledge can be cascaded into the teams. We have generated more guidance than ever before to allow staff more access to equipment functionality. TECS has also supported Jack Sears House by providing a box of demonstration equipment for residents to see and for staff to explain how it could be of assistance as they are discharged home.

The TECS team has been involved in various projects throughout the year alongside a delivery partner, including: input into review and insights team activity; a pilot involving the remote sensor system, Canary Care; assisting a project with the health and social care coordinators when reviewing people's support packages.

The service is due to be recommissioned as the term has matured, and in-depth requirements work on a service that will best serve our community have been another major focus of the year. Staff and members of the public should expect to see a new service begin in 2025/26/

The team is fully linked into local, regional, and national subject groups and regularly attends sessions both online and in-person to learn best practices and bring new and innovative input to the service in Torbay; this will continue as we seek to be a forward-thinking and market leading TECS provider in the UK.

Experiences

My story: Mr T

Mr T, a 29-year-old with learning difficulties, lives with his mother. His goal is to find suitable accommodation to live independently in the community and to feel safe using public transport. However, due to a previous bad experience, Mr T does not feel comfortable traveling outside his current town and experiences anxiety when using public transport.

The social care and TEC teams met with Mr T to explore TEC solutions that could support his needs. With his consent, they provided him with an Oysta Pearl II, a device that includes:

- An emergency button
- A falls detector
- A loudspeaker phone for two-way communication
- A location tracker

The Nottingham Rehab Service Ltd (NRS) technician demonstrated how to use the Oysta Pearl II, to make sure Mr T felt confident using the device. .

Since receiving the Oysta Pearl II, Mr. T's confidence has increased significantly. He is now looking forward to using public transport independently, which will allow him to expand his accommodation search and meet new friends. Knowing he can call for help if he feels threatened or anxious, he feels safer and more in control of his journey toward independent living.

My story: Mrs B

Mrs B, an 80-year-old woman, often forgets to take her morning medication. Her daughter, who works full-time, is unable to provide daily support. Concerned about the risk of hospital admission, Mrs B's daughter contacted the social care team to explore possible solutions that could help her mother manage her medication independently.

The team recommended Memrabel 3 as a suitable solution to support Mrs B's needs. With her consent, the device was ordered and installed, and both Mrs B and her daughter were shown how to operate it. The Memrabel 3 provides timely reminders, enabling Mrs B to manage her medication without requiring carer support.

Since using the Memrabel 3, Mrs B has reported a significant reduction in anxiety and feels more in control of her medication and overall wellbeing. Her daughter has also expressed relief and reassurance, knowing that her mother can remain independent while effectively managing her medication.

Jack Sears Rehabilitation Unit



Jack Sears is a 29-bed rehabilitation unit in Paignton which opened in June 2024. It aims to support people to recover and regain independence to be able to return home.

People can be admitted from hospital or if they are struggling at home. Common reasons for admissions are falls, fractures, infections and reduced mobility due to illness. Staffing in the unit consists of a team of carers and a therapy team

(physiotherapist, occupational therapist, assistant practitioner and support worker).

We also have visits from nursing, pharmacy, GPs and dieticians. Assessments are carried out by the therapy staff on the day of admission and rehabilitation goals are jointly agreed.

Since Jack Sears opened, we have admitted 209 patients. 87% were admitted from hospital and 13% from the community. The average length of stay for a patient is 22 days and 75% of patients were able to return to their own homes. 2% of patients were transferred to a long-term care home placement.



Jack Sears – Patient Stories



My story: Mr C



Mr C

My admission

I was admitted to hospital following a fall and unfortunately fractured my hip and required surgery. Following my surgery, I was only able to stand up with the help of two staff and I was not able to walk. The hospital recommended I go to Jack Sears rehab unit to have intensive therapy to help me walk again. On the day I arrived, I was feeling very low in mood and tearful. My wife had recently been admitted to a care home due to her dementia and I missed her. I had not been able to visit her since before my fall. The staff in Jack Sears immediately arranged for me to speak with my wife by a video call. They also arranged to take me to visit her at the care home a couple of days later, even arranging flowers and a card to celebrate our anniversary. I felt that the staff understood what mattered to me and this helped me to feel more positive about my future.



My rehab

I was assessed by the therapy team, and they discussed what my goals were with me. I wanted to be able to walk with a frame and to be able manage the stairs to return home. The therapy team and the carers helped me to achieve this within a few weeks. They also took me home for a visit and to decide what equipment may help me at home. The team also discussed with me what help I may need at home initially and we agreed I would benefit from four carer visits a day initially and hopefully this would reduce as I settled, and my confidence increased.



My discharge

I returned home with my care package to support me and was also visited regularly by the community therapy team. I told them I wanted to be able to walk outside and be able to take a taxi to visit my wife. They gave me an outdoor walker to use and practised this with me. I was able to visit my wife within a week of returning home. My confidence increased and I was able to manage



Jack Sears – Patient Stories



My story: Mr B



Mr B

My admission

I was admitted to hospital with a chest infection. I was very poorly and needed to stay in bed for several days. As I have Parkinson's disease my ability to walk declined very quickly and I was pleased to be able to come to Jack Sears to help me walk again.



My rehab

The physiotherapist came to see me and checked my chest as well as my mobility. I was given exercises to do which the carers helped me with. They also helped me to practise walking. I needed two people to help me stand up initially and I could only take a few steps. A dietician also came to see me as I had lost a lot of weight. My wife and I had a meeting with the team to plan for me returning home and what support I may need.



My discharge

I returned home after 10 days.. I was able to walk with a frame by myself and I could manage the stairs. The community team visited me to help with showering and I was soon able to manage this with just support from my wife. I am so grateful for my time at Jack Sears. I will always remember how caring the team were, particularly on my first night when I was anxious and a carer sat and talked with me to help me feel calm; I never felt alone. This was so important to me at that time.

Preparing for Care Quality Commission inspection of Adult Social Care

The CQC assessment of local authorities was reintroduced as part of the Health and Care Act 2022, after a break of 10 years. CQC has the responsibility to assess how well local authorities are meeting their duties under part one of the Care Act.

The CQC assessment is broken down into four themes with nine sub sections.

Theme 1: Working with people	Theme 2: Providing support	Theme 3: Ensuring safety	Theme 4: Leadership
<ul style="list-style-type: none">• Assessing needs• Supporting people to live healthier lives• Equity in experiences and outcomes	<ul style="list-style-type: none">• Care provision, integration and continuity• Partnerships and communities	<ul style="list-style-type: none">• Safe systems, pathways and transitions• Safeguarding	<ul style="list-style-type: none">• Governance, management and sustainability• Learning, improvement and innovation

As part of our preparations for an upcoming CQC assessment, there have been several activities undertaken:

- Completion of a self-assessment describing areas of good practice and areas which need improving
- Identification of 50 cases, of which CQC will randomly select eight to 10 to talk to about their experience of care and support provided.
- Evidence gathering for the information return, requested by CQC.
- Staff engagement sessions, sharing key information around the CQC assessment process, overview of key policies, reflection of good practice and open discussions in relation to what could be improved.

- Mock inspections of teams, giving staff an idea of what to expect, also highlighting team strengths and areas of improvement.

Along with our internal preparations, in June 2024 we took part in the [LGA peer review challenge](#)

Areas of Strength	Areas for Improvement
<ul style="list-style-type: none"> • Our new Section 75 agreement and our long-embedded integration of health and social care services. • The Partnership Boards also received praise and were described as very good. • Quality individualised care through the Multi-Disciplinary Team and people are kept safe and urgent issues responded to well. • Ambassadors were seen as a good example of giving local people a voice. • Case file audit – good practice around legal decision making, least restrictive practice and good person-centred practice. 	<ul style="list-style-type: none"> • More work to do in relation to carers - communication and expectation management and explaining how different services interact with each other. • Improve staff awareness of priorities plans and strategies. • Direct payments are below the England average, processes not well understood or embedded in teams. • It was recommended that we should develop our Equality, Diversity and Inclusion work, and ensure its more visible across Council and Integrated Care Organisation (ICO).

With the areas of improvement and the recommendations given in the report an action plan was put into place, and work has commenced. The Peer Review Action Plan is reported on quarterly to the Adult Social Care and Health Overview and Scrutiny Sub-Board and its current progress can be viewed [here](#).



Healthwatch Devon, Plymouth and Torbay – Response to the TSDFT Local Account Summary 2024/25

Healthwatch in Devon, Plymouth, and Torbay welcomes the publication of the Local Account Summary 2024/25 and appreciate the commitment of Torbay Council and the Integrated Care Organisation (ICO) to transparency, co-production, and service improvement.

Healthwatch is pleased to see that feedback from people using services, carers, and community partners has informed service developments over the past year. The increased focus on prevention, independence, and person-centred care is welcome, especially in light of rising demand and financial pressures.

We particularly commend the report's emphasis on "Amplifying people's voices" and "Improving feedback and embedding learning." The increased integration of service user and carer experiences, including video content, is a positive step towards truly person-centred care. The success of initiatives like the co-designed dementia carers' training programme and the "Amplifying People's Voices" engagement project with care home residents are excellent examples of co-production in action.

Our own Healthwatch report on unpaid carers further underscores the importance of collaboration, with carers' feedback actively shaping survey development and guiding conversations. This Carer feedback, collected through our joint engagement activities, has rightly shaped new initiatives such as co-designed dementia training and improved recognition of carers in service contacts. However, our engagement still shows that many carers face significant challenges, including inconsistent communication, limited access to respite, and lack of visibility of available support. We support the Council's commitment to improving these areas and call for measurable outcomes to ensure carers' experiences improve in practice.

We welcome the development of the Autism Partnership Board, and the way it is driven by voices of autistic people, their carers, professionals and local organisations. People with lived experience have been at the centre of strategy, events, and practical tools like the health passport. Similarly, the mental health service developments – particularly efforts to improve transitions, recovery-focused planning, and integration with community support – reflect what some people have shared with us about their needs and aspirations.

We also note the council's efforts to improve learning from complaints, and to embed service user feedback into quality assurance. We believe it's vital this learning is routinely shared with the public, to build trust and show how listening leads to change. This is echoed in a recent report into the NHS Complaint's process from our national partner Healthwatch England, which among other areas recommended the development of a culture of listening to and learning from complaints.

The progress in data-driven performance reporting, the reablement pilot's success in increasing independence, and the streamlining of access to adult social care services are commendable. We look forward to seeing the continued positive impact of these initiatives.

Finally, we applaud the emphasis on working with the voluntary sector and community partners to provide earlier support, especially through initiatives like the community hub and helpline. These routes often make a difference in preventing crisis, and we encourage further investment in this area.

Healthwatch remains committed to working collaboratively with Torbay Council and its partners to ensure that adult social care services continue to evolve, respond to community needs, and provide high-quality, person-centred care for all residents in Devon, Plymouth, and Torbay.

We look forward to continuing our work with the council, the ICO, and wider system partners to amplify people's voices and ensure services across Torbay remain responsive, accessible, and accountable.

Meeting: Cabinet

Date: 19 August 2025

Wards affected: All wards

Report Title: Homelessness and Rough Sleeping Strategy Action Plan (2025 – 2030)

When does the decision need to be implemented? 19 August 2025

Cabinet Member Contact Details: Councillor Hayley Tranter, Cabinet Member for Adult Social Care and Public Health and Inequalities plus Communities

Director Contact Details: Anna Coles, Director of Adults and Community Services

1. Purpose of report

- 1.1 To seek approval for the Homelessness and Rough Sleeping Strategy Action Plan for Torbay. The Homelessness and Rough Sleeping Strategy spans five years, and the attached action plan outlines the delivery of the Strategy for the first 12 months starting from April 2025.

2. Reason for proposal

- 2.1 After the Homelessness and Rough Sleeping Strategy was approved at Full Council in December 2024, the focus shifted to creating an action plan and encouraging collective ownership and delivery by all parties in Torbay.
- 2.2 A key theme of the strategy is that it requires a collaborative approach with local system partners, ensuring collective delivery, oversight and responsibility.
- 2.3 A group of 45 organizations and individuals developed the action plan and discussed forming the Torbay Homelessness & Rough Sleeping Partnership to oversee its implementation. The action plan has been reviewed and ratified by the invited participants.
- 2.4 It aims to achieve the following:
- Foster cohesion within the sector, ensuring a strong, informed voice on homelessness.
 - Establish fundamental basics of information, communication, and connectivity to prevent and manage homelessness across Torbay.
 - Create clear accommodation pathways and provide a firm offer of assistance across the sector.
 - Ensure clear direction in this area of work and delivery.
 - Promote connectivity across various Council and partner strategies, recognising homelessness as a system-wide challenge requiring a collective solution.

3. Recommendation(s) / Proposed Decision

- 3.1 that the Torbay Homelessness and Rough Sleeping Strategy action plan, as set out in Appendix 1 to the submitted report be approved;
- 3.2 that Adult and Health Overview & Scrutiny Sub-Board be requested to track delivery against the action plan on a quarterly basis; and
- 3.3 that any subsequent changes or additions to the action plan be approved by the Director of Adult and Community Services, in consultation with the Cabinet Member for Adult and Community Services, Public Health and Inequalities.

Appendices

Appendix A – Homelessness and Rough Sleeping Action Plan 2025-2030

Action Plan – updated with progressed as of end Q1 - June 2025.

Background Documents

[Homelessness and Rough Sleeping Strategy 2024-2030](#)

Supporting Information

1 Information

- 1.1 The Homelessness and Rough Sleeping Strategy is the over-arching strategic document focusing on the activities to address homeless in Torbay. It sits within the Council's policy framework and provides the context for other plans policies and strategies, such as the Housing Strategy and the Domestic Abuse and Sexual Violence Strategy.
- 1.2 Following the Homelessness and Rough Sleeping Strategy being approved at full Council in December 2024, this action plan has been developed as a mechanism to implement the priority objectives highlighted in the strategy.
- 1.3 The priorities reflect the broad range of work that we do to meet local housing need, including developing affordable housing, maintaining housing standards, and helping people to stay independent in their own homes, whilst preventing homelessness. Within each theme officers have identified key aims of the Council, which are considered to directly contribute to the overall sense of community health and wellbeing in the Bay.
- 1.4 A relational engagement session took place on 24th February 2025, in which 58 local interested parties and stakeholders were invited to attend to design a way of collectively taking the strategy forward and developing the action plan. Of the 58 invited, 45 individuals attended the session, showing that there is a great willingness within Torbay to work together to tackle homelessness and rough sleeping. Attendees included representatives from VCS organisations, Torbay Council, Devon & Cornwall Police, faith groups, housing providers and elected members.
- 1.5 Attendees at the session were encouraged to discuss how they could collectively develop some key deliverable actions that link to the action plan, which have been used to develop the action plan (appendix A). It should be noted that lead organisations and individuals may change as the partnership develops and wider responsibility for its delivery is achieved across all partners in Torbay.
- 1.6 One of the key deliverables from the Strategy is to build a collective understanding of the whole picture of homelessness together. The performance framework therefore needs to consist of the key milestones, quantitative data on levels of homelessness etc, and qualitative information to understand why and the longitudinal assessment of intervention and impact. This will enable us to track the impact of the interventions proposed. A cross organisational dashboard will be developed for the partnership as well as a Council based dashboard with key indicators also being presented on the corporate performance dashboard.

2 Options under consideration

- 2.1 Consider the adoption of the Homelessness and Rough Sleeping Action Plan, in support of the Homelessness and Rough Sleeping Strategy for Torbay.

3 Financial opportunities and implications

- 3.1 Any financial commitments delivered through the action plan that are not within existing budgets, would be subject to further approval.

4 Legal Implications

- 4.1 The Homelessness and Rough Sleeping Strategy is a statutory requirement under the Homelessness Act 2002. It is good governance to produce an accompanying action plan to ensure delivery.

5 Engagement and consultation

- 5.1 The Homelessness & Rough Sleeping strategy has been developed in partnership with other interested parties and stakeholders who actively work with individuals who are homelessness and/or sleeping rough.
- 5.2 As part of this strategy, a number of key actions were developed. This was expanded upon in the relational engagement event which took place in February 2025, to collaboratively develop a partnership action plan that is co-designed and co-delivered. The action plan has been ratified by all those invited.

6 Procurement Implications

- 6.1 Should the Council wish to hire goods, or services to facilitate the objectives in the action plan, then more specific reports detailing this will be presented.

7 Protecting our naturally inspiring Bay and tackling Climate Change

- 7.1 There are no significant climate change implications. Any climate change implications would be subject review as part of the development of the associated action plan. Any resulting considerations are likely to result from the provision of accommodation.

8 Associated risks

- 8.1 Homelessness is a priority for Torbay Council and as such the strategy and therefore its action plan provides the framework for further development and coordination to achieve its ambitions.

- 8.2 Homelessness is a multi-faceted issue requiring input from other key documents such as the Housing, Domestic Abuse and Sexual Violence and Economic Development Strategies to name but a few. The integrated delivery and read across of all of these documents is key to have maximum impact on homelessness. Therefore, actions associated with other key delivery are not included in this action plan but are key to ensuring its success, but also therefore poses a risk.

9 Equality Impacts Assessment

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age Page 228	<p>18 per cent of Torbay residents are under 18 years old.</p> <p>55 per cent of Torbay residents are aged between 18 to 64 years old.</p> <p>27 per cent of Torbay residents are aged 65 and older.</p> <p>Torbay experiences above the England average for people who are homeless above 45-year-old. Age profile associated with homelessness is in the evidence document associated with the strategy</p>	<p>The Homelessness and Rough Sleeping Strategy and Action Plan recognises that people tend to experience increased fragility as they age, and that safe secure accommodation is vital to ensure wellbeing.</p> <p>Age can also impact on the extent of life skills to maintain a tenancy and differential impact of Housing Benefit on affordability.</p>	<p>Equality implications have been continuously reviewed through the delivery of the strategy/ action plan. Specific actions have been considered addressing youth homelessness and wider accommodation and support needs built into the development of an accommodation pathway. The action plan also aims to remove the need for B&B accommodation.</p>	<p>See action plan.</p>
Carers	<p>At the time of the 2021 census there were 14,900 unpaid</p>	<p>It also recognises that good quality and safe accommodation is vital to ensure</p>	<p>Equality implications have been be</p>	<p>See action plan.</p>

	carers in Torbay. 5,185 of these provided 50 hours or more of care.	wellbeing for people who are already facing additional pressures.	continuously reviewed through the delivery of the strategy/action plan.	
Disability	In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.	The Homelessness and Rough Sleeping Strategy and Action Plan recognises that people with disabilities and in particular learning disabilities face increased vulnerabilities when compared to the wider population. Safe secure, accessible accommodation is vital to ensure wellbeing when alleviating homelessness.	Equality implications have been reviewed through the delivery of the strategy. Accessibility temporary accommodation for those with mobility issues will be included within the strategy. Support requirements have been built into the proposed model of delivery for temporary accommodation going forward.	See action plan.
Gender reassignment	In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.	Limited information exists about the number of transgender people experiencing homelessness, national data however suggests that trans people are more likely to experience rough sleeping and homelessness and experience wider safety concerns.	Services will work in a person centred and trauma informed manner to ensure that individual needs are met	Not applicable.
Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	There is no differential impact anticipated.	Not applicable.	Not applicable.

Pregnancy and maternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). Approx 11% of households that are homeless are single females with a child. A small proportion will be pregnant.	Pregnant women at risk of or experiencing homelessness that are not in appropriate or settled accommodation can face significantly greater health risks while unstably housed.	Services will work in a person centred and trauma informed manner to ensure that individual needs are met, and that appropriate accommodation is provided.	See action plan.
Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the Southwest and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.	The Homelessness and Rough Sleeping Strategy and Action Plan recognises that people who are from black, Asian or minority ethnic backgrounds are more likely to experience financial hardship.	Services will work in a person centred and trauma informed manner to ensure that individual needs are met. Specialist Housing Officer is in place to work with those refugee and asylum seeker communities.	Not applicable.
Religion and belief	64.8% of Torbay residents who stated that they have a religion in the 2021 census.	There is no differential impact anticipated.	Not applicable.	Not applicable.
Sex	51.3% of Torbay's population are female and 48.7% are male. Single males represent the highest general grouping of homeless applicants owed a relief duty at 54% and 22% for single females.	The Homelessness and Rough Sleeping Strategy and Action Plan recognises that families and households headed by females are more likely to experience financial hardship and be on lower income and thus, experience homelessness.	Services will work in a person centred and trauma informed manner to ensure that individual needs are met.	See action plan.

		Single females experiencing rough sleeping are also more vulnerable to wider exploitation.		
Sexual orientation	In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation. The Homelessness and Rough Sleeping Strategy and Action Plan recognises that the results of the LGBTQ+ survey in November 2025.	While data is limited, research has shown the members of the LGBT+ community are more likely to be homeless when compared to the wider population.	Actions related to ensuring appropriate advice and a mechanism by which to report discrimination are in place.	See action plan.
Veterans	In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay, 5.9 per cent of the population have previously serviced in the UK armed forces.	Veterans are recognised specifically within the Housing Act.	Services will work in a person centred and trauma informed manner to ensure that individual needs are met and meet the requirements within the concordat.	See action plan.
Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)	32% of Torbay residents living in an area amongst the 20% most deprived areas in England.	Approximately 27% of residents in Torbay live in private rented accommodation with loss of tenancy being the main reason for homelessness.	The Homelessness and Rough Sleeping Strategy / action plan recognises that socioeconomic factors are a key determinant in shaping an individual's	See action plan.

			housing situation and accessibility and therefore refers to the Housing Strategy.	
Public Health impacts (Including impacts on the general health of the population of Torbay)	There is significant variation in health and wellbeing across the bay. In our most affluent areas residents can expect to live on average over eight years longer than those living in our more deprived communities.	The correlation between poor quality housing and health are well documented. A review of the evidence shows that Torbay has a higher than national average support for associated mental health assistance.	Services will work in a person centred and trauma informed manner to ensure that individual needs are met.	See action plan.
Human Rights impacts		The Council recognises that good quality housing and accommodation is vital to upholding human rights. Nobody should be criminalised for simply having nowhere to live. It also recognises the right to family life and right to privacy.	Services will work in a person centred and trauma informed manner to ensure that individual needs are met.	See action plan.
Child Friendly	Torbay Council is a Child Friendly Council, and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people.	Young people, care experienced and those in families can all become homeless.	Specific actions have been considered addressing homelessness experienced by care experienced and young people. The provision of family temporary accommodation has also been addressed.	See action plan.

10 Cumulative Council Impact










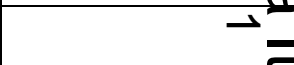

- 10.1 Housing is integral to wellbeing, health and the economy. Effectively addressing homelessness is therefore instrumental in mitigating the impacts on other service delivery and seen as a preventative tool.
- 10.2 The strategy requires an integrated and holist implementation across the organisation both internally and with partners.

11 Cumulative community impacts

- 11.1 The impact of homeless of our communities is significant. An effective strategy will have long last impacts.
- 11.2 The delivery also needs to be owned by external organisation both statutory and voluntary sector.

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Homelessness & Rough Sleeping - Priorities

Homelessness & Rough Sleeping - Priorities			
Priority 1: Increasing early help and prevention			
Action Plan Projects		Completion Date	Organisation and/or Partnership Responsibility for overseeing Progress Tracking %
Objective 1. To provide the right advice at the right time			
1.1.1	Continue to transform Prevention and Engagement services so that they are accessible when and where people need them		
	Develop a training programme for Torbay Council staff to ensure information and advice is accessible and up to date.	June 2025	Lianne Hancock, Torbay Council  100%
	To review and codesign potential alternative offer to private landlords i.e. incentives to improve access to accommodation.	October 2025	Lianne Hancock, Torbay Council, Homelessness & Rough Sleeping Partnership. 
1.1.2	Re-design and develop the Council's website, ensuring information and advice is available to help people resolve their own situation		
Page 235	Review all Housing website information and provide an integrated housing landing page.	June 2025	Tara Harris, Torbay Council  100%
	Information produced on Renters Rights Bill to be accessible across partnership websites.	October 2025	Lianne Hancock, Rob Kelly, Torbay Council, Karen Marcellino, Torbay Communities 
	Members of Partnership to review web content and identify areas of improvement to assist people resolving their own situation.	TBC by Partnership	All, Homelessness & Rough Sleeping Partnership 
1.1.3	Implement face to face facilities to ensure accessibility for all		
	Establish face to face appointment based facility for minimum of 12 Hours per week with the ability to invite support agencies/partners to assist clients.	June 2025	Mike Parker, Torbay Council  95%
	Explore the feasibility of using Paignton Library to host face to face appointments to increase capacity for face to face appointments.	July 2025	Mike Parker, Torbay Council/Claire Bithell (Community Hub & Health & Wellbeing Network) 
	Provide advice about housing in the community in family hubs, where a range of services for families are located.	April 2025	Lianne Hancock/Rachel Setter, Torbay Council 
	Joint partnership appointments at Leonards Stocks Hostel to enable planned move on from the Hostel.	April 2025	Katy Fisher, Leonard Stocks Centre 
1.1.4	Strengthen our partnership commitment to joint working on homelessness prevention		
	Developing a universal training program accessible for all that may encounter people that are at risk of homelessness.	December 2025	Homelessness & Rough Sleeping Partnership 
	Further development of cross working related to pre-enforcement action support.	October 2025	Rob Kelly, Torbay Council, Sue Julyan, Torbay Citizens Advice  20%
1.1.5	Develop a Homelessness & Rough Sleeping Partnership to connect services responding to homelessness.		

Action Plan Projects		Completion Date	Organisation and/or Partnership Responsibility for overseeing	Progress Tracking %
	Establish Steering Group.	June 2025	Tara Harris, Torbay Council	<div><div></div></div> 70%
	Agree governance structure, Terms of Reference and membership of Partnership.	July 2025	Chair of Homelessness & Rough Sleeping Partnership	<div><div></div></div> 40%
	First meeting of Homelessness & Rough Sleeping Partnership.	July 2025	Chair of Homelessness & Rough Sleeping Partnership	<div><div></div></div> 40%
1.1.6	Put information sharing agreements and consent forms in place so that anyone approaching services (with their permission) only need tell their story once.			
	Develop and implement joint data sharing protocol.	August 2025	Tara Harris, Torbay Council, Tracey Cabache, Torbay Communities (then cascaded to other local voluntary sector partners).	<div><div></div></div> 70%
	Explore options for a shared information and case management platform so people can be supported collectively.	January 2026	Chair of Homelessness & Rough Sleeping Partnership	<div><div></div></div> 30%
	Review and implement a co-ordinated assessment form to avoid duplication of people having to give information multiple times.	July 2025	Dave Parsons/Jo Beer, Torbay Council	<div><div></div></div> 20%
1.1.7	Deliver timely, accurate and accessible housing advice and guidance.			
	Single Point of Contact for partners agencies within Housing to assist clients in a timely manor.	September 2025	Mike Parker Torbay Council, Homelessness and Rough Sleeper Partnership	<div><div></div></div> 20%
	Explore alternative methods of communication to increase accessibility e.g. online chat etc.	March 2026	Mike Parker, Pauline Godfrey Torbay Council	<div><div></div></div> 10%
	Review advice provision for the LGBT+ community and ensure a mechanism for reporting discrimination for the LGBT+ community and other communities.	February 2026	Mike Parker, Torbay Council	
	Explore operations with Torbay Council Call Centre to assess is there are opportunities to enable clients to get service at first point of contact therefore avoiding delays.	June 2026	Jon Bell, Mike Parker, Torbay Council.	<div><div></div></div> 70%
Objective 1.2 Targeted prevention to reach people whose homelessness is hidden from services and to prevent and reduce repeat homelessness, rough sleeping and youth homelessness				
1.2.1	Develop a strategic plan for integrating housing and mental health practices in Torbay.			
	Review DPT's commissioned work by Housing Associations' Charitable Trust (HACT) in this area.	TBC - Awaiting DPT Review Results	TBC	
	Develop Commissioning priorities for integrating housing and mental health practices in Torbay.	TBC	Tara Harris/Anna Coles, Torbay Council	
1.2.2	Deliver a range of solutions so that no one in Torbay needs to sleep rough.			

Action Plan Projects		Completion Date	Organisation and/or Partnership Responsibility for overseeing	Progress Tracking %	
	Reduce the occurrence of people losing temporary accommodation through providing support and therefore potentially for rough sleeping.	March 2026	Lianne Hancock, Torbay Council	<div><div></div></div>	50%
	Utilising grant funding opportunities to provide discretionary offer of accommodation to prevent rough sleeping.	March 2026	Lianne Hancock/Dave Parson, Torbay Council	<div><div></div></div>	50%
1.2.3	Ensure people are not discharged from prison or hospital directly onto the street through joint working protocols and that appropriate accommodation is offered by the right agency.				
	Continuation of Prison Navigator post to facilitate planned exists from prison. (current funding until March 2026).	November 2026	Lianne Hancock	<div><div></div></div>	10%
	Provision of accommodation by Probation and integration into wider accommodation pathway.	TBC	Probation		
	Development of Prison Release protocols and linkages with virtual Probation Homeless Prevention team.	August 2025	Lianne Hancock, Torbay Council/TBC Probation	<div><div></div></div>	20%
	To explore the potential of the Community Helpline Hospital Discharge project to ensure people are not discharged directly onto the street (assuming ICB continue to fund Hospital Discharge project post March 2025).	July 2025	Karen Marcellino, Torbay Communities	<div><div></div></div>	50%
1.2.4	Design homelessness out of young peoples lives by working with Early Help Services				
Page 237	Assessment of correct approach and development of program to engage with young people to raise awareness of housing, the challenges and the solutions.	February 2026	Lianne Hancock, Andrew Moorhouse Torbay Council, Homeless & Rough Sleeping Partnership.	<div><div></div></div>	5%
	Homelessness Awareness sessions to be delivered across education providers.	September 2025	Nicola Whelan, Torbay Council		
	Ensure there are integrated working practices across Housing and Children's Services.				
	Expansion of Early Help Housing approach with Children's services.	June 2025	Lianne Hancock, Torbay Council	<div><div></div></div>	100%
	Review Youth Homelessness Protocol.	July 2025	Lianne Hancock, Shaun Evans, Torbay Council	<div><div></div></div>	50%
	Housing Options to procedure 6 unit of accommodation on behalf of Children Services to accommodate families related to Section 17 Duties and form part of Early Help Housing approach.	September 2025	Lianne Hancock/Becky Thompson Torbay Council	<div><div></div></div>	10%
	Deliver and embed the Joint Intentionally Homeless protocol across services to prevent adverse decisions.	July 2026	Lianne Hancock/Becky Thompson, Torbay Council	<div><div></div></div>	100%
	Continue joint working between Family Group Conference and Youth Homelessness Prevention team to ensure a family led approach to preventing young people becoming homeless.	Ongoing	Nicola Whelan, Torbay Council		
	Where homelessness/risk of homelessness is confirmed, continue to work with young people and their families through the Joint Housing Assessment and planned referrals to appropriate housing services that meet their needs if they cannot remain within the family unit.	Ongoing	Nicola Whelan, Torbay Council		
Objective 1.3 Reduce homelessness from private rented accommodation					
1.3.1	Continue to develop our 'Duty to Refer' model.				
	Continue to ensure and promote the 'Duty to Refer' model so it is embedded in all public services. Data to be reviewed quarterly to assess effectiveness.	June, September, December 2025, March 2026	Mike Parker, Torbay Council	To be reviewed at end of Q1	

Action Plan Projects		Completion Date	Organisation and/or Partnership Responsibility for overseeing	Progress Tracking %
1.3.2	Develop our relationship with landlords to improve communication and access to information to ensure early intervention if tenancies begin to fail.			
	Continue to promote single point of contact with Landlords to provide advice and support and signpost to relevant assistance. Review of effectiveness and delivery to be undertaken to improve service.	January 2026	Mike Parker, Torbay Council	
	Provide regular legislative updates and assistance articles in landlord and letting agency newsletter on tenancy and financial support related matter, minimum twice a quarter.	June, September, December 2025, March 2026	Lianne Hancock, Torbay Council	Newsletter in place, 3 in Q1. Over 420 subscribers
1.3.3	Work with private landlords to increase standards, reduce evictions and make Torbay's private rented sector, the 'sector of choice'.			
	Implementation of the Renters Rights Bill legislation changes.	October 2025 TBC	Rob Kelly, Lianne Hancock, Torbay Council	<div><div></div></div> 40%
	Develop training opportunities for Landlords to improve standards of accommodation.	Ongoing	Rob Kelly, Torbay Council	Upskilling through newsletter and course being provided.
	Further develop the newly established landlords and letting agency newsletter to increase engagement and knowledge levels in the sector.	Ongoing	Rob Kelly, Torbay Council	Newsletter have included homelessness articles
	Review Civil Penalty Policy in line with legislative changes.	October 2025	Rob Kelly, Torbay Council	In progress awaiting legislative changes

Action Plan Projects		Completion Date	Organisation and/or Partnership Responsibility for overseeing	Progress Tracking %
Priority 2: Intervention				
Objective 2.1 Providing somewhere safe to stay. We will:				
2.1.1	Develop a range of accommodation options so that no one needs to sleep rough.			
	To provide integrated partnership delivery of SWEP through council owned asset.	May 2025	Dave Parsons, Torbay Council	Costed proposal written delivered in partnership with voluntary sector
	Increase through put at the hostel to increase access to accommodation and off the street offer.	March 2026	Katy Fisher, Torbay Council	Throughput remains consistent. Wider proposal being developed
2.1.2	Develop a pathway of accommodation with a variety of support ensuring an offer for those with multiple and complex needs that does not rely on the hostel, thereby providing alternatives.			
	Development of fully costed options appraisal for temporary accommodation for single people with floating support as part of a wider accommodation pathway.	May 2025	Lianne Hancock/Tara Harris, Torbay Council	<div>100%</div>
2.1.3	Develop an approach that focus on prevention of homelessness for young			
Page 239	Delivery of Youth Homelessness Panel 's, including youth housing providers, to prevent breakdown of placements.	Ongoing	Shaun Evans, Torbay Council	
	Provision of youth homelessness workers to work across Children's Services and Housing to provide support for 16-17 year olds.	July 2025	Shuan Evans, Torbay Council	Being reviewed
	Deliver of drop in surgeries via the Family Hub network, for young people to access advice and support if they believe they are at risk of homelessness.	Ongoing	Nicola Whelan, Torbay Council	Being reviewed
	2.1.4 Collaboratively develop a Supported Housing Strategy.			
	Commission a supported housing needs study in partnership with DCC to produce the baseline 5-10 year housing needs data.	April 2026	Adam Russell, Torbay Council	
	Comprehensive review of the Supported Housing (Regulatory Oversight) Act 2023. The SHROA consultation paper was only published on 24/2/25.	September 2025	TBC	<div>10%</div>
2.1.5	Strengthen and develop wider partnerships with existing and new providers to maximise opportunities to develop and provide services in Torbay.			
	Undertake provider engagement session for the procurement of a range of supported accommodation options for 16- and 17-year-olds homeless and/or at risk of homelessness; cared for 16 and 17-year-olds and care experienced young people.	April 2025	Fozia Ashraf, Torbay Council	Being reviewed
	Develop a joint commissioning offer across Children's and Adults Directorates to provide a more attractive supported accommodation contract for potential bidders and increase market engagement and economy of scale.	January 2026	Lianne Hancock/Fozia Ashraf, Torbay Council	Being reviewed
	Development and procurement of temporary accommodation provision in line with pathway developed.	March 2026	Lianne Hancock Torbay Council	

Action Plan Projects		Completion Date	Organisation and/or Partnership Responsibility for overseeing	Progress Tracking %
	Procurement tender for a range of supported accommodation options for young people (and adults, dependant on decision of a joint commissioning offer) contract/framework to go live April 2026.	June 2025	Fozia Ashraf, Torbay Council	Being reviewed
2.2 To provide targeted support, we will:				
2.2.1	Carry out targeted rough sleeping outreach work in the community that also seeks to understand why certain groups are over represented in homelessness.			
	Continue to provide targeted rough sleeping outreach work and review funding and delivery (grant funded until March 2026).	October 2025	Dave Parsons, Torbay Council	<div><div></div></div> 10%
	Development of comprehensive cross organisational data set that allows the analysis of information to understand the reasons for rough sleeping and therefore assist in the formation of policy and interventions.	January 2026	Dave Parsons, Torbay Council/ Homelessness and Rough Sleeper Partnership	<div><div></div></div> 10%
	Develop daytime services offering basic hygiene and sanitary amenities such as toilets, showers and laundry facilities.	October 2025	Dave Parsons , Torbay Council	
	Protect rough sleepers belongings by providing storage lockers to reduce items on the streets.	June 2025	Dave Parsons, Torbay Council	<div><div></div></div> 100%
2.2.2	Provide a tenancy sustainment service to support people recovering from homelessness.			
	Review process for discretionary housing payments to enable access to deposits and rent in advance in a more timely manner to secure accommodation.	July 2025	Richard Owen, Torbay Council	<div><div></div></div> 20%
	Review existing services within voluntary sector to fully understand service provision and sustainability to inform any commissioning requirements.	October 2025	Tara Harris, Torbay Council	
	Review of tenancy sustainment service provided through Rough Sleeper Initiative funding, grant funded until March 2026.	September 2025	Dave Parsons, Torbay Council	<div><div></div></div> 15%
	Develop fully costed options appraisal for floating support to help people sustain their tenancies as transition from temporary accommodation.	May 2025	Lianne Hancock/Tara Harris, Torbay Council	<div><div></div></div> 100%
2.2.3	As Corporate Parents ensure that there are planned pathways and appropriate information and support to meet the needs of care experienced young people.			
	Ensure all Personal Advisors are fully aware of the Housing pathways for Care experienced young people and regular training and information is in place.	July 2025	Andrew Moorhouse, Torbay Council	Being reviewed
	Provision of Youth Homelessness Prevention Planning Panel (YHPP) to review pathways.	Ongoing	Shaun Evans, Torbay Council	<div><div></div></div> 100%
	Weekly reviews of Young People not in appropriate housing, between Care Experienced Team Manager and Housing. Also reviewed by Children's Services Divisional Director and presented to the quartet.	Ongoing	Becky Thompson, Torbay Council	Mechanisms in place
Objective 2.3 We will maintain a commitment within the authority area to:				
2.3.1	Never place any young person aged 16 or 17 in B&B except in an emergency.			
	All B&B placements if required to be signed off and agreed by Head of Service.	April 2025	Lianne Hancock/Shawn Evans, Torbay Council	<div><div></div></div> 100%

Action Plan Projects		Completion Date	Organisation and/or Partnership Responsibility for overseeing	Progress Tracking %
	Strategically plan accommodation placements to eliminate B&B use at weekly meeting.	Ongoing	Lianne Hancock, Torbay Council	<div></div> 100%
2.3.2	Never place a family in B&B except in an emergency.			
	Annually review sufficiency strategy for self contained family accommodation to ensure sufficient and appropriate provision to prevent B&B placements.	March 2026	Tara Harris, Torbay Council	
	Weekly placement review meetings and robust management performance information in place.	April 2025	Mike Parker, Torbay Council	<div></div> 100%
2.3.3	Ensure that there is appropriate awareness of care leavers circumstances to reduce the risk of them experiencing homelessness.			
	Ensure the Torbay Local Offer is kept up to date with details on housing pathways.	Ongoing	Shaun Evans, Torbay Council	Being reviewed
	Development of Care Experienced drop-in surgery to include housing support.	May 2025	Andrew Moorhouse/Lisa Russell, Torbay Council	In place uptake being reviewed
2.3.4	Explore relevant opportunities to attract and maximise funding and investment to improve and deliver services or support.			
	Review housing benefit subsidy levels to inform model of delivery in provision of temporary accommodation.	October 2025	Tara Harris, Richard Owen, Torbay Council	
	Utilisation of Home England Funding on a scheme by scheme as appropriate.	March 2026	Sam Irving, Torbay Council	<div></div> 10%
	Utilise the new Homelessness & Rough Sleeping Partnership to provide a mechanism by which to collectively increase funding.	TBC by Partnership	Homelessness & Rough Sleeping Partnership	

Action Plan Projects		Completion Date	Organisation and/or Partnership Responsibility for overseeing	Progress Tracking %
Priority 3: Achieving Better Outcomes, Better Lives				
Objective 3.1 Supporting people with complex lives. We will:				
3.1.1	Jointly prepare a single multi agency plan for complex individuals and expand our work through the Housing & Vulnerability Forum. Build upon our co-located team approach and expand this offer.			
	Implementation of shared case management system across the Alliance.	October 2025	Simon Acton, Torbay Recovery Initiative	<div><div></div></div> 40%
	Evaluate and review existing multi agency process with Housing and Vulnerability meeting to identify any areas of improvement.	December 2025	Tara Harris, Torbay Council	
3.1.2	Continue to transform systems through our Multiple and Complex Needs Alliance (Growth in Action).			
	Continued development of the Alliance through the annual delivery plan.	March 2026	Growth in Action Alliance	<div><div></div></div> 20%
3.1.3	Ensure there is ongoing flexible and agile support as and when needed.			
	Undertake Alliance work force review to understand resource we have and identify collective training.	July 2025	Growth in Action Alliance	<div><div></div></div> 80%
3.1.4	Develop a strategic plan for Housing those with Complex Needs in Torbay.			
	To join up existing and new work informed by needs analysis of those that are hard to house due to physical and substance misuse needs.	December 2025	Tara Harris, Adam Russell, Bruce Bell Torbay Council	
3.1.5	Work collaboratively with our Public Health colleagues to inform service provision.			
	Assess the treatment and accommodation needs for people experiencing homelessness and substance misuse to review sufficiency of provisions.	July 2025	Dave Parsons, Natasha Reed, Torbay Council	<div><div></div></div> 10%
	Train front facing staff to carry and deliver Naloxone to respond to an opioid overdose	May 2025	Dave Parsons, Natasha Reed, Torbay Council	<div><div></div></div> 100%
	Review options for workforce development around working with people with addiction (with particular reference to homelessness).	July 2025	Dave Parsons, Natasha Reed, Torbay Council	<div><div></div></div> 20%
	Seek to identify long term funding for substance misuse outreach posts.	December 2025	Dave Parsons, Natasha Reed, Torbay Council	
3.2 Building peoples resilience. We will:				
3.2.1	Establish local networks to provide support to sustain tenancies.			
	Upskill voluntary sector organisations to enable them to provide a broad range of support to prevent homelessness.	March 2026	Homelessness & Rough Sleeping Partnership	
3.2.2	Develop peer advocacy, employment, volunteering and training opportunities to help with integration into the community.			
	Develop and commission a peer advocacy, employment, volunteering and training opportunity.	Estimated start date September 2025	Carl Wyard, Torbay Council	<div><div></div></div> 20%
	Identify and refer people who approach housing services to Connect to Work program linking people to work or better work (program has 300 place each year over 3 years).	Estimated start date September 2025	Mike Parker, Torbay Council	

Action Plan Projects		Completion Date	Organisation and/or Partnership Responsibility for overseeing	Progress Tracking %
	Analysis of DWP and Homelessness Data to assess level and reasons for unemployment and level of income within the client group to inform interventions to assist.	November 2025	Lee Tozer, DWP/Mike Parker, Torbay Council	
	Where appropriate link clients that approach the housing service in with proposal for peer mentoring program (Community Wellbeing Contract and Social Mobility Project).	Community Wellbeing Contract - September 2025. Social Mobility Project TBC	Community Wellbeing Contract - Mike Parker Torbay Council. Tracey Cabache. Social Mobility - Public Health and Caryl Wayard	
	Explore peer mentoring/support through the drug treatment programme.	February 2026	Bruce Bell Torbay Council	
3.2.3	Provide practical and ongoing support that will meet the individual needs of households. This will include engagement with mental health and other services, specialist support to victims of domestic abuse or young people and working with marginalised families.			
	Skilled DA support for those occupying Safe Accommodation and others that maybe homeless living elsewhere.	In place, ongoing	Shirley Beauchamp, Torbay Council	<div><div></div></div> 100%
	Access to a flexible funding pot to support those victims in safe accommodation to either access safe accommodation or to assist with move on.	April 2025	Shirley Beauchamp, Torbay Council	Pot available - review ongoing on effectiveness and uptake
Page 243	To sustain the Complex Lives Navigators to be based at the Leonard Stocks Hostel, working with women experiencing multiple life challenges.	December 2025	Shirley Beauchamp, Torbay Council	
	Implement Safe Accommodation Strategy Action Plan.	2024 - 2026	Shirley Beauchamp, Torbay Council	<div><div></div></div> 20%
	Provision of an additional 2 units of one bedroom safe accommodation through TDAS.	March 2026	Shirley Beauchamp, Torbay Council/TDAS Sanctuary Housing	Waiting Sanctuary Board approval and property vetting
	Better understand the correlation of housing and substance misuse needs to inform service provision.	December 2025	Lianne Hancock/Bruce Bell Torbay Council	
	Develop a tiered support system which recognises the support needs of anyone experiencing or recovering from homelessness, ensuring an offer for all.	December 2025	Lianne Hancock/Tara Harris/Fozia Ashraf	
	Identify the best way to respond to mental health needs.	December 2025	Tara Harris, Torbay Council/TBC	
3.3 Building upon experience to develop and improve services. We will:				
3.3.1	Be proactive in understanding and responding to current homelessness causes and risk factors			
	Continue to use local, regional and national data to identify trends, benchmark and inform service development. Operational and Corporate Dashboard to be developed.	September 2025	Lianne Hancock/Dave Parsons, Torbay Council	<div><div></div></div> 70%
	Assess the experience and quality of temporary accommodation provision through use feedback survey. Results reported on quarterly basis.	April 2025	Lisa Russel Torbay Council	<div><div></div></div> 100%
	Develop the Growth In Action Coproduction Strategy and ensure consultation on relevant policies and procedures lived experience members.	September 2025	Bruce Bell Torbay Council	
3.3.2	Continue to learn from local experience with 16 and 17 year olds and care experienced young people.			

Action Plan Projects		Completion Date	Organisation and/or Partnership Responsibility for overseeing	Progress Tracking %
	Develop a feedback form for Young People and their worker to complete during exit planning to gain an overview of experience of the Youth Homelessness Prevention pathway to inform future service delivery and improvements.	May 2025	Nichola Whelan/Emma Thomas, Torbay Council	Being reviewed
	Include feedback and voice of Care Experienced young people.	May 2025	Andrew Moorhouse Torbay Council	Being reviewed
3.3.3	Understand the actual cost of homelessness both as an organisation and wider system to inform and make the case for homelessness services and prevention activities.			
	Development of a partnership dashboard that illustrates the wider cost and impact of homelessness in Torbay.	TBC by Partnership	Homelessness & Rough Sleeping Partnership	
3.3.4	Work collaboratively to achieve the objectives of the Housing Strategy.			
	To provide annual updated need analysis to inform wider housing delivery and needs within the service.	March 2026	Lianne Hancock, Torbay Council	
3.3.5	Raise the profile of homelessness ensuring that it is visible within the council and embedded in other strategies.			
	Joint Communications Plan to be formed by the Homelessness & Rough Sleeping Partnership.	TBC by Partnership	Homelessness & Rough Sleeping Partnership	
	Ensure that homelessness is a priority of Torbay Council by driving and advocating service demand and needs with elected members and senior leadership through information sharing and illustrating the linkages across agendas.	March 2026	Tara Harris, Torbay Council	

Meeting: Cabinet

Date: 19 August 2025

Wards affected: St. Peter's with St. Mary's and Furzeham with Summercombe

Report Title: Acquisition of land for the delivery of affordable homes.

When does the decision need to be implemented?

Cabinet Member Contact Details: Cllr. Alan Tyerman, Cabinet Member for Housing and Finance, alan.tyerman@torbay.gov.uk.

Director Contact Details: Alan Denby, Director of Pride in Place, Alan.denby@torbay.gov.uk

1. Purpose of Report

- 1.1. To provide direction and the necessary delegations to acquire the site identified in exempt appendix 1 for the future delivery of affordable housing.
- 1.2. To enable the partial spend of the £1.2 million of ringfenced housing revenue funding, approved by Cabinet and Council in March 2025.

2. Reason for Proposal and its benefits

- 2.1. Torbay faces acute housing challenges making it difficult for households on typical local incomes to secure affordable, quality homes.
- 2.2. Torbay needs more affordable homes to meet local need. Devon Home Choice data shows 1,600 households with a local connection to Torbay need housing and the Council's Housing Strategy has been developed to shape the Council's response to that need.
- 2.3. The Housing Strategy and its supporting Delivery Plan identifies a range of housing challenges which include the mismatch between demand and supply, rising private rental costs, overstretched social housing and others. To address these local challenges the Housing Strategy proposes interventions intended to address these issues and increase the delivery of affordable housing in Torbay.
- 2.4. Officers have identified a potential site for acquisition for affordable housing in Brixham, as identified in Exempt Appendices 1 and 2. The site is a well-located infill site and is highly sustainable. It has the potential to deliver approximately 14 homes for local families subject to the design and planning of the scheme.

- 2.5. This proposal is specifically to acquire the site, utilising part of the £1.2m revenue funding allocated to affordable housing within this year's budget, as approved by Cabinet and Council in March 2025. Additional borrowing is not required for the land acquisition.
- 2.6. This proposal supports several key local and national strategic aims:
- Community & Corporate Plan; The proposed scheme addresses Pride in Place priorities and outcomes including the number of affordable homes and social rented homes delivered.
 - Torbay Local Plan: It supports policy aims around sustainable development, brownfield land use, and meeting identified housing needs.
 - Torbay Council's Housing Strategy: The scheme directly contributes to the objective of "delivering more, better and affordable homes" by unlocking new supply and promoting inclusive growth.
 - Housing Delivery Plan: The Delivery Plan (First Review) specifically recognises the value of acquiring infill sites in town centres, to deliver affordable housing in this way in delivery streams NSH4 and NSH5.
- 2.7. The proposed acquisition demonstrates a commitment to using our resources proactively and strategically to meet the needs of our communities. This proposal represents a cost-effective and timely opportunity to deliver against multiple strategic objectives, utilising funding already allocated for this purpose.
- 2.8. By endorsing this acquisition, the Council will strengthen its response to local housing pressures and enhance its affordable housing stock for future generations.

3. Recommendation(s) / Proposed Decision

- 3.1. That Cabinet:
1. Provide delegated authority to the Director of Finance, in consultation with the Cabinet Member for Housing and Finance, and the Director of Pride in Place, to acquire on appropriate terms the site identified in Exempt Appendix 1, from the £1.2m revenue reserve allocated to support affordable housing delivery by Cabinet and Council in May 2025.
 2. That the Director of Pride in Place bring forward proposals for how the site will be developed at the earliest opportunity.

Appendices

- a) Exempt Appendix 1 – Location plan of the site
- b) Exempt Appendix 2 – Outline Business Case; Please note that agreement to proceed with the development outlined in this business case is not being sought at this time. The business case illustrates one potential model of delivery.

Background Documents

3. Introduction

- 3.1. Torbay faces significant and compounding housing challenges. While the area is nationally renowned for its natural environment and appeal as a tourism destination, these attributes mask entrenched issues of housing unaffordability, deprivation, and inequality.
- 3.2. The area faces a range of housing challenges which include:
- A lack of affordable housing: There is a significant shortfall of homes available for social rent.
 - Stagnant housing delivery: Privates sector led delivery has slowed in recent years due to individual site constraints, the limited availability of unconstrained, developable land, the high cost of build and build finance, and high costs of mortgages.
 - High housing demand and unmet need: 1,600 households are typically registered on Devon Home Choice with a need for social housing in Torbay at any given time. This includes growing numbers of families, older people, single-person households, and those facing eviction or unsuitable living conditions.
 - Increased reliance on temporary accommodation: The Council has seen a trend of rising homelessness presentations. Whilst the number of households requiring support at any given time has stabilised at approximately 160, it is difficult to reduce these numbers as a result of very limited new social housing stock, and the general poor quality, expense and lack of good quality private rented sector housing. This leads to high revenue costs to the Council in securing short-term, unsustainable temporary accommodation solutions for those in urgent need.
 - Poor housing quality and hidden homelessness: A significant proportion of Torbay's housing stock is older and in poor condition, particularly in the private rented sector. This has led to health inequalities, increased fuel poverty, and greater demand on local health and social care services.
- 3.3. These factors combined are creating a housing system under severe strain, this report sets out a deliverable opportunity to increase the affordable housing stock for local people, at a rent that is genuinely affordable.
- 3.4. By securing the site identified in Exempt Appendices 1 and identifying the optimal route for its development, the Council can ensure that homes are not only built, but also meet our priorities around design quality, environmental sustainability, and local allocation.
- 3.5. This will support the Council's wider aims, including:
- Reducing housing-related pressures on social care and health services;
 - Delivering sustainable, walkable communities near key infrastructure;
 - Supporting town centre revitalisation and place-making in Brixham; and

4. Options under consideration

- 4.1. In developing this proposal, the Council has considered two principal options:
- 4.2. **Option 1** Is to proceed with the acquisition of the land identified in Exempt Appendix 1 capable of delivering an anticipated 14 new homes anticipated to be for social rent, as demonstrated in Exempt Appendix 2.
- 4.3. This option involves utilising a proportion of the £1.2 million approved in the March 2025 Council meeting for use to fund the delivery of affordable housing schemes in the Bay.
- 4.4. **Option 2** is not to proceed with the purchase, effectively stepping away from the opportunity to bring forward a small infill site to support the local housing market. This will avoid capital risk; but will not improve the housing situation and will be less likely to secure delivery of the site to meet Local Plan targets in the short-medium term. It would also be reputationally damaging for the authority in respect of an acquisition that has wide political support and is supported for this use by the vendor.
- 4.5. On the balance of considerations, officers recommend proceeding as set out in **Option 1**.

5. Legal Implications

- 5.1. The Council will be entering into a commercial arrangement to purchase an asset on the open market. Expert external conveyancers have been appointed to undertake the conveyance, and the transaction will not proceed unless and until the relevant due diligence has been undertaken to a satisfactory conclusion and identified risks are sufficiently mitigated. Once we have exchanged contracts, the Council will not be able to withdraw from the purchase without considerable penalty.
- 5.2. Once ownership has transferred to the Council, the Council will be responsible for the management of the asset in its current form, until such time as planning permission is obtained and the homes are built out. As such, the Council will need to ensure an adequate asset management strategy is in place to protect the Council's interests and also the public in respect of Health and Safety etc.

6. Engagement and Consultation

- 6.1. The community will be consulted on the principle of the sites' redevelopment through the planning process.
- 6.2. The Head of Strategic Housing & Delivery has extensively briefed the Portfolio Holder for Housing and Finance, and the other Cabinet members in advance of this proposal. The Shadow Cabinet Member has also been briefed on the proposal. Senior Council officers have also been made aware of the proposal through the Capital & Growth Board.
- 6.3. Once the Council has taken ownership of the site and a plan for redevelopment has been put together, wider public consultation will be undertaken. However, it is not possible to do

that at present, as to do so now may prejudice the Council's ability to conclude a commercial transaction and in theory, the vendor's position, too.

7. Procurement Implications

- 7.1. Property transactions, such as land and residential property acquisitions, are exempt from the Public Contracts Regulations 2015. Therefore, a formal competitive procurement procedure is not required for this acquisition.
- 7.2. However, the Council will still comply with its own internal Contract Procedure Rules and demonstrate best value in line with the Local Government Act 1999, this includes:
 - Evidence that the acquisition represents value for money;
 - A clear and transparent decision-making process;
 - Appropriate financial and legal due diligence.
- 7.3. It should be noted that the Council has obtained a Red Book valuation which supports the value agreed for the site; as such it represents good Value for Money and is commercially supportable.
- 7.4. The Council has appointed an external conveyancing firm to act on its behalf in managing the legal aspects of the transaction. This firm brings relevant market knowledge, experience in public sector conveyancing, and capacity to work within the required timescales. The appointment of this firm not only ensures a compliant and well-managed transaction but also supports the delivery of a value-for-money acquisition in line with the Council's legal and procurement responsibilities.

8. Protecting our naturally inspiring Bay and tackling Climate Change

- 8.1. The proposal to acquire the land identified in Exempt Appendices 1 and 2 for the development of approximately 14 affordable homes represents an opportunity to embed climate-conscious, environmentally responsible design principles into the fabric of our built environment. It supports Torbay Council's declared Climate Emergency and the subsequent Climate Emergency Action Plan by creating homes that are both low-carbon and environmentally sustainable, while preserving the character and ecological integrity of the Bay.
- 8.2. The development will be delivered in accordance with current best practice in sustainable construction and environmental protection, delivering:
 - Energy-efficient homes: The development will be designed to at least meet minimum Building Regulations, with a focus on enhanced fabric performance (insulation, air tightness, and glazing) to reduce energy consumption and fuel poverty. If further enhancements can be viably delivered above the minimum standards at the point of delivery, they will be.

- Low-carbon building materials and methods: Where feasible, the scheme will promote the use of sustainable, low-emission materials and modern methods of construction (MMC) to minimise environmental impact.
- Renewable energy and futureproofing: The project will explore integration of solar panels, energy-efficient heating systems (e.g. air source heat pumps), and electric vehicle (EV) charging infrastructure to support low-carbon lifestyle for residents. The scheme would be delivered without recourse to carbon-intensive space and water heating (i.e., “no gas”).
- Sustainable transport: Provision for secure bicycle storage and good access to public transport will reduce car dependency, in line with sustainable travel objectives.

8.3. Climate change disproportionately affects vulnerable populations, including homeless households and displaced households. Providing safe, secure, and energy-efficient housing contributes to climate resilience by reducing exposure to extreme weather conditions; helping low-income households better manage rising costs; and support equitable access to housing that meets modern environmental and health standards.

9. Associated Risks

9.1. There are risks associated with any commercial activity. The risks associated with this scheme are described throughout this paper.

10. Equality Impact Assessment

An equality impact assessment has been completed for this decision. If a scheme is ultimately proposed that seeks to provide homes for a specific cohort, further analysis will be undertaken at that time and provided to decision makers.

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation
Age Page 252	<p>18% of Torbay residents are under 18 years old.</p> <p>55% of Torbay residents are aged between 18 to 64 years old.</p> <p>27% of Torbay residents are aged 65 and older.</p>	Due to the client group to be targeted, this project is likely to provide a benefit to young families and older people looking to downsize.	<p>Scheme will be designed to meet M4(2) of Building Regulations to ensure accessibility to people with limited mobility.</p> <p>A proportion will be considered for M4(3) (fully wheelchair adaptable) subject to local need.</p>	Strategic Housing.
Carers	At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care.	No adverse impacts anticipated.	Not applicable	Not applicable

	Data is not available through Devon Home Choice on the number of applicants that meet this criterion.			
Disability	<p>In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.</p> <p>The need for such housing is considered within the Torbay Local Plan.</p>	Due to being new-build properties, the buildings will adhere to Building Regulations. Any additional support needs would be assessed at the time of letting the properties.	Consider the accessibility of accommodation in the design.	Strategic Housing
Gender assignment	<p>In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.</p> <p>Data is not available through Devon Home Choice on the number of applicants that meet this criterion.</p>	No adverse impacts anticipated.	Not applicable	Not applicable
Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	The marital status of occupants should not influence the suitability of the homes. No adverse impact is expected.	Not applicable	Not applicable

	Data is not available through Devon Home Choice on the number of applicants that meet this criterion.			
Pregnancy and maternity	<p>Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all areas.</p> <p>Data is not available through Devon Home Choice on the number of applicants that meet this criterion.</p>	As the development proposed includes two bedroom apartments, we anticipate some residents will likely have children.	Not applicable	Not applicable
Ethnicity	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the South West and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.	No adverse impact is expected.	Not applicable	Not applicable
Religion and belief	64.8% of Torbay residents stated that they have a religion in the 2021 census.	No adverse impact is expected.	Not applicable	Housing Management
Sex	51.3% of Torbay's population are female and 48.7% are male.	No adverse impact is expected. It is anticipated that additional	Not Applicable	Housing Management

		affordable housing will be beneficial.		
Sexual orientation	<p>In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation.</p> <p>While data is limited, it is recognised that LGBT+ individuals are more likely to experience homelessness when compared to the wider population.</p>	No adverse impact is expected.	Not applicable	Housing Management
Veterans	In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay, 5.9 per cent of the population have previously served in the UK armed forces.	Theoretically, affordable housing is more likely to be available to former service personnel and their families, as there is a degree of preference awarded to such households when they join the housing register.	Consider needs during the lettings process	Housing Management
Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)		No negative impact expected. Affordable housing supports those in need of a safe and warm home, facilitating the improvement of socio-economic prosperity	Not applicable	Not applicable

Public Health impacts (Including impacts on the general health of the population of Torbay)		Providing suitable, safe, and warm affordable housing is known to support physical mental wellbeing.	Not applicable	Not applicable
Human Rights		No negative impact expected	Not applicable	Not applicable
Child Friendly	Torbay Council is a Child Friendly Council, and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people.	No negative impact is expected as the properties purchased will specifically support families with children that need accommodation.	Not applicable	Not applicable

11. Cumulative Council Impact

- 11.1. An increase to the Council's portfolio of social housing, which requires ongoing management etc. However, suitable allowances are always made in the financial modelling to ensure the long-term, appropriate management and maintenance of our housing stock.

12. Cumulative Community Impacts

- 12.1. The provision of additional affordable accommodation will reduce future pressure on having to spot-purchase Temporary Accommodation, allowing vulnerable residents – particularly families – to remain within their community networks, schools, and support systems.
- 12.2. Homes would provide long-term, stable accommodation for local households in housing need through Devon Home Choice, reducing reliance on short-term lets and housing benefit-dependent arrangements.
- 12.3. There would be significant positive impact on local communities by addressing long-standing housing-needs, improving the quality of life for vulnerable residents, and contributing to the overall sustainability and cohesion of neighbourhoods within Torbay.
- 12.4. Keeping residents in Torbay ensures continued local spending and engagement with small businesses, schools, GPs and community services, as well as paying rental income to service the debt associated with the construction.

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Meeting: Cabinet

Date: 19 August 2025

Wards affected: Wards in Torquay and Paignton

Report Title: Turnkey acquisitions for social housing

When does the decision need to be implemented? Following satisfactory due diligence

Cabinet Member Contact Details: Cllr. Alan Tyerman – Cabinet Member for Housing and Finance, alan.tyerman@torbay.gov.uk.

Director Contact Details: Alan Denby – Director of Pride in Place, Alan.denby@torbay.gov.uk

1. Purpose of Report

- 1.1. To provide the necessary officer delegations to enable the turnkey acquisitions of 14 homes (and associated freehold) at Site A in Torquay, and 4 homes (and associated freehold) at Site B in Paignton. The proposed acquisitions are in line with the Council's Housing Strategy delivering affordable housing for social rent, as outlined in Exempt Appendices 1-3.

2. Reason for Proposal and its benefits

- 2.1. Torbay faces acute housing challenges making it difficult for households on typical local incomes to secure affordable, quality homes.
- 2.2. Torbay needs more affordable homes. Devon Home Choice data shows 1,600 households with a local connection to Torbay, need social housing and with the Council supporting approximately 160 households at any given time in a range of forms of Temporary Accommodation. Existing stock and limited new supply cannot meet this need and results in high revenue costs for the council.
- 2.3. The Council's Housing Delivery Plan provides the context for a range of interventions including the Town Centre Regeneration Programme and the Accommodation Repurposing Programme (including 'Hotels to Homes'). The Delivery Plan also proposed, where appropriate, 'Off The Shelf' purchases of homes for tenure conversion through Homes England grant delivering additional social housing.
- 2.4. In line with this strategy two new build developments in Torquay and Paignton have been identified (referred to as Site A and Site B respectively, as identified in Exempt Appendices

2 and 3), where there is an opportunity to undertake a turnkey purchase of 14 and 4 homes respectively.

- 2.5. The purchases represent all units at each site and include the freehold. Both schemes have been marketed for sale no sales have taken place at either location. Both are well-located brownfield redevelopments and are highly sustainable; overall, the schemes provide 1, 2 and 3-bedroom homes, which ideally suits the urgent need identified in Torbay for social housing. The schemes also provide allocated, off-road parking, improvements to Biodiversity Net Gain, secure cycle, bin and waste storage, and a mix of private and communal gardens for residents.
- 2.6. Construction of the new homes is almost complete. Negotiations with the developers offer the Council with an opportunity to secure a significant number of new affordable homes in-year, at very good value for money, with very little commercial risk. The business case assumes re-homing of households (particularly families) currently living in Temporary Accommodation or care experienced young people.
- 2.7. The Council has bid for grant funding from Homes England to subsidise the purchase and enable the homes' tenure conversion to social rent. The outcome of our bid is expected at the end of summer and officers anticipate that the funding request is likely to be supported. The grant will be used in combination with internal financial resources and prudential borrowing from within the £20m headroom approved by Cabinet and Council in May 2025. The income generated from the social rents of the properties to the new tenants will cover the cost of long-term financing of the capital debt.
- 2.8. In the unlikely event that the Council is unable to secure an appropriate level of Homes England funding the acquisitions will not proceed as it would not be viable to deliver social rented housing without subsidy (although this is considered unlikely).
- 2.9. This proposal supports several key local and national strategic aims:
- Torbay Council's Housing Strategy: The scheme directly contributes to the objective of "delivering more, better and affordable homes" by unlocking new supply and promoting inclusive growth.
 - Torbay Local Plan: It supports policy aims around sustainable development, brownfield land use, and meeting identified housing needs.
 - Community & Corporate Plan; The proposed scheme addresses Pride in Place priorities and outcomes including the number of affordable homes and social rented homes delivered.
 - Housing Delivery Plan: The Delivery Plan (First Review) specifically recognises the value of acquiring such schemes to meet local needs through delivery streams NSH2 and NSH3.
 - Provision of accommodation for care experienced young people.

- 2.10. This proposal represents a cost-effective and timely opportunity to deliver against multiple strategic objectives. Supporting this proposal demonstrates the Council's willingness to strengthen its response to local housing pressures.

3. Recommendation(s) / Proposed Decision

3.1. That Cabinet:

1. Provide delegated authority to the Director of Finance, in consultation with the Cabinet Member for Housing and Finance, and the Director of Pride in Place, to acquire 14 homes at Site A and 4 homes at Site B, as located in Exempt Appendices 2 and 3 for affordable housing, subject to the satisfactory completion of all due diligence and securing an acceptable allocation of grant funding from Homes England.
2. To fund the required long-term borrowing from the £20m prudential borrowing headroom agreed by Full Council in May 2025, and utilise an allocation of internal affordable housing capital funding for each site as proposed in Exempt Appendix 1 to reduce prudential borrowing and deliver a viable scheme overall, with delegation to the Director of Finance, in consultation with the Cabinet Member for Housing & Finance to agree the precise mix of internal funding sources from relevant existing approved budgets.
3. Provide delegated authority to the Head of Strategic Housing & Delivery to seek the maximum amount of grant funding that is considered reasonable and likely from Homes England.
4. Provide delegated authority to the Head of Strategic Housing and Delivery, in consultation with the Director of Finance, to finalise terms to acquire the developments.
5. Provide delegated authority to the Chief Executive, in consultation with the Leader of the Council, to make the final decision as to the split of the properties between those in temporary accommodation and care experienced young people.

Appendices

- a) Exempt Appendix 1 – Full Business Case
- b) Exempt Appendix 2 – Location Plan of Site A
- c) Exempt Appendix 3 – Location Plan of Site B

Background Documents

3. Introduction

- 3.2. Torbay faces significant and compounding housing challenges. While the area is nationally renowned for its natural environment and appeal as a tourism destination, these attributes mask entrenched issues of housing unaffordability, deprivation, and inequality.
- 3.3. The area faces a range of housing challenges which include:
- A lack of affordable housing: There is a significant shortfall of homes available for social rent.
 - Provision of accommodation specifically for care experienced young people.
 - Stagnant housing delivery: Privates sector led delivery has slowed in recent years due to individual site constraints, the limited availability of unconstrained, developable land, the high cost of build and build finance, and high costs of mortgages.
 - High housing demand and unmet need: 1,600 households are typically registered on Devon Home Choice with a need for social housing in Torbay at any given time. This includes growing numbers of families, older people, single-person households, and those facing eviction or unsuitable living conditions.
 - Increased reliance on temporary accommodation: The Council has seen a trend of rising homelessness presentations. Whilst the number of households requiring support at any given time has stabilised at approximately 160, it is difficult to reduce these numbers as a result of very limited new social housing stock, and the general poor quality, expense and lack of good quality private rented sector housing. This leads to high revenue costs to the Council in securing short-term, unsustainable temporary accommodation solutions for those in urgent need.
 - Poor housing quality and hidden homelessness: A significant proportion of Torbay's housing stock is older and in poor condition, particularly in the private rented sector. This has led to health inequalities, increased fuel poverty, and greater demand on local health and social care services.
- 3.4. These factors combined are creating a housing system under severe strain, with consequences that extend beyond bricks and mortar that impact upon educational attainment, community wellbeing, public health, and economic prosperity.
- 3.5. By securing the schemes identified in Exempt Appendices 1 and 2, the Council can ensure that the pace of affordable housing delivery in Torbay increases rapidly, and in a way the helps meet the identified need of households we are forced to accommodate in unsustainable forms of Temporary Accommodation, at high cost.

4. Options under consideration

4.1. In developing these proposals, the Council has two options:

- 4.2. **Option 1** Is to proceed with the acquisition of the Sites A and B, to deliver 18 new homes and enable their conversion for social rent, to be let to households currently living in Temporary Accommodation, other forms of emergency/supported housing or care experienced young people. As both schemes are below Torbay's threshold of 15 homes, neither scheme would otherwise provide affordable housing tenures – the Council's intervention therefore significantly enhances the benefit of the projects to the community in Torbay.
- 4.3. To proceed, the Council has bid for (and expects to secure) and allocation of grant from Homes England. As the national body charged by government with delivering affordable housing, Homes England are very keen to work with Torbay Council to increase the new supply of affordable tenure homes.
- 4.4. **Option 2** would be to not to proceed with the purchases and walk away from the opportunity to bring forward sites into public to support the local housing market. This will avoid capital risk; but will not improve the housing situation and will be less likely to secure delivery of the site to meet Local Plan targets in the short-medium term. It would also be reputationally damaging for the authority in respect of acquisitions that have wide political support and is supported for this use by the vendors. It would also mean Torbay misses an opportunity to increase its social housing stock.
- 4.5. Officers have extensively considered the implications of this proposal over recent weeks, both positive and negative. Whilst it must be highlighted that there is a degree of risk involved with any commercial transaction of this nature, officers recommend that Cabinet proceed with Option 1 to acquire these homes for social housing, to deliver positive outcomes and contribute towards a reduction in revenue expenditure overall in respect of the cost of Temporary Accommodation provision.

5. Legal Implications

- 5.1. The Council will be entering into a commercial arrangement to purchase assets on the open market. Any such purchase comes with a degree of risk. To manage this external conveyancers have been appointed to undertake the conveyance for the Council, and the transactions will not proceed unless and until the relevant due diligence has been undertaken to a satisfactory conclusion and identified risks are sufficiently mitigated. The Council will also employ an independent firm of surveyors to inspect the properties and undertake 'snagging' assessments before any acquisition proceeds.
- 5.2. Once we have exchanged contracts, the Council will not be able to withdraw from the purchase without penalty.
- 5.3. Once ownership has transferred to the Council, the Council will be responsible for the management of the homes. The Council's Housing Manager will be responsible for

ensuring a safe lettings process is undertaken, and that all appropriate compliance checks are undertaken as and when required.

6. Engagement and Consultation

- 6.1. The public were consulted on the principle of the schemes as part of the planning process, with relevant comments used by the Planning team to inform the end design and composition of the approved schemes.
- 6.2. The Head of Strategic Housing & Delivery has extensively briefed the Portfolio Holder for Housing and Finance on the schemes, and remaining Cabinet members are also aware of the proposals.
- 6.3. The Shadow Cabinet Member has also been briefed and has indicated support.
- 6.4. Senior Council officers have also been extensively involved in working up the proposals with detailed discussions on the mechanics of the deal and principle of the proposal at numerous meetings. Capital & Growth Board have also endorsed the proposal.

7. Procurement Implications

- 7.1. Property transactions, such as land and residential property acquisitions, are exempt from the Public Contracts Regulations 2015. Therefore, a formal competitive procurement procedure is not required.
- 7.2. However, the Council will still comply with its own internal Contract Procedure Rules and demonstrate best value in line with the Local Government Act 1999, this includes:
 - Evidence that the acquisition represents value for money;
 - A clear and transparent decision-making process;
 - Appropriate financial and legal due diligence.
- 7.3. The Council has obtained a Red Book valuation for the sites, this is an essential requirement for any Homes England bid for turnkey acquisitions and demonstrates good value for money for the public purse. The negotiated purchase price is beneath this valuation.
- 7.4. The Council has appointed an external conveyancing firm to act on its behalf in managing the legal aspects of the transaction.

8. Protecting our naturally inspiring Bay and tackling Climate Change

- 8.1. The developments identified in Exempt Appendices 1 and 2 are new build homes that are both low-carbon and environmentally sustainable, while preserving the character and

ecological integrity of the Bay through delivery on brownfield sites, in locations where car ownership will not be essential.

- 8.2. The developments will be delivered in accordance with current best practice in sustainable construction and environmental protection, delivering:
- Energy-efficiency: The development have been designed to at least meet minimum Building Regulations, all meet or exceed Nationally Described Space Standards (NDSS) with a focus on enhanced fabric performance (insulation, air tightness, and glazing) to reduce energy consumption and fuel poverty.
 - As these developments are largely complete, Torbay Council has not been able to influence the design however in the case of Scheme A all units include air source heat pumps together with high levels of insulation which will ensure an EPC B rating can be achieved. Scheme B utilises a more traditional gas boiler system for space and water heating, albeit an ultra modern system, combined with a very high thermally performing building will still lead to a positive outcome overall.
 - Sustainable transport: Provision for secure bicycle storage and good access to public transport will reduce car dependency, in line with sustainable travel objectives.
- 8.3. Climate change disproportionately affects vulnerable populations, including homeless households and displaced households. Providing safe, secure, and energy-efficient housing contributes to climate resilience by reducing exposure to extreme weather conditions; helping low-income households better manage rising costs; and support equitable access to housing that meets modern environmental and health standards.

9. Associated Risks

- 9.1. There are risks associated with any commercial activity. The risks associated with this scheme are described throughout this paper and the Exempt Appendices.

10. Equality Impact Assessment

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age	<p>18% of Torbay residents are under 18 years old.</p> <p>55% of Torbay residents are aged between 18 to 64 years old.</p> <p>27% of Torbay residents are aged 65 and older.</p> <p>Homes will be let specifically to our existing cohort of households currently occupying Temporary Accommodation. In respect of family-sized homes, this will include children (of all ages). For 1-bedroom homes, households that benefit could be any age, over 18.</p>	<p>Due to the client group to be targeted, this project is likely to provide a particular benefit to young families in unsustainable temporary accommodation. The benefits of providing permanent social housing for families with children should not be underestimated.</p> <p>Some of the single bedroom accommodation will be directed towards couples/singles in Temporary Accommodation or care experienced young people, where the Council still retains a duty of support.</p>	Not applicable	Not applicable
Carers	At the time of the 2021 census there were 14,900 unpaid carers in Torbay.	Lettings would be focussed on households currently occupying	Not applicable	Housing Management

	5,185 of these provided 50 hours or more of care.	Temporary Accommodation, which could include carers.		
Disability	In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.	Due to being new-build properties, the buildings will adhere to Building Regulations. Any additional support needs would be assessed at the time of letting the properties. As the proposal is to purchase off the shelf, it is not possible to facilitate adaptations as part of construction. However, the fact that so many homes are on the ground floor with independent access is a positive benefit to those with limited mobility; furthermore, it would be possible (within reason) to undertake retrospective adaptations to stock once households have moved in.	Not applicable	Not applicable
Gender reassignment	In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.	Homes will be allocated to vulnerable households in Temporary Accommodation which could include households with a range of protected characteristics.	Not applicable	Not applicable
Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	Homes will be allocated to vulnerable households in Temporary Accommodation which could include households with a range of protected characteristics.	Not applicable	Not applicable

Pregnancy and maternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all areas.	It is entirely possible that the family-sized housing may benefit households that include a pregnant woman, or with a recently born child. Arguably, one of the greatest benefits of this proposal is its ability to provide a good quality, safe, secure and permanent home for families with children of all ages.	Not applicable	Not applicable
Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the South West and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.	Accommodation which could include households with a range of protected characteristics.	Not applicable	Not applicable
Religion and belief	64.8% of Torbay residents stated that they have a religion in the 2021 census.	Accommodation which could include households with a range of protected characteristics.	Not applicable	Not applicable
Sex	51.3% of Torbay's population are female and 48.7% are male	Accommodation which could include households with a range of protected characteristics.	Not applicable	Housing Management
Sexual orientation	In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation.	Accommodation which could include households with a range of protected characteristics.	Not applicable	Not applicable

Veterans	In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay, 5.9 per cent of the population have previously served in the UK armed forces.	Theoretically, affordable housing is more likely to be available to former service personnel and their families, as there is a degree of preference awarded to such households when they join the housing register or make a homeless application to a local authority.	Not applicable	Not applicable
Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)		Significant benefits are achieved through this proposal, as outlined throughout.	Not applicable	Not applicable
Public Health impacts (Including impacts on the general health of the population of Torbay)		By providing suitable, safe, and warm affordable housing we can lower public health impacts and improve the health of occupants.	Not applicable	Not applicable
Human Rights impacts		This proposal directly contributes towards the aspirations of Article 25 (amongst others) of the United Nations Declaration on Human Rights.	Not applicable	Not applicable
Child Friendly	Torbay Council is a Child Friendly Council, and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and	This proposal is specifically designed to help families including children of all ages, as well as specific accommodation for care experienced young people.	Not applicable	Not applicable

	care experienced children and young people.			
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11. Cumulative Council Impact

- 11.1. This proposal will result in an increase to the Council's portfolio of social housing, which requires ongoing management. However, suitable allowances are always made in the financial modelling to ensure the long-term, appropriate management and maintenance of our housing stock.

12. Cumulative Community Impacts

- 12.1. The provision of additional affordable accommodation will reduce future pressure on having to spot-purchase Temporary Accommodation, allowing vulnerable residents – particularly families – to remain within their community networks, schools, and support systems.
- 12.2. These homes would provide long-term, stable accommodation for local households in housing need, reducing reliance on short-term lets insecure forms of accommodation.
- 12.3. There would be significant positive impact on local communities by addressing long-standing housing-needs, improving the quality of life for vulnerable residents, and contributing to the overall sustainability and cohesion of neighbourhoods within Torbay.
- 12.4. Keeping residents in Torbay ensures continued local spending and engagement with small businesses, schools, GPs and community services, as well as paying rental income to service the debt associated with scheme delivery.

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Meeting: Cabinet

Date: 19 August 2025

Wards affected: All Torquay Wards

Report Title: Torquay Town Centre Place Vision

When does the decision need to be implemented? 1st of September 2025

Cabinet Member Contact Details: Councillor Chris Lewis, Cabinet Member for Place Development and Economic Growth, chris.lewis@torbay.gov.uk

Director Contact Details: Alan Denby, Director Pride in Place, David Carter Director of Regeneration, alan.denby@torbay.gov.uk

1. Purpose of Report

- 1.1. This paper presents the vision of Torquay in advance of the vision for Torbay and the visions for Brixham and Paignton that will follow in the Autumn. As the development proposals for the sites in Torquay are the most advanced, the Torquay vision has been produced iteratively with the delivery of Harbour Public Realm and its positive outcomes, the development of the site proposals for Union Square, The Strand and the restoration of the Pavilion and emerging ideas for Lower Union Lane and Fleet Street/Fleet Walk

2. Reason for Proposal and its benefits

- 2.1. The proposals in this report help us to deliver our vision of a healthy, happy, and prosperous Torbay by building on the ambition in the Torbay Story and bringing forward and detailing specific opportunities for public and private sector investment that will revive the local economy and reposition Torbay as premier visitor location within the UK by increasing both the duration and spend of visitors from overseas, nationally, regionally and locally.
- 2.2. The reasons for the proposal, and need for the decision are, to provide a guiding document to:
- Increase investment in our three towns to enable them to develop their own distinct identities and role
 - Attract, retain, and grow our economic specialisms so we have growth which builds on our reputation.
 - Create a future pipeline of investment priorities derived from the evidence used to produce the Visions and from our emerging Economic Plan

3. Recommendation(s) / Proposed Decision

- 3.1. That Cabinet approve the use of the Torquay Vision document (as set out at Appendix 1) to steer both the delivery of current regeneration sites and the development of future proposals for the sites and areas of public realm identified by the vision as suggested priorities.
- 3.2. That delegated authority be given to the Director of Pride in Place to make minor amendments to the vision in consultation with the Leader of the Council, noting that any proposed substantial amendments will be presented to Cabinet for approval.

4. Appendices

Appendix 1: Torquay Vision

Appendix 2: Draft Vision for Torbay

5. Background Documents

- Local Plan - [Local Plan - Torbay Council](#)
- Torbay Story - [Torbay Story - Invest In Torbay](#)
- Regeneration Website -
- [Investment and regeneration strategy - Torbay Council](#)
- Town Centre SPDs - [Supplementary Planning Documents \(SPDs\) - Torbay Council](#)

Supporting Information

6. Introduction

- 6.1. Torbay Council was awarded funding from One Public Estate to produce an overarching place vision for 'Transforming Torbay' from the OPE 8 round of funding.
- 6.2. The successful bids for Future High Streets Funding, Town Deal, Levelling Up Partnership, Levelling Up Round 3 (LUF3), and the recent direct award through the Plans for Neighbourhoods, in addition to the development sites acquired by the Council since 2019, has created the need for a place vision that links the funding and assets (development sites) together. This will create a clear vision of how development sites work together to regenerate Torbay as whole, and at local level to address both the needs and exploit the opportunities of the economies of Brixham Port and Town Centre, Paignton Town Centre and Harbour and Torquay Town Centre and Harbour.
- 6.3. Change will come through using the overall vision across Torbay to shape existing and future proposals in line with the vision for Torbay and at a local level in more detailed the visions for Brixham, Paignton and Torquay.
- 6.4. The vision for Torbay and the visions for Brixham and Paignton will follow in the Autumn. As the development proposals for the sites in Torquay are the most advanced, the Torquay vision has been produced iteratively with the delivery of Harbour Public Realm and its positive outcomes, the development of the site proposals for Union Square, The Strand and the restoration of the Pavilion and emerging ideas for Lower Union Lane and Fleet Street/Fleet Walk

7. Options under consideration

- 7.1. Option 1 – Do Nothing – This would have resulted in handing back the OPE 8 funding allocated for the purpose of producing a strategy of for Transforming Torbay
- 7.2. Option 2 – Take a statutory Masterplanning approach by updating the current adopted Masterplans for Paignton and Torquay Town Centres. This would have taken a longer period of time and not covered the wider Torbay area and been subject to a length statutory consultation period. With the current Government requiring that all Local Plans are updated by the end of the current parliament the visions along with the new Local Plan can inform the need to update or supersede the current town centre Masterplans
- 7.3. Option 3 – To produce vision documents for; Torbay, Brixham Port and Town Centre, Paignton Town Centre and Harbour and Torquay Town Centre and Harbour.

8. Financial Opportunities and Implications

- 8.1. The funding for the work is from an external source - OPE 8

9. Legal Implications

- 9.1. None

10. Engagement and Consultation

- 10.1. Engagement for the Torquay Vision was undertaken in series of internal and external meetings with invited stakeholders including (Local Ward Members) drawn from business and investors within the Town Centre and Harbour along with statutory authorities including Devon and Cornwall Police.

11. Procurement Implications

- 11.1. The vision has been produced by the Regeneration Partnership.

12. Protecting our naturally inspiring Bay and tackling Climate Change

- 12.1. The Visions will promote our natural beauty and rich local environmental resources as a key unique selling point to investors.

13. Associated Risks

- 13.1. If the proposal is not implemented the vision can't then inform the development of future investment proposals to align them with the Torbay Story and current regeneration strategy.

14. Equality Impact Assessment

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age Page 319	<p>18 per cent of Torbay residents are under 18 years old.</p> <p>55 per cent of Torbay residents are aged between 18 to 64 years old.</p> <p>27 per cent of Torbay residents are aged 65 and older.</p>	<p>The vision for Torquay will enhance this area of the Bay and will be beneficial for both older and young people.</p> <p>No advance impacts are anticipated from this decision. However, due to its strategic nature, it is not possible to be certain with the current level of detail. To ensure that equality is fully considered EIAs will be completed throughout the decision-making process as the regeneration activity develops.</p>	None required	N/A
Carers	<p>At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care.</p>	<p>The vision for Torquay will enhance this area of the Bay and will be beneficial for carers as the Council is committed to ensuring accessible regeneration of the town centre.</p> <p>No advance impacts are anticipated from this decision. However, due to its</p>	None required	

		<p>strategic nature, it is not possible to be certain with the current level of detail. To ensure that equality is fully considered EIAs will be completed throughout the decision-making process as the regeneration activity develops.</p>		
Disability	<p>In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.</p>	<p>The vision for Torquay will enhance this area of the Bay and will be beneficial for people with disabilities as the Council is committed to ensuring accessible regeneration.</p> <p>No advance impacts are anticipated from this decision. However, due to its strategic nature, it is not possible to be certain with the current level of detail. To ensure that equality is fully considered EIAs will be completed throughout the decision-making process as the regeneration activity develops.</p>	None required	N/A
Gender reassignment	<p>In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.</p>	<p>No advance impacts are anticipated from this decision however data is limited.</p> <p>To ensure that equality is fully considered EIAs will be completed throughout the decision-making process as the regeneration activity develops.</p>	None required	N/A

Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	<p>No advance impacts are anticipated from this decision however data is limited.</p> <p>To ensure that equality is fully considered EIAs will be completed throughout the decision-making process as the regeneration activity develops.</p>	None required	N/A
Pregnancy and maternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all geographical areas.	<p>No advance impacts are anticipated from this decision.</p> <p>To ensure that equality is fully considered EIAs will be completed throughout the decision-making process as the regeneration activity develops.</p>	None required	N/A
Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the South West and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst	<p>No advance impacts are anticipated from this decision.</p> <p>To ensure that equality is fully considered EIAs will be completed throughout the decision-making process as the regeneration activity develops.</p>	None required	N/A

	the 20% most deprived areas in England.			
Religion and belief	64.8% of Torbay residents who stated that they have a religion in the 2021 census.	<p>No advance impacts are anticipated from this decision.</p> <p>To ensure that equality is fully considered EIAs will be completed throughout the decision-making process as the regeneration activity develops.</p>	None required	N/A
Sex	51.3% of Torbay's population are female and 48.7% are male	<p>No advance impacts are anticipated from this decision.</p> <p>To ensure that equality is fully considered EIAs will be completed throughout the decision-making process as the regeneration activity develops.</p>	None required	N/A
Sexual orientation	In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation.	<p>No advance impacts are anticipated from this decision.</p> <p>To ensure that equality is fully considered EIAs will be completed throughout the decision-making process as the regeneration activity develops.</p>	None required	N/A
Armed Forces Community	In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay,	No advance impacts are anticipated from this decision.	None required	N/A

	5.9 per cent of the population have previously served in the UK armed forces.	To ensure that equality is fully considered EIAs will be completed throughout the decision-making process as the regeneration activity develops.		
Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)		The impact from this project will promote economic inclusivity as it aims to boost local employment and skills.	None required	N/A
Public Health impacts (Including impacts on the general health of the population of Torbay)		The impact from this project will promote economic inclusivity as it aims to boost local employment and skills. Positive as improved health outcomes are an intrinsic part of Regeneration.	None required	N/A
Human Rights impacts		No human rights impacts are anticipated from this decision.	None required	N/A
Child Friendly	Torbay Council is a Child Friendly Council, and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people.	The impact from this project will contribute to Torbay being a positive environment for children to live in.	None required	N/A

15. Cumulative Council Impact

15.1. None

16. Cumulative Community Impacts

16.1. All the changes proposed should lead to better outcomes for the wider community.

TORBAY REGENERATION VISION: TORQUAY

Torquay | Paignton | Brixham

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Torbay

Regeneration

Vision

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	Present Day		Social Demographics		Key Interventions
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TORQUAY

Town Centre Zones

TORQUAY

Key Focus

The Heart of the English Riviera

The desire is for Torquay to evolve as the principle town centre, it will become the largest retail and leisure centre of the Bay, whilst also becoming the key sub-regional retail and leisure destination.

The developments should strengthen the town’s commercial role whilst also conserving and enhancing the area’s historic character and environmental value.



TORQUAY

The Town's Origins

Torquay, from Torre “a rocky hill”

Torquay, a town on the English Riviera in Devon, England, boasts a rich heritage and intriguing origins that reflect its evolution from a humble fishing village to a prominent seaside resort. The town’s history stretches back thousands of years, offering a tapestry of cultural and historical influences.

From its prehistoric origins to its status as a beloved seaside resort, Torquay’s heritage is a testament to its enduring appeal and adaptability. The town’s historical layers offer a fascinating journey through time, showcasing the diverse influences that have shaped its development and continue to draw visitors from around the world.

Medieval Period
In the medieval period, Torquay was a small fishing hamlet. Its name is derived from “Torre,” an ancient village near the site of Torre Abbey, and “Quay,” indicating the town’s maritime connections. Torre Abbey, founded in 1196, played a crucial role in the area’s development. The abbey became one of the most influential religious establishments in Devon, contributing to the local economy and community.

18th and 19th Century: Growth and Prosperity
Torquay’s transformation began in the late 18th and early 19th centuries when it started gaining popularity as a health resort. The town’s mild climate and scenic coastal views attracted wealthy visitors seeking the therapeutic benefits of the sea air. The Napoleonic Wars (1803–1815) further boosted Torquay’s status, as the town became a retreat for the British naval officers stationed in nearby Plymouth.

The advent of the railway in 1848 marked a turning point, making Torquay more accessible to tourists. This period saw significant development, with the construction of grand villas, hotels, and public amenities designed to cater to the influx of visitors. The town’s architecture from this era, including the iconic Pavilion and the elegant Victorian terraces, reflects its Victorian prosperity.

Cultural Heritage
Torquay has a rich cultural heritage, most famously as the birthplace of the renowned author Agatha Christie. The town celebrates her legacy with the annual Agatha Christie Festival and a dedicated literary trail. Additionally, Torquay’s maritime history, Victorian architecture, and archaeological sites contribute to its vibrant cultural landscape.

Prehistoric and Roman Era
Evidence of human activity in Torquay dates back to prehistoric times. The most notable archaeological site is Kents Cavern, a network of caves containing tools and fossilized remains from the Paleolithic period. These findings suggest that early humans inhabited the area around 40,000 years ago. The presence of ancient artefacts underscores Torquay’s significance in prehistoric Britain.

During the Roman era, the region that includes modern-day Torquay was part of the Dumnonii territory. Although there are few substantial Roman remains in Torquay itself, the broader area of Devon was known to be influenced by Roman activities, including mining and trade.

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20th Century to Present
Torquay continued to flourish in the early 20th century, establishing itself as one of Britain’s premier seaside resorts. The town’s reputation for leisure and tourism persisted, with attractions like the Princess Theatre and the Torre Abbey Sands drawing visitors.

During World War II, Torquay played a role in the war effort, with its hotels and public buildings repurposed for military use. The post-war period saw a resurgence in tourism, although the latter half of the 20th century brought challenges as the rise of overseas travel impacted traditional British seaside resorts.

In recent years, Torquay has revitalized its tourism industry by promoting its heritage, natural beauty, and cultural events. The town is part of the English Riviera UNESCO Global Geopark, recognized for its geological significance and stunning landscapes.

TORQUAY Heritage

1860 →

Between 1860 and 1900, Torquay evolved from a modest seaside village into a thriving Victorian resort, renowned for its picturesque setting and health benefits. This period saw extensive urban development, with the construction of grand villas, luxury hotels, and elegant public buildings catering to affluent visitors seeking leisure and wellness. The extension of the railway to Torquay in 1848 was pivotal, significantly boosting accessibility and tourism. The town's infrastructure improved with new promenades, parks, and piers, enhancing its appeal as a fashionable destination. Cultural and social amenities, including theatres and assembly rooms, flourished, and the local economy benefited from the influx of visitors and the burgeoning hospitality industry. By the turn of the century, Torquay had firmly established itself as a premier resort on the English Riviera, celebrated for its beauty and refined atmosphere.



1900 →

Between 1900 and 1930, Torquay experienced significant growth and transformation, solidifying its status as a premier seaside resort. The town's development was marked by enhanced infrastructure, including expanded railway services and improved road connections, which made it more accessible to visitors. The hospitality industry flourished with the construction of new hotels, guest-houses, and entertainment venues such as the Pavilion, catering to the increasing number of tourists. World War I temporarily shifted the town's focus as it re-purposed many buildings for military use, but the post-war period, especially the prosperous 1920s, saw a revival in tourism and social activities. Modernization efforts and investments in public amenities, along with a vibrant cultural scene, further boosted Torquay's appeal, making it a beloved destination on the English Riviera.



1930 →

Between 1930 and 1960, Torquay underwent substantial development and change, navigating the challenges of World War II and emerging as a resilient and popular seaside resort. In the 1930s, the town continued to enhance its tourism infrastructure with new hotels, improved public amenities, and vibrant entertainment options. World War II brought a temporary halt to tourism as many of Torquay's hotels and buildings were requisitioned for military use and the town itself was involved in wartime activities. However, the post-war period saw a significant revival. The 1950s ushered in an era of renewed prosperity, with the town investing in modernization projects, including the reconstruction of war-damaged areas, the development of new housing estates, and the enhancement of tourist facilities. The rise of the domestic holiday market, fuelled by economic growth and improved transportation, solidified Torquay's status as a favoured destination, blending its historic charm with post-war optimism and innovation.

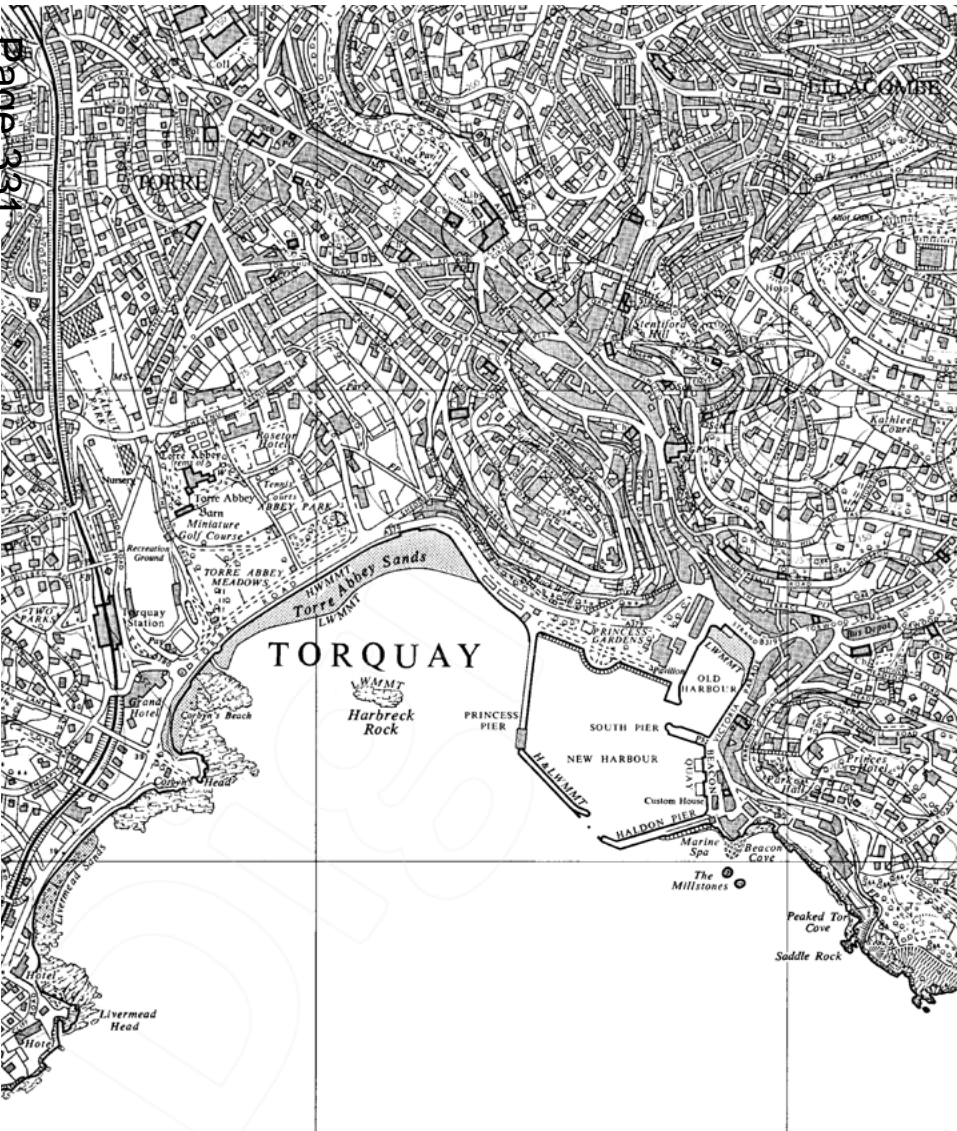


TORQUAY

Heritage

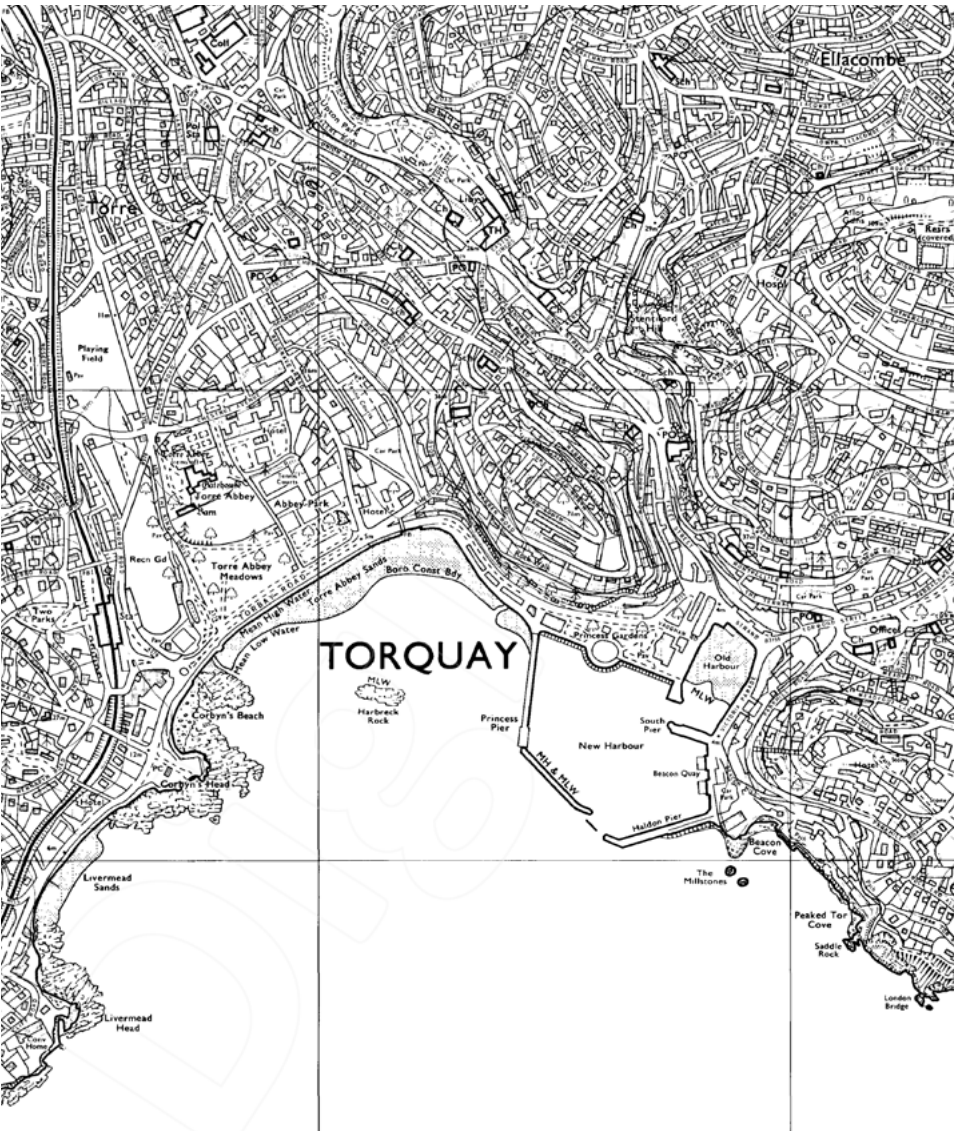
1960 →

Between 1960 and 1970, Torquay experienced significant modernization and a boom in tourism, further cementing its status as a premier seaside destination. This decade saw substantial investment in infrastructure, including the construction of new hotels, holiday camps, and modern tourist facilities to accommodate the growing number of visitors. The rise of car travel led to improved road networks and parking facilities, making the town more accessible. The local economy thrived with the influx of tourists, leading to the expansion of entertainment venues, restaurants, and shops. Efforts to promote Torquay as part of the “English Riviera” were successful, attracting both domestic and international tourists. The development of leisure attractions, such as the expansion of the marina and the creation of family-friendly activities, contributed to Torquay’s vibrant holiday atmosphere during this dynamic period.



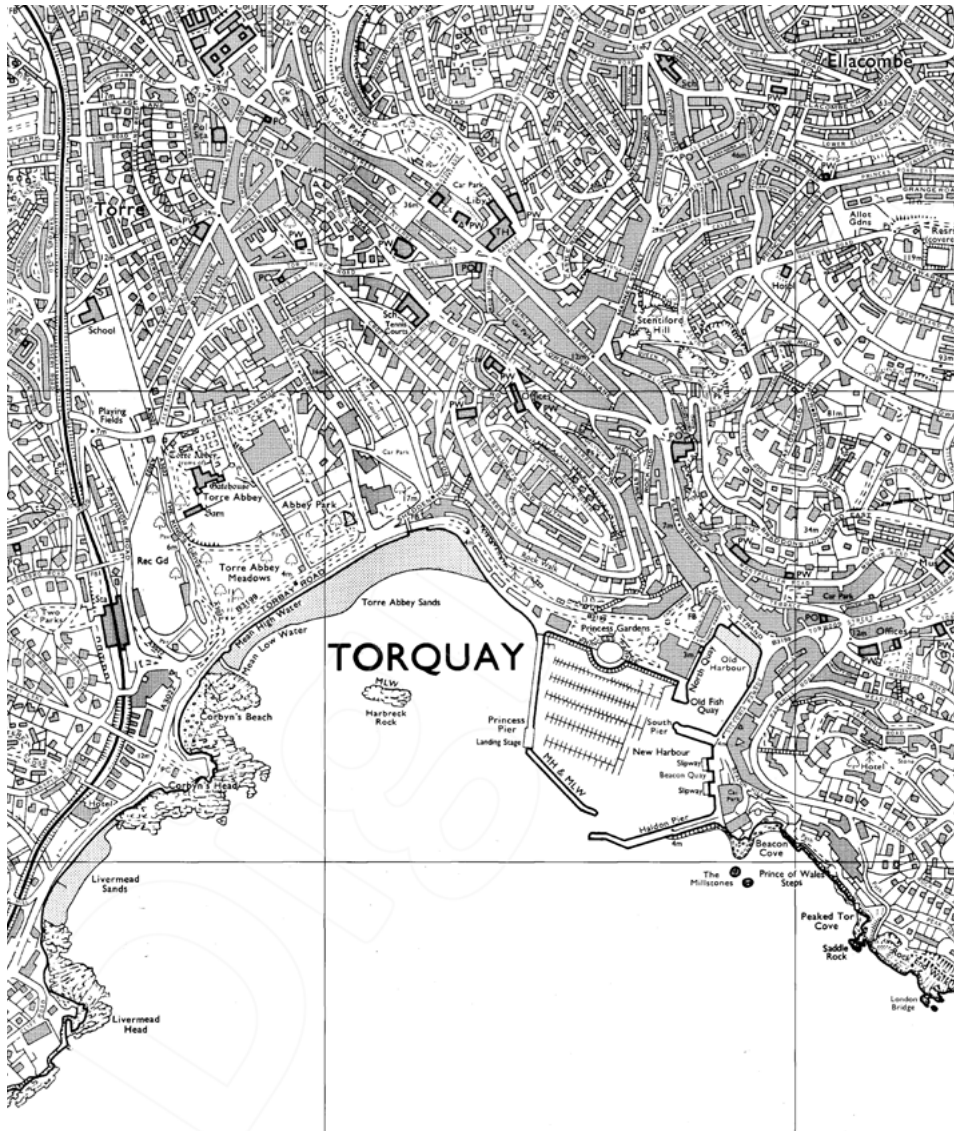
1970 →

Between 1970 and 1990, the town invested in modernizing its tourist infrastructure, including refurbishing older hotels and building new accommodation options to meet the changing demands of travellers. The development of attractions like the Riviera International Conference Centre, which opened in 1987, helped diversify Torquay’s appeal beyond traditional holiday-making to include business tourism. However, the rise of affordable overseas travel in the 1970s and 1980s posed competition, leading to fluctuations in domestic tourist numbers. In response, Torquay focused on enhancing its unique offerings, such as promoting its maritime heritage, natural beauty, and events like the annual regatta. Urban renewal projects aimed at improving public spaces and amenities also took place, helping to maintain the town’s charm and attractiveness. By the end of the 1980s, Torquay had adapted to the changing tourism landscape, balancing its historic allure with modern enhancements.



1990 →

From 1990 to today, Torquay has undergone significant transformation, balancing modernization with the preservation of its historical charm. The town has invested in revitalizing its waterfront and public spaces, enhancing the appeal of its picturesque harbour and promenade. The tourism industry has adapted to contemporary trends, with an emphasis on eco-tourism, cultural events, and gastronomic experiences, attracting a broader range of visitors. Developments such as the Living Coasts marine zoo, opened in 2003, and the continued growth of the Riviera International Conference Centre have diversified the town’s attractions. Torquay’s inclusion in the English Riviera UNESCO Global Geopark has highlighted its unique geological and natural heritage, drawing in tourists interested in outdoor and educational activities. Efforts to improve transport links and sustainable tourism initiatives have also been key focuses.



TORQUAY

Present Day

A multi-functional town centre

Torquay is the largest town in Torbay. The economy is centred on tourism. The retail sector has struggled in recent years, following the national trend of contracting retail sectors,

A high class natural environment focussed on the harbour and coast makes the town an attractive place for visitors and investors. However there are also communities with significant levels of deprivation and the economy has traditionally been hampered by infrastructure constraints.

Torquay needs planned growth and sensitive development of new homes and jobs to help deliver social and economic benefits while protecting its strong environmental assets and tourism value.

Page 332

- 1 The Pavilion
- 2 Princess Theatre
- 3 Princess Gardens
- 4 Fleet Walk
- 5 Living Coasts
- 6 Debenhams Site
- 7 Hilton
- 8 Premier Inn
- 9 Former Post Office Building (Tesco)
- 10 GPO Roundabout
- 11 BT Building
- 12 Lower Union Lane MSCP
- 13 Union Square Shopping Centre
- 14 Town Hall
- 15 Rivera International Centre
- 16 Torquay Museum



TORQUAY

Town Centre Zones

TORQUAY

Previously Defined Town Centre Zones

As identified in the 2014 document: Torquay Rethink, Town Centre Masterplan: A Vision for the Heart of the English Riviera.

The town centre effectively covers the harbour, Fleet Street and Union Street along with the adjoining context. The retail centre is currently oversized and has declined from being a leading retail destination since the late 1960's.

The 'Torquay Rethink, Town Centre Masterplan: A Vision for the Heart of the English Riviera' identified three character areas in Torquay town centre, shown to the right, these include:

- 1. Harbour / Tourism Area (Parade / Strand)
- 2. Retail Core (Union Street and Fleet Walk)
- 3. Civic and Parks Quarter (Torre and Upton)

There are a number of major development opportunities throughout these three zones, which are outlined through this document.

- Harbour
- Retail Core
- Civic & Parks
- Links between Zones



TORQUAY

Previously Defined Town Centre Zones

Zooming-in to the regeneration area.

The regeneration area is covered by the harbour and retail core zones, with the link to more residential neighbourhoods around Castle Circus representing the northern boundary.

The following chapters will reference these zones, and question whether they should be adapted in the future.

Page 335

- 1 The Pavilion
- 2 Princess Theatre
- 3 Princess Gardens
- 4 Fleet Walk
- 5 Living Coasts (shut during Covid)
- 6 Debenhams Site
- 7 Hilton
- 8 Premier Inn
- 9 Former Post Office Building (Tesco)
- 10 GPO Roundabout
- 11 BT Building
- 12 Lower Union Lane MSCP
- 13 Union Square Shopping Centre
- 14 Town Hall
- 15 Rivera International Centre
- 16 Torquay Museum

- Harbour
- Retail Core
- Civic & Parks
- Links between Zones



TORQUAY

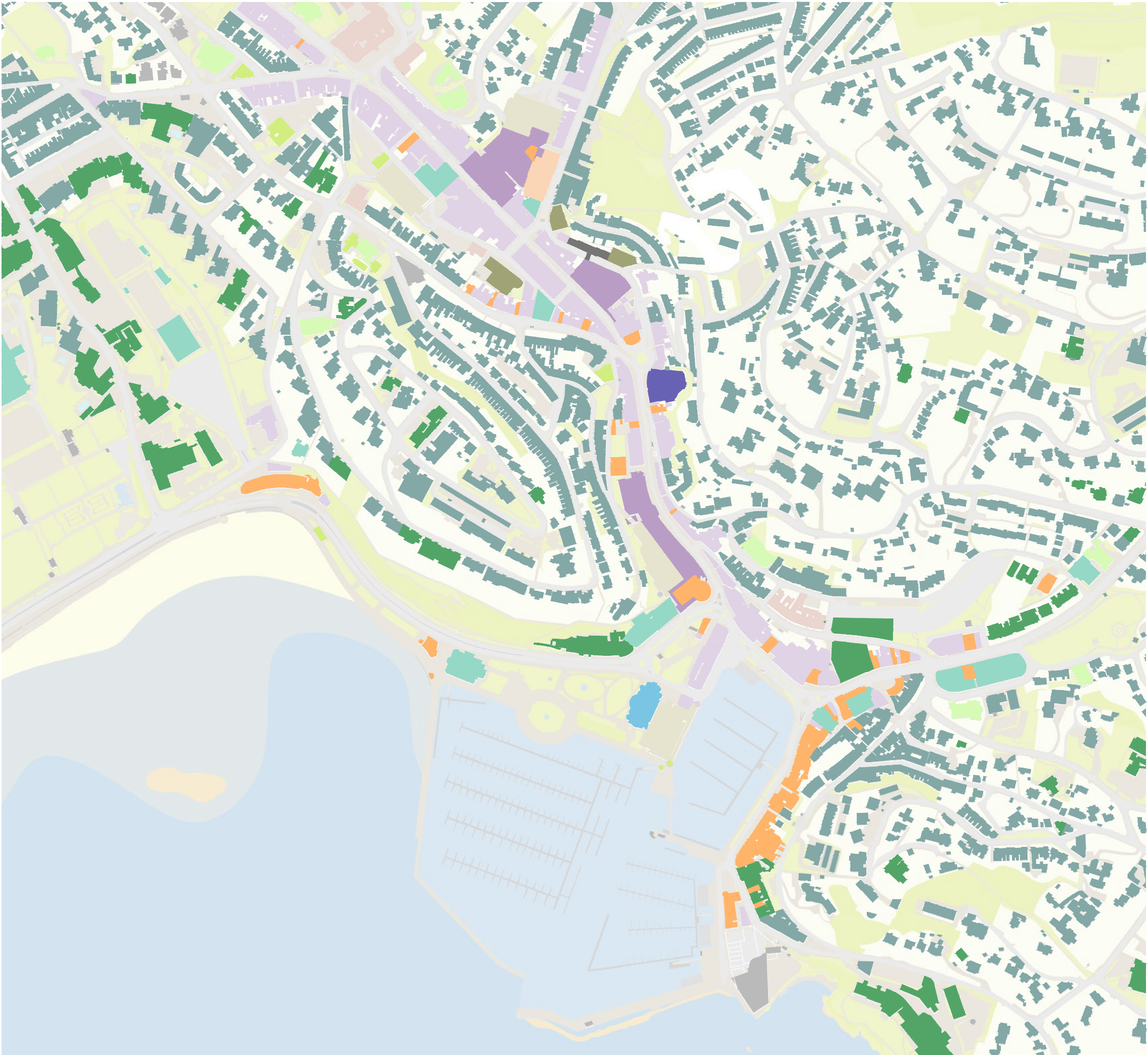
Town Analysis

TORQUAY

Ground Floor Uses

Page 337

- Residential & B&B's
- Hotels
- Shops
- Food and Beverage
- Shopping Centre
- Supermarket
- Leisure
- Multi-Storey Car Park
- Warehouse / Light Industrial
- Storage



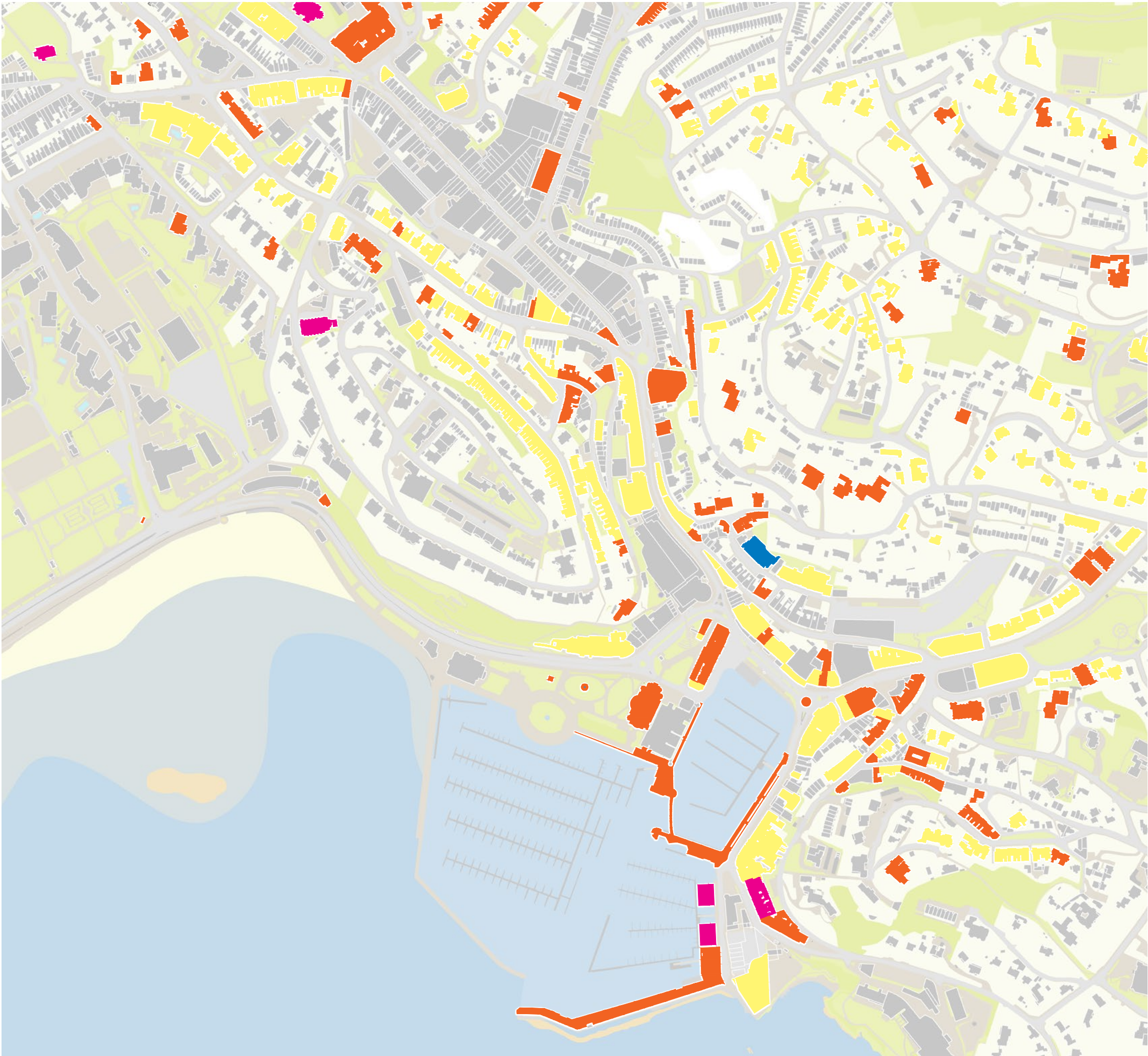
TORQUAY
Use Zones

- Green Spaces
- Retail | F&B | Businesses
- Heritage
- Community Leisure | Entertainment
- Residential & Hotels
- Key Streets



TORQUAY
Listed Buildings

- Grade I Listed
- Grade II* Listed
- Grade II Listed
- Buildings “which make a significant contribution to the townscape”



TORQUAY Conservation Areas

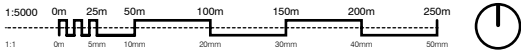
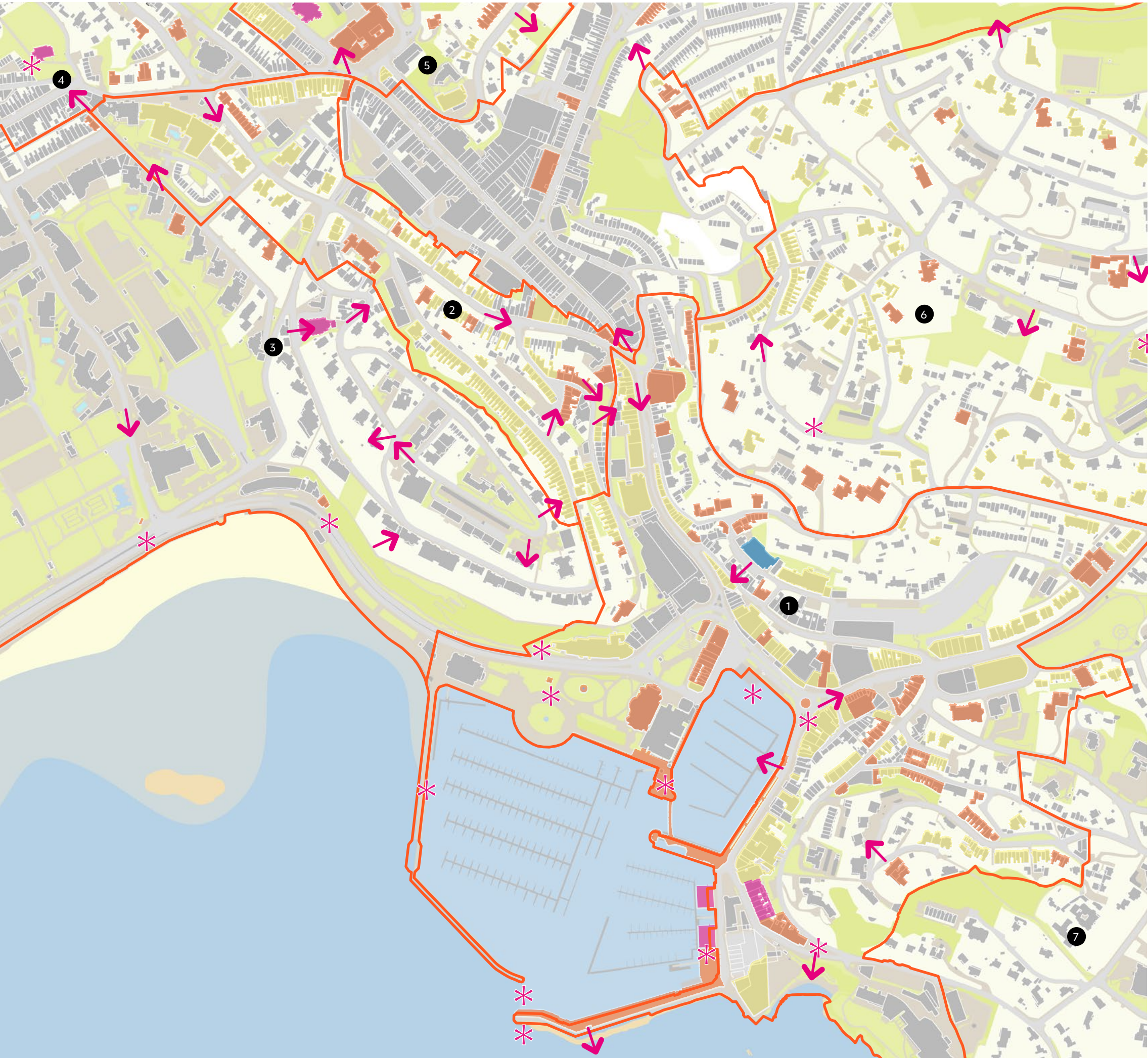
There are 7 Conservation areas encompassing the town centre.

Union Lane, Market Street and Lower Union Lane are the only areas of the regeneration vision not covered by conservation areas. The harbour and Fleet Street are within the Harbour conservation area. The Town Hall and northern junction of Union Street is in the Upton conservation area and the areas to the east and west are within the Belgravia and Warberries conservation areas respectively.

The latest conservation area review and documents are from 2004. Some aspects may be out of date or currently under review.

The next few pages highlight key aspects from these conservation areas.

- ➔ Viewpoint
- ✱ Feature of special interest
- 1 Torquay Harbour
- 2 Abbey Road
- 3 Belgravia
- 4 Tormohun
- 5 Upton
- 6 Warberries
- 7 Lincombes



TORQUAY

Main Vehicular Routes

As identified in the 2014 document: Torquay Rethink, Town Centre Masterplan: A Vision for the Heart of the English Riviera.

Page 341

- ➔ Main route through to the seafront
- ➔ Main route through to the town centre
- ➔ Main routes in from local centres
- Pedestrianised zones
- Bus only access
- Fork causing confusion for drivers
- P Car park



TORQUAY

Main Vehicular Routes

As identified in the 2014 document: Torquay Rethink, Town Centre Masterplan: A Vision for the Heart of the English Riviera.

Page 342

- ➡ Main route through to the seafront
- ➡ Main route through to the town centre
- ➡ Main routes in from local centres
- Pedestrianised zones
- Bus only access
- Fork causing confusion for drivers
- P Car park



TORQUAY

Car Parks

As identified in the 2014 document: Torquay Rethink, Town Centre Masterplan: A Vision for the Heart of the English Riviera.

Page 343

- 1 Shedden Hill (258)
- 2 Fleet Wall (450)
- 3 Marina (111)
- 4 Beacon Quay (118)
- 5 Harbour (165)
- 6 Union Square (415)
- 7 Lower Union Lane (664)
- 8 Shoppers (32)
- 9 Abbey Park (28)
- 10 Torre Valley (150)
- 11 Town Hall (205)
- 12 Meadfoot Road (57)
- 13 Melville Street (36)
- 14 Torquay Station (60)
- 15 Brunswick Square (89)
- 16 Coach Park

Total: 2,838 Spaces



TORQUAY

Car Parks

As identified in the 2014 document: Torquay Rethink, Town Centre Masterplan: A Vision for the Heart of the English Riviera.

Page 344

- 1 Shedden Hill (258)
- 2 Fleet Walk (450)
- 3 Marina (111)
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- 5 Harbour (165)
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- 7 Lower Union Lane (664)
- 8 Shoppers (32)
- 9 Abbey Park (28)
- 10 Torre Valley (150)
- 11 Town Hall (205)
- 12 Meadfoot Road (57)
- 13 Melville Street (36)

Total: 2,689 Spaces



TORQUAY

Key Movement Routes

Page 345

- Primary Car / Bus route
- Secondary Car/ Bus Route
- Tertiary Route
- Primary pedestrian route
- Secondary pedestrian route
- Cycle route
- Ferry route
- Bus Stop
- Car Park



TORQUAY
Key Pedestrian Links

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→ Pedestrian Links



TORQUAY
Permeability and
views to the edge

Page 347

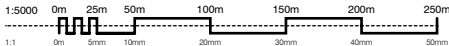
- ➡ Enhance the visibility out onto the Bay and from the bay to the shoreline
- ➡ Open up the retail and F&B areas to create more public realm and event spaces
- ➡ Enhance the waterfront public realm and connectivity to utilise the beach fronts.



TORQUAY Green Spaces

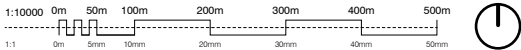
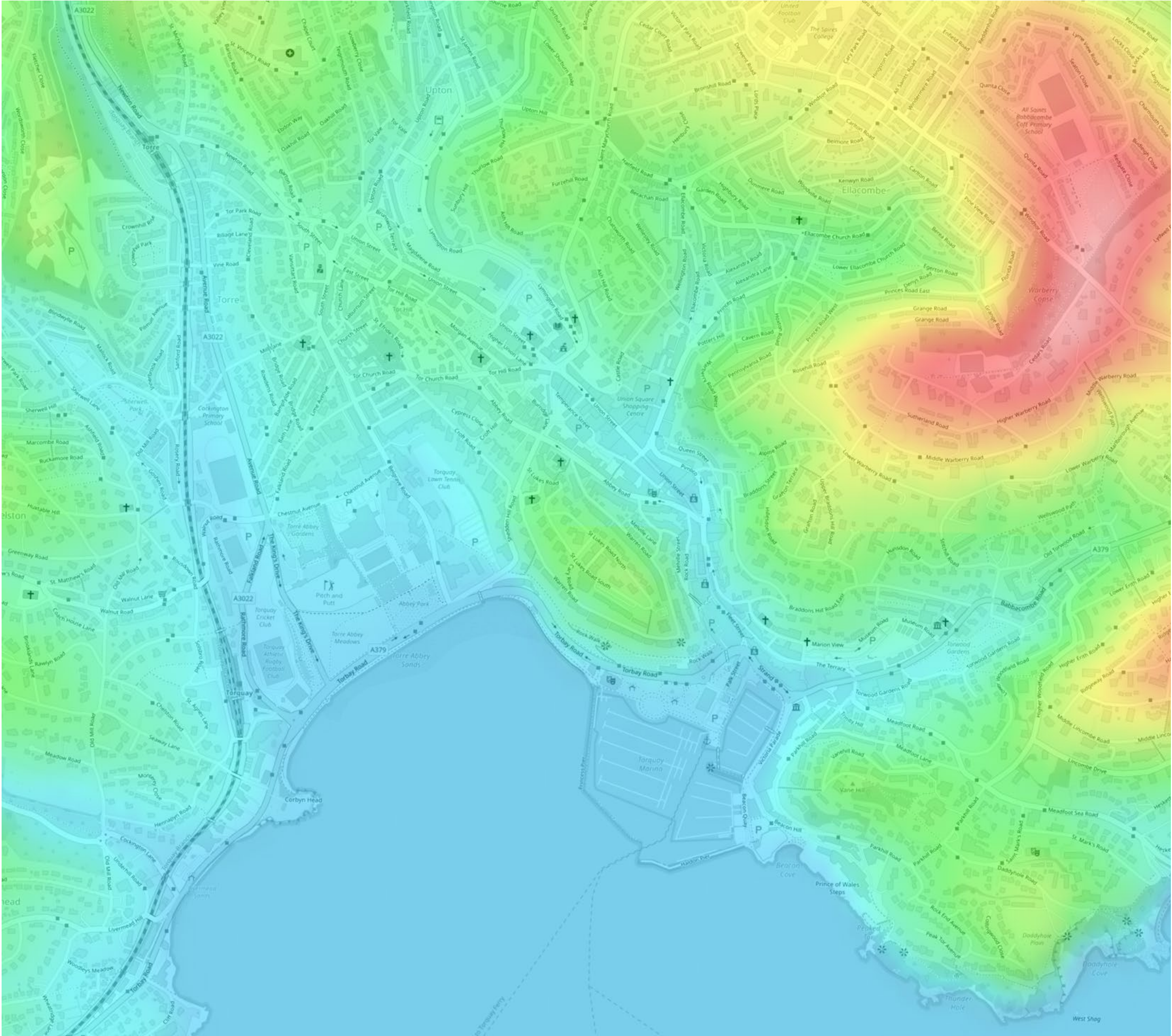
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- 1 Princess Gardens
- 2 Royal Terrace Gardens
- 3 Abbey Park
- 4 Abbey Park and Gardens
- 5 Torwood Gardens



TORQUAY Topography

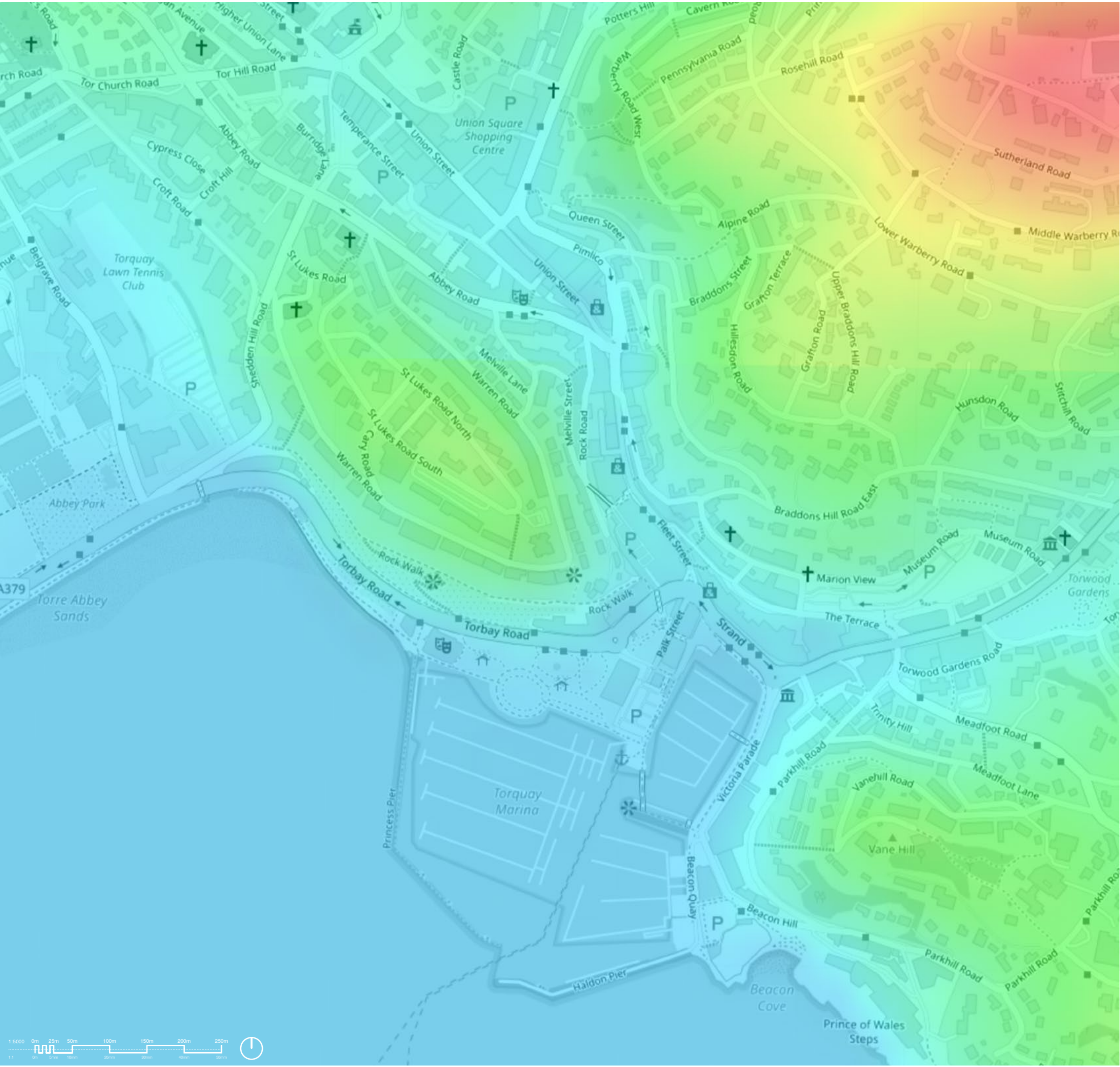
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TORQUAY Topography

Page 350

- AOD
- 131m
 - 124m
 - 117m
 - 110m
 - 103m
 - 97m
 - 90m
 - 83m
 - 76m
 - 69m
 - 62m
 - 55m
 - 48m
 - 41m
 - 34m
 - 28m
 - 21m
 - 14m
 - 7m
 - 0m



TORQUAY Flood Zones

From the government's Flood Map for Planning
service at:
www.flood-map-for-planning.service.gov.uk

Page 351

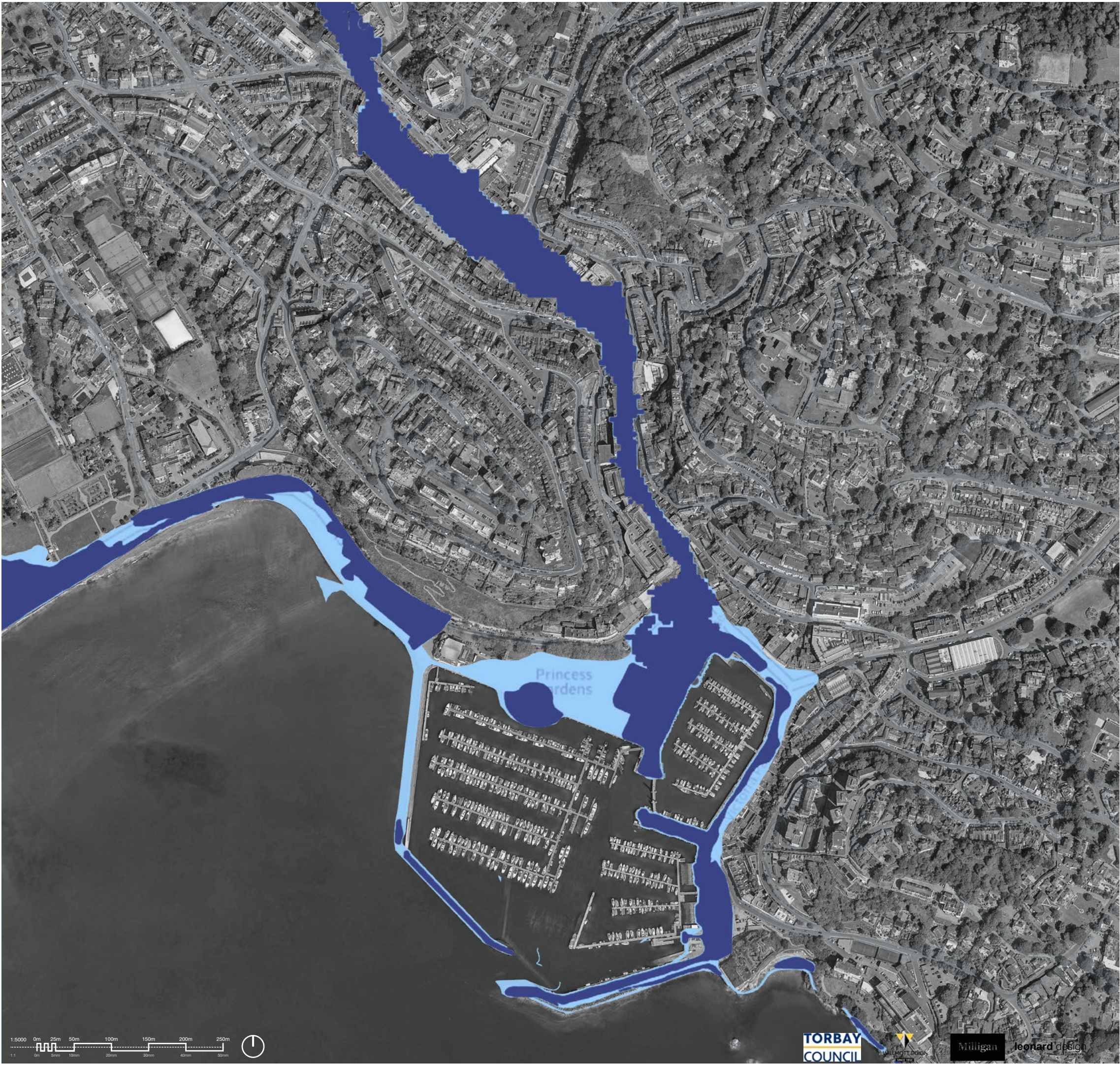
- Flood Zone 2
- Flood Zone 3



TORQUAY Flood Zones

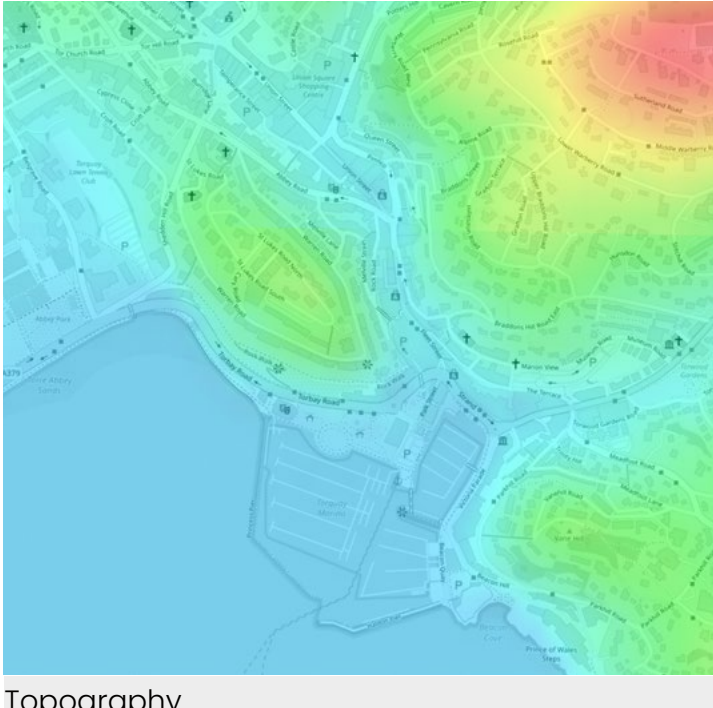
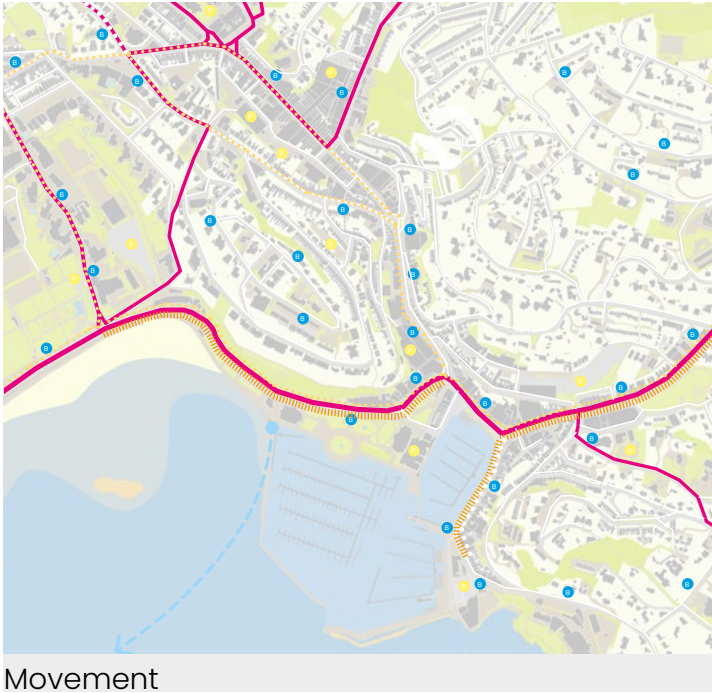
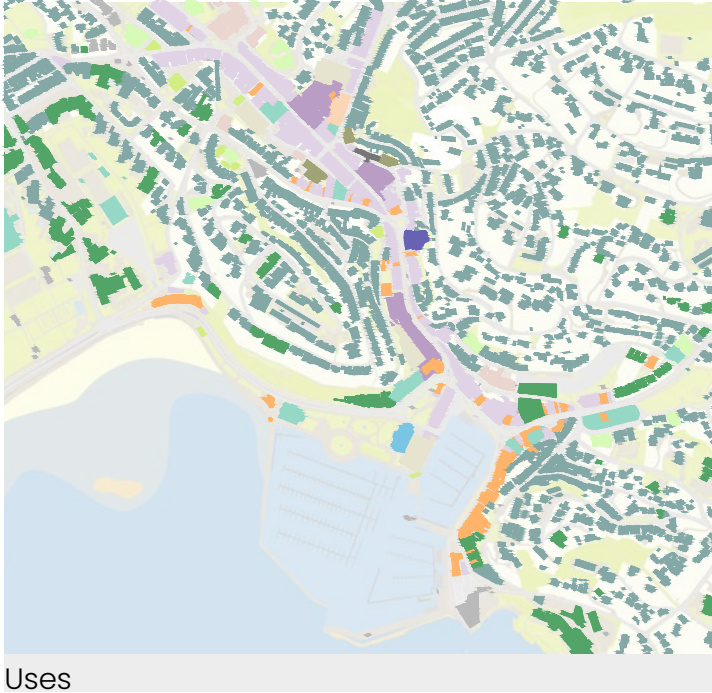
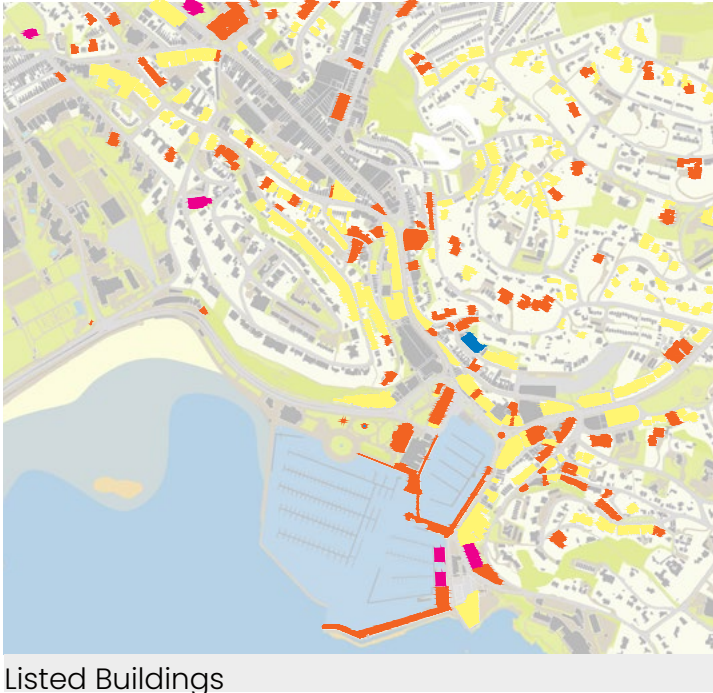
From the government's Flood Map for Planning
service at:
www.flood-map-for-planning.service.gov.uk

- Flood Zone 2
- Flood Zone 3



TORQUAY

Mapping Summary



TORQUAY

Summary Analysis

Strengths

- Page 354
1. Brand: The English Riviera.
 2. Business: A strong business community in the town, captured by its BiD status.
 3. Diversity: The town caters for a wide range of customers including locals, families and young people visiting, business visitors and 'empty nesters' on holiday.
 4. Local Demand: A substantial number of locals with higher than national average domestic income.
 - Heritage: A part of the UNESCO Global Geopark network, Torquay is part of the world's only urban geopark.
 - Integrated offer: Close proximity between harbour, main shopping street, central services and beaches providing a unique offer.
 7. Investment: Torquay's Harbour has benefited from sustained and significant public and private sector investment.
 8. Retail: Torquay is not a stereo-typical carbon copy shopping area with a mix of large and small, national and local retailers.
 9. Leisure: Hotels are highly regarded.
 10. Night-time Economy: Vibrant evening economy and the town centre has been awarded a Purple Flag.
 11. Car parking capacity is approximately 60% greater than demand so no shortage of parking at present.

Weaknesses

1. Demographics: The town centre is split between tourism in the south (harbour) and local shopping to the north (Union Street).
2. Retail offer: The retail offer is seen as poor quality with little high quality choice. This is judged to be partly a response to the local demographics around the town centre where some of the poorest neighbourhoods can be found. Shoppers will either go to Exeter or Plymouth for higher quality retailers.
3. Retail Size: The retail street is too long and struggles with occupancy levels.
4. Night-time Leisure: The High Street is poor at night and the perception of 'stag and hen nights' is prevalent.
5. Town Centre Homes: Town Centre residential provision is poor with few apartments above shops and a large proportion of social rented and HMO's close to the centre.
6. Leisure: For a long time the holiday market has been biased towards cheaper coach trips and lower quality B&B's.
7. Ownership: Varied ownership picture across the town centre.
8. Funding: Both for major and minor redevelopment.
9. Business Rates.
10. Car Parking: Locations not optimum, quality and management.

→ Opportunities

1. Rebalance the holiday market to higher quality hotels, self catered apartments and shorter year-round breaks to take advantage of this growing market.
2. Change Torquay's perception from a 'Seaside Destination to a 'Vibrant Coastal Town'.
3. Reduce the size of the retail core. Strengthen retail south of the GPO roundabout.
4. Encourage a mix of uses to the north of the GPO roundabout. Potentially a mixed-use, residential neighbourhood targeted at local residents.
5. Fix the issues around Castle Circus..
6. Restore the Pavilion to a cultural destination.
7. Better connect across Torbay via roads, cycling and public transport.
8. Improve the public realm.
9. Improve the public realm of Fleet Street.
10. Encourage more street activations, including a market, street food, entertainment and events.

TORQUAY

Indicative Regeneration

Vision

TORQUAY

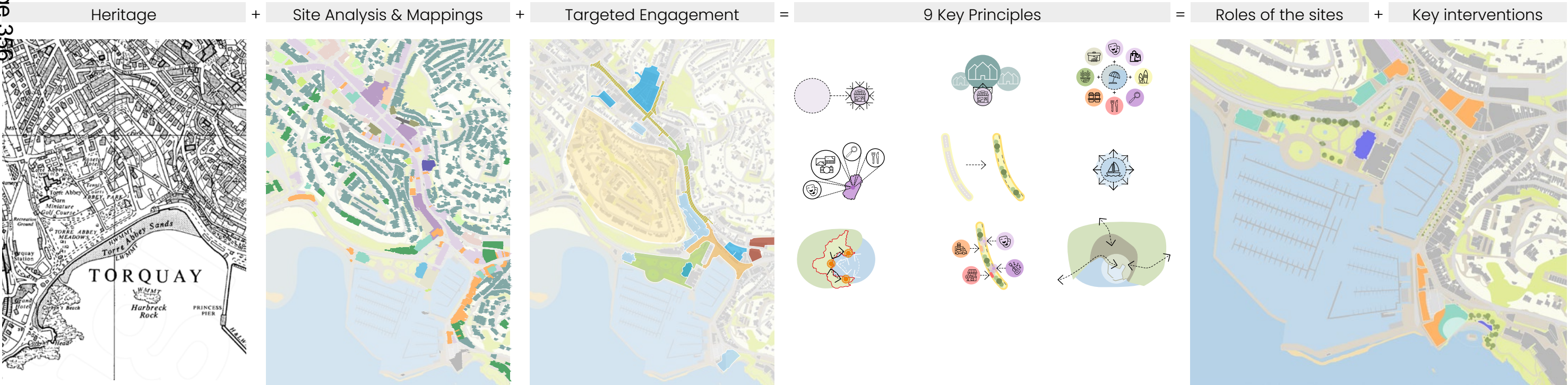
Indicative Regeneration Vision

This chapter combines the learnings from the first 2 chapters, including heritage, Torquay’s identity, the site analysis and mappings, with workshops to result in a number of key principles.

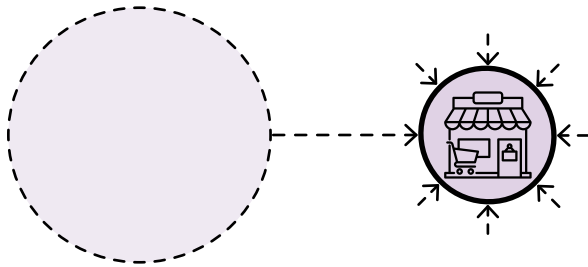
These key principles inform the overall strategy for the area. The roles of the different sites are then outlined, before identifying a number of key interventions that can contribute to the overall vision over time.

Overleaf are outlined the 9 key principles identified for the regeneration of Torbay.

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TORQUAY
Key Principles



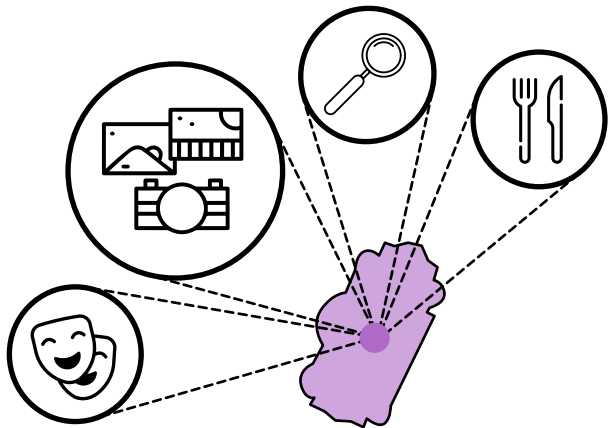
Reduce the size of, enhance and strengthen the Retail Core



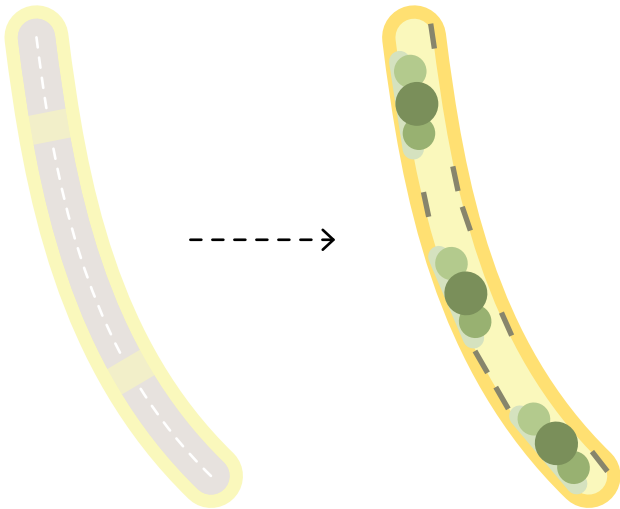
Encourage mixed-use, residential neighbourhoods to the north of the GPO roundabout



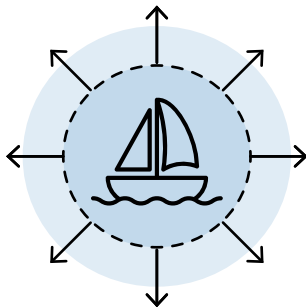
Change the perception of Torquay from a 'Seaside destination' to 'Vibrant Coastal Town'



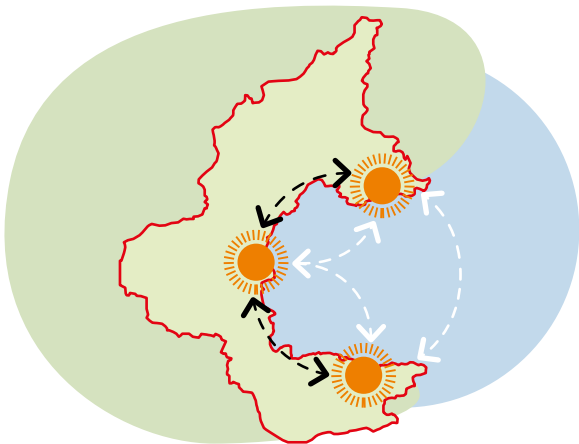
Restore the Pavilion into a cultural destination



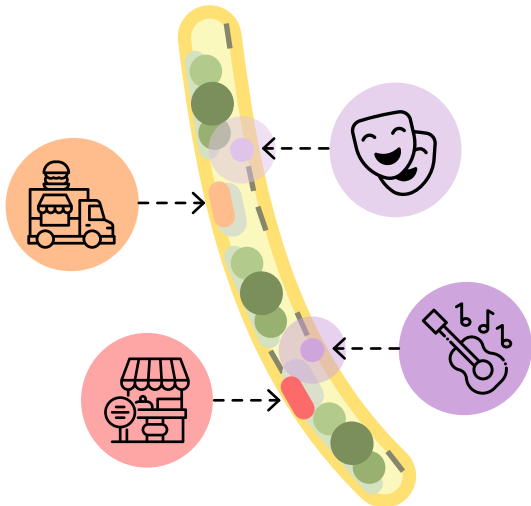
Improve the public realm of Fleet Street



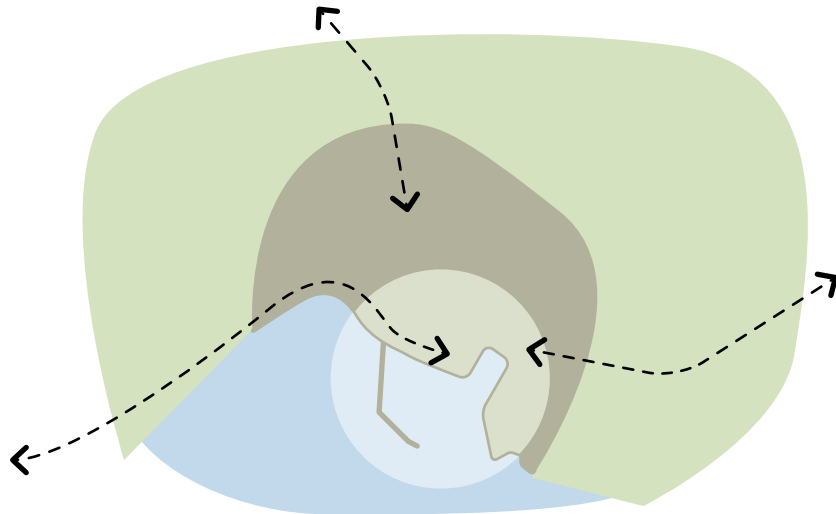
Focus on the Harbour area and work outwards



Better connect across Torbay



Encourage more street activations: A market, street food, entertainment and events



Improve the arrival experience into Torquay

TORQUAY

Key Focus Areas

From the previous site mappings, internal workshops and engaging key stakeholders the following list of key sites have been identified across the town centre.

- Delivered Sites

1

Hilton

2

Premier Inn Torquay Harbour
- Sites In Progress

3

Harbour Public Realm
- Proposed Sites

4

The Pavilion

5

Debenhams

6

Union Square

7

Lower Union Lane
- Opportunity Sites

8

Living Coast

9

Fleet Walk

10

The Arcades

11

BT Building

12

Princess Theatre
- Public Realm Opportunities

13

Princess Gardens

14

GPO Roundabout Public Realm

15

Fleet Street Public Realm

16

Union Street

17

Market Street
- Other Opportunities

18

Making Melville Marvellous
- Other Public Realm Opportunities

19

Beacon Quay

20

Victoria Parade



TORQUAY Timeline

These sites form a timeline illustrating how Torquay town centre can be regenerated in the years to come.



TORQUAY

Previously Defined Town Centre Zones

As identified in the 2014 document: Torquay Rethink, Town Centre Masterplan: A Vision for the Heart of the English Riviera.

The town centre effectively covers the harbour, Fleet Street and Union Street along with the adjoining context. The retail centre is currently oversized and has declined from being a leading retail destination since the late 1960's.

The 'Torquay Rethink, Town Centre Masterplan: A Vision for the Heart of the English Riviera' identified three character areas in Torquay town centre, shown to the right, these include:

- 1. Harbour / Tourism Area (Parade / Strand)
- 2. Retail Core (Union Street and Fleet Walk)
- 3. Civic and Parks Quarter (Torre and Upton)

There are a number of major development opportunities throughout these three zones, which are outlined through this document.

- Harbour
- Retail Core
- Civic & Parks
- Links between Zones



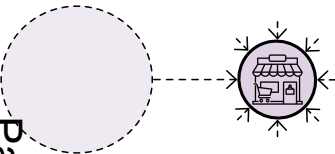
TORQUAY

Consolidating the Retail Core

Reduce the size of, enhance and strengthen the Retail Core

Reducing the retail core to be bookended by Hoopers and Primark, to extend along Fleet Street between The Strand, GPO roundabout and along Union Street. Over time retailers should be encouraged to relocate from Union Street to Fleet Walk, providing a critical mass of retailers to ensure vitality in the long term.

- 1 Hoopers
- 2 Primark

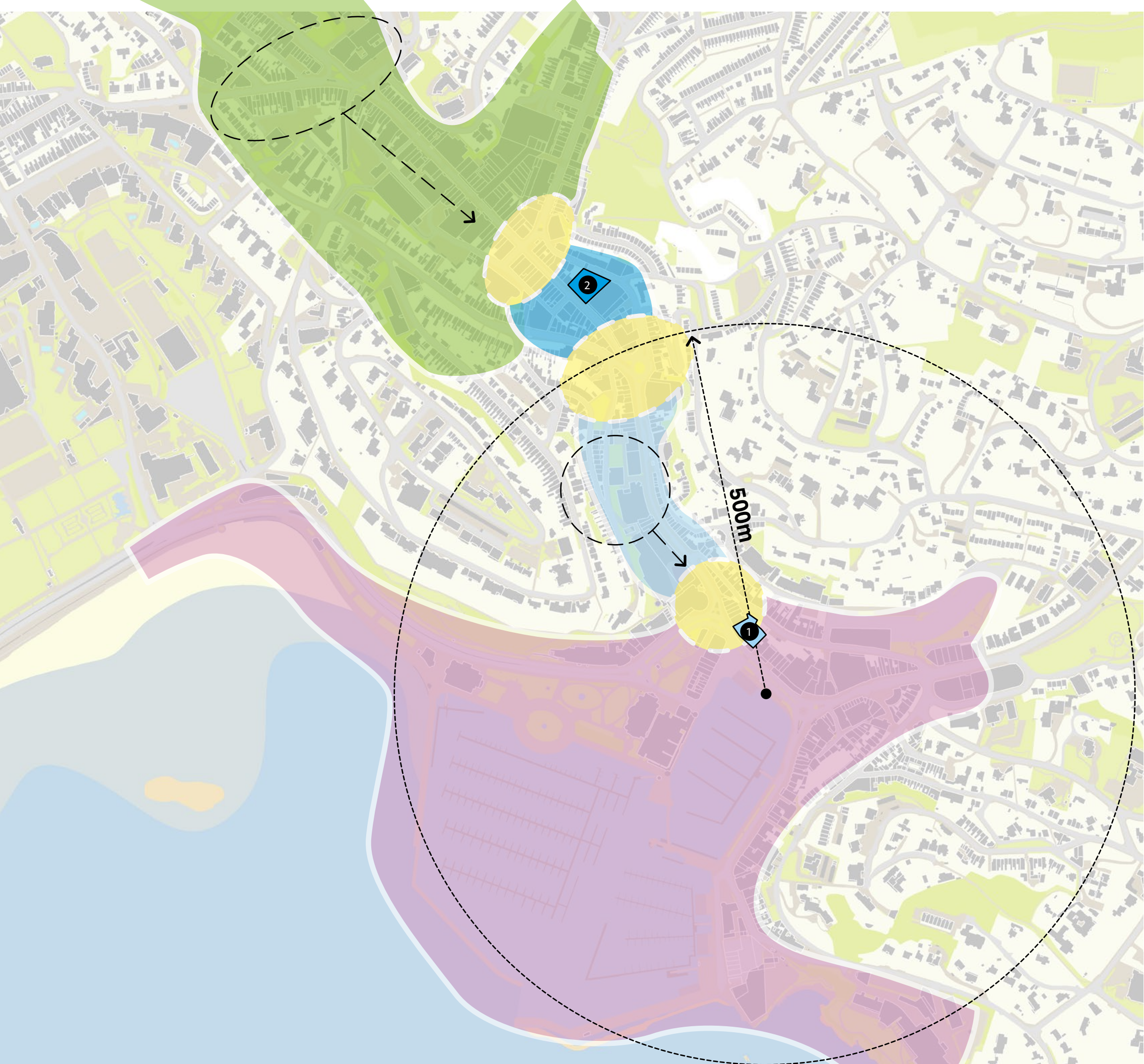


Encourage mixed-use, residential neighbourhoods to the north of the GPO roundabout

By reducing the retail core to the GPO roundabout, the current high levels of vacancy along Union Street can be, over time, converted into mixed-use residential neighbourhoods. In practice this could be a combination of converting upper floors into residential and retaining convenience retailers with local restaurants and diversifying the ground floor to provide a mix of uses, tailored to residents of Torquay.



- Harbour
- Retail Core
- Civic & Parks
- Links between Zones



TORQUAY

Roles of the sites

Overlaying the identified sites onto the zones illustrates where development will be targeted in the future.

Each of the sites should seek to enhance the offer of each distinct town centre zone.

The map opposite shows the harbour area has the greatest number of different opportunities. With the retail core concentrated to Fleet Street & Fleet Walk. The GPO roundabout becomes the division between mixed-use residential areas and the retail core. Major developments at Union Square and Lower Union Lane are connected by Union Street.

Page 36

- Harbour
- Hilton
- 2

Premier Inn Torquay Harbour
- 3

Harbour Public Realm
- 4

The Pavilion
- 5

Debenhams
- 6

Living Coast
- 10

The Arcades
- 12

Princess Theatre
- 13

Princess Gardens
- 19

Beacon Quay
- 20

Victoria Parade
- Retail Core
- 9

Fleet Walk
- 14

GPO Roundabout Public Realm
- 15

Fleet Street Public Realm
- Mixed-Use Residential Neighbourhoods
- 7

Union Square
- 8

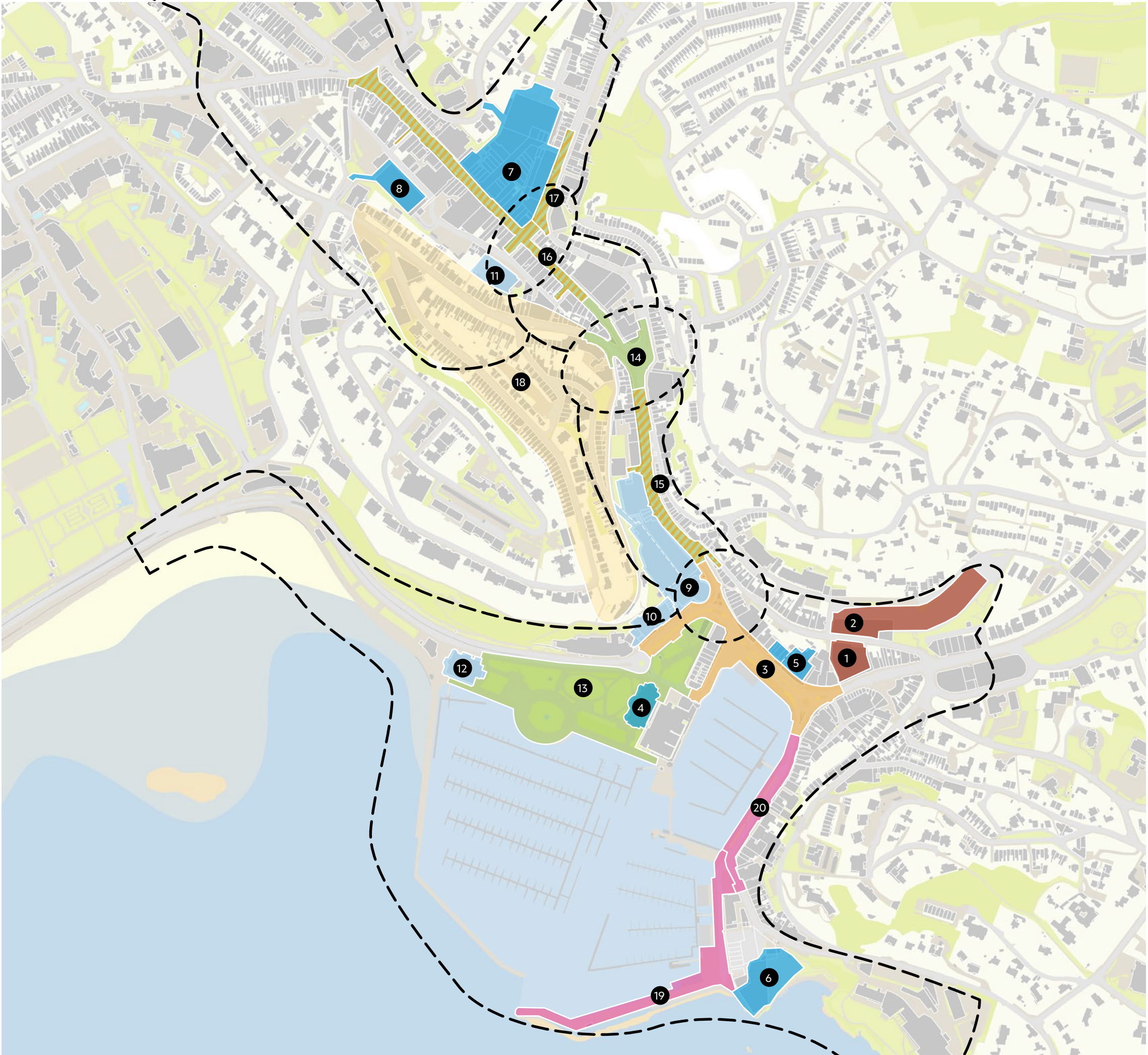
Lower Union Lane
- 11

BT Building
- 16

Union Street
- 17

Market Street
- 18

Making Melville Marvellous

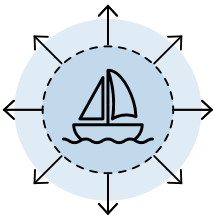


TORQUAY

Roles of the sites

A timeline

Focus on the Harbour area and work outwards



This page illustrates the timeline of delivery separated by town centre zone.

Harbour Developments

Both delivered and sites in-progress are in the harbour area, as well as a mix of short and longer term opportunities.

Retail Core

The public realm of Fleet Street, the GPO Roundabout and Fleet Walk all represent opportunities to improve the retail core.

Civic and Parks - Mixed-use residential neighbourhoods

Significant opportunities to convert key buildings to be more residential-led exist at Union Square and Lower Union Lane, as well as opportunities to improve the connecting street fabric connecting into the retail core. There are also a number of vacant buildings which could represent additional opportunities for conversion.

The next three sections zoom in to the three zones to illustrate potential interventions.

Harbour Developments

- 1 Delivered Sites
- 2 Hilton
Premier Inn Torquay Harbour
- 3 Sites in-progress
Harbour Public Realm
- 4 Proposed sites
- 5 The Pavilion
- 6 Debenhams
- 10 Fleet Walk
- 12 BT Building
Princess Theatre
- 13 Public realm opportunities
- 19 Making Melville Marvellous
- 20 Beacon Quay
Victoria Parade

Retail Core

- 9 Opportunity Sites
- 14 Princess Gardens
- 15 GPO Roundabout Public Realm

Mixed-use residential neighbourhoods

- 7 Living Coast
- 8 Union Square
Lower Union Lane
- 11 The Arcades
- 16 Fleet Street Public Realm
- 17 Union Street
Market Street
- 18 Other opportunities

1 HARBOUR AREA

This first section looks at the harbour area.

1 Delivered Sites

2 Hilton
Premier Inn Torquay Harbour

3 Sites in-progress
Harbour Public Realm

4 Proposed sites

5 The Pavilion

6 Debenhams

10 Fleet Walk

12 BT Building
Princess Theatre

13 Public realm opportunities

19 Making Melville Marvellous

20 Beacon Quay
Victoria Parade



HARBOUR AREA Key Interventions

Key aspects of the Harbour Area include the following sites.

- Page 365
- Delivered Sites**
 - 1 Hilton
 - 2 Premier Inn Torquay Harbour
 - Sites In Progress**
 - 3 Harbour Public Realm
 - Proposed Sites**
 - 4 The Pavilion
 - 5 Debenhams
 - 6 Living Coast
 - Opportunity Sites**
 - 9 Fleet Walk
 - 10 The Arcades
 - 16 Princess Theatre
 - Public Realm Opportunities**
 - 17 Princess Gardens
 - Other Opportunities**
 - 18 Making Melville Marvellous
 - Opportunities highlighted in targeted consultation**
 - 19 Beacon Quay
 - 20 Victoria Parade



HARBOUR AREA Experience

Key to the success of the Harbour will be linking the different activities in a loop around the marina.

B Tourist bus dropoffs
Tourist buses should drop-off at Princess Gardens to capture the most attractive part of the town, from which the route around the harbour captures a number of different attractions, including:

- 1** Princess Theatre
- 2** Wheel
- 3** Activations / events in Princess Gardens
- 4** The Pavilion - Cultural destination
- 5** Outer Harbour food and beverage
- 6** Living Coasts
- 7** Beacon Cover watersports
- 8** Restaurants
- 9** The Strand marketplace
- 10** Childrens pontoon
- 11** Restaurants
- 12** Link to Fleet Street retailers



HARBOUR AREA Experience - Parking

Key to the success of the town centre in general is also the availability and access to parking, while not being detrimental to the vitality of the town centre.

Car parks in the immediate vicinity of the harbour include:

- Fleet Walk (450)
- Marina (111)
- Beacon Quay (118)
- Harbour (165)
- Meadfoot Road (57)

A wider strategy should be implemented to minimise non-essential traffic driving across the Strand to improve the area for visitors and pedestrians.

Eastern traffic is serviced by:

- Shedden Hill (258)
- Fleet Walk (450)
- Marina (111)
- Abbey Park (28)
- 847 Spaces

Traffic from the west is serviced by:

- Beacon Quay (118)
- Harbour (165)
- Meadfoot Road (57)
- 340 Spaces

- Main visitor traffic
- Minimised visitor traffic
- Car Park



HARBOUR AREA F&B Offers

Also key to the success of the Harbour are the successful food and beverage offers around the harbour. Allowing these to operate with al-fresco seating areas around the harbour will further enhance the environment.

- Independent bars and restaurants
- National Chain bars and restaurants
- Al-fresco seating areas



HARBOUR AREA Vision

Key aspects of the Harbour Area include:

Harbour Public Realm, Beacon Quay and Victoria Parade

- 1 Safeguard the harbour,
- 2 A destination for restaurants,
- 3 Al-fresco dining on the harbour-side,
- 4 Create a market along The Strand,
- 5 Create a pontoon for children (crabbing, play etc.),
- 6 Extend events from Princess gardens,
- 7 A prime location for mixed-use with offices in the marina area.

- 8 The Pavilion
Create an Agatha Christie cultural destination, to include:
 - The archives displayed and celebrated,
 - A place for plays and events,
 - A similar role and status of the Tate Galleries,
 - High quality cafe and seating.

- 9 Debenhams
Very important frontage for the town,
Potential link up to The Terrace,
A mix of uses with active ground floors.

- 10 Living Coasts
The opportunity to create a destination to complete the loop around the harbour, which could be:

- 11 An exhibition for the Geopark,
- 12 Open-air theatre, 'on-the-water' theatre.
- Watersports hub looking to Beacon Cove.
- World famous fish market,
- Event space / festival location,

- 13 Refurbish the restaurant and conference rooms.

Princess Theatre and Gardens

- 14 Extend the theatre to accommodate national shows,
- 15 Potential open-air theatre,
- 16 Uplift the restaurant.
- 17 More seats, pop-up stalls, WC's & infrastructure, Build on the success of the Bay of Lights, Wheel and Agatha Christie trail.

Arcades

- 18 The opportunity for a diverse range of leisure offers.
The opportunity for conference facilities.
- 19 Residential or hotel on additional floors above.
Improved accessibility to Rock Walk.



HARBOUR AREA Vision



English Riviera Wheel



The Pavilion



Princess Theatre



Debenhams Redevelopment



Harbour Public Realm



Living Coasts



Marketplace



Interaction with the water



Public realm and streetscape



Seasonal activations



Al-fresco dining

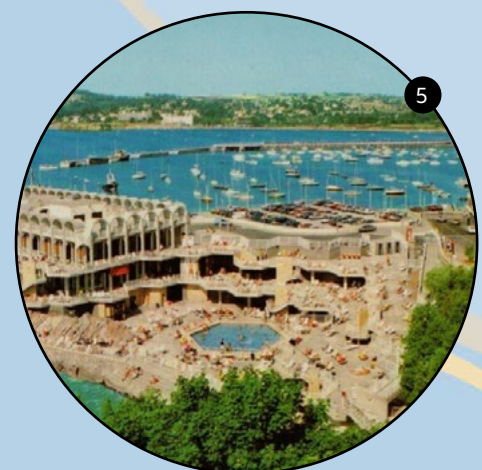


Beacon Cove watersports & experiences

PROPOSED SITE
Debenhams - The
Strand

Development Information...





This second section looks at the compressed retail core of the town.



RETAIL CORE

Key Interventions

Key aspects of the Retail Core include the following sites.

Page 374

- Sites In Progress**
 - 3 Harbour Public Realm
- Opportunity Sites**
 - 9 Fleet Walk
 - 10 The Arcades
- Public Realm Opportunities**
 - 14 GPO Roundabout Public Realm
 - 15 Fleet Street Public Realm
- Other Opportunities**
 - 18 Making Melville Marvellous



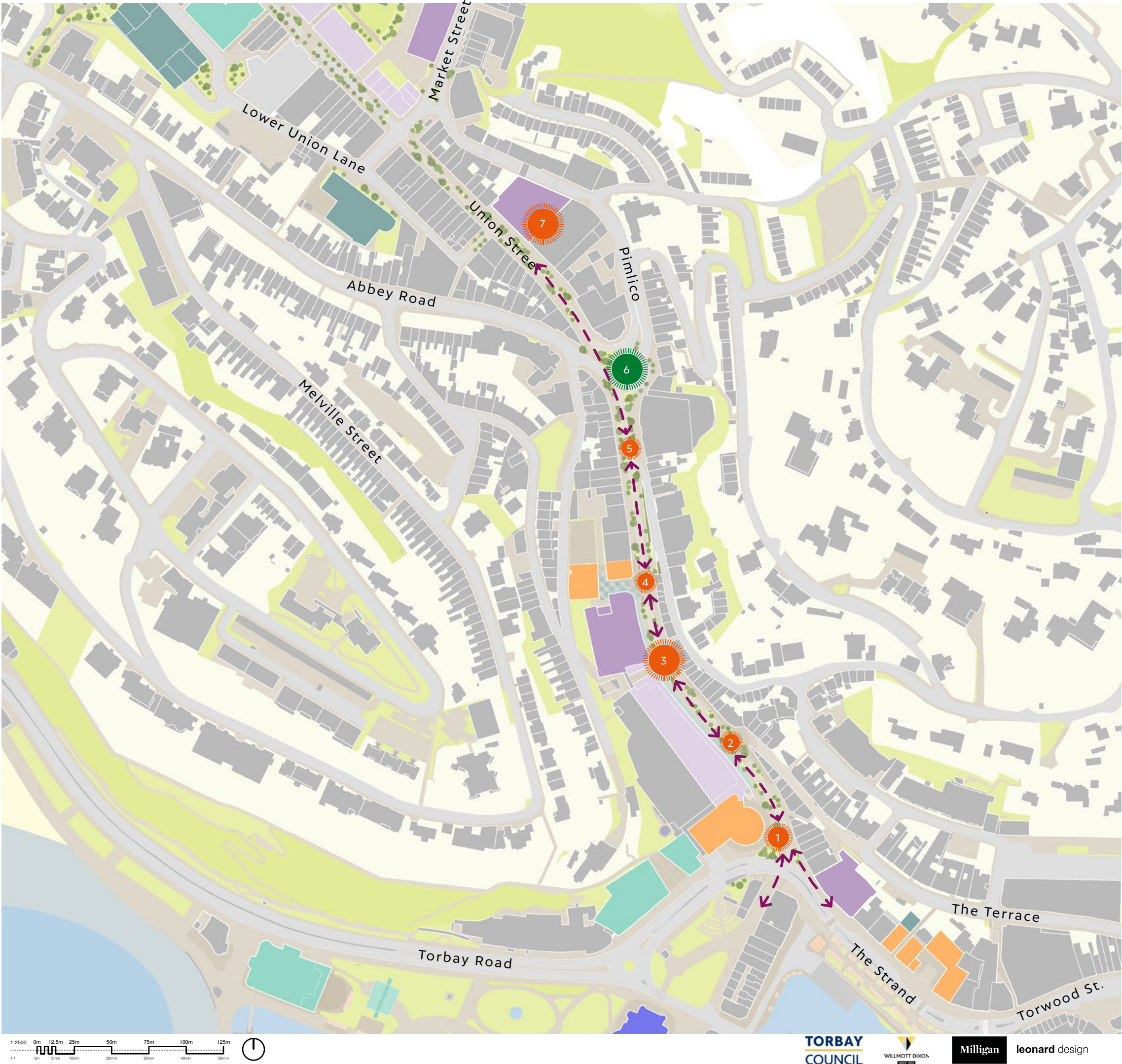
RETAIL CORE

Reducing the length of the retail core

A key part of the strategy is to consolidate the retail uses in the town along Fleet Street to strengthen and enhance the street.

A number of nodes can be created to draw people along Fleet Street and provide a different offer from the Harbour area, these include:

- Page 37 of 38
- 1 Junction to The Strand
Enhance the outdoor seating to the south of Fleet Walk and provide greenery with places for people to sit.
 - 2 Junction to The Terrace
Potential for a place for performance in the public realm to attract people from The Strand to Fleet Walk.
 - 3 Fleet Walk Entrance
Enhanced entrance with additional greenery, seating, lighting and access up to the upper level of Fleet Walk.
 - 4 Rock Garden Entrance
Create an attractive entrance to Fleet Walk & Rock Garden. With artwork on the blank south-facing frontage and performance space in the street.
 - 5 Outside the former Post Office building
Soft landscaping can enliven the link closer to the GPO roundabout.
 - 6 GPO Roundabout
As the new link between more residential neighbourhoods to the north, there should be additional greenery to soften the route and a large crossing linking to Union Street.
 - 7 Union Street
The ground floor can provide shops and services for the local neighbourhoods as well as converting into residential over time, with the larger format stores representing the only opportunity to accommodate larger floorplate retail offers.



RETAIL CORE

Key Interventions

Key aspects of the Retail Core include:

- Fleet Street**
- 1 Improve the public realm of Fleet Street. Turning Fleet Street into an extension of the harbour area:
 - 2 Create a better connection to the harbour
 - 3 Have activities at key nodes to encourage people to walk up the street,
 - 4 Create a 'wow' moment in the centre.
 - 5 Paint a mural on the south facing elevation next to the entrance to Rock Garden
- Throughout the streetscape:
- Provide art and cultural elements.
 - Provide more seating and greenery,
 - Support and encourage independent retailers,
 - Activate the streetscape with pop-ups, markets, entertainment,
 - Provide public amenities such as water fountains and public WC's,
 - Ensure pride of place in the primary retail street of the town:
 - Ensure the street is clean,
 - Tidy up the bins,
 - Tidy up the shopfronts, including a strategy for vacant units,
- Fleet Walk**
- 6 Bring in anchors to enhance the streetscape,
 - 7 Enhance the frontage along Fleet Street,
 - 8 Enhance the canopy,
 - 9 Create a strategy for the upper level arcade,
 - 10 Enhance and make more of the staircases up to the arcade.
- GPO Roundabout Public Realm**
- The key junction between retail core to the south and mixed-use neighbourhoods to the north,
- 11 Improve the public realm with greenery, seating and lighting,
 - 12 Allow turning for vehicles connecting Pimlico to Abbey Road,
 - 13 Provide bus stops to serve the north of Fleet Street,
 - 14 Provide a wide pedestrian crossing to Union Street.



RETAIL CORE Vision



Maintaining shopfronts & façades



Streetscape



Injecting greenery



Activations along Fleet Street



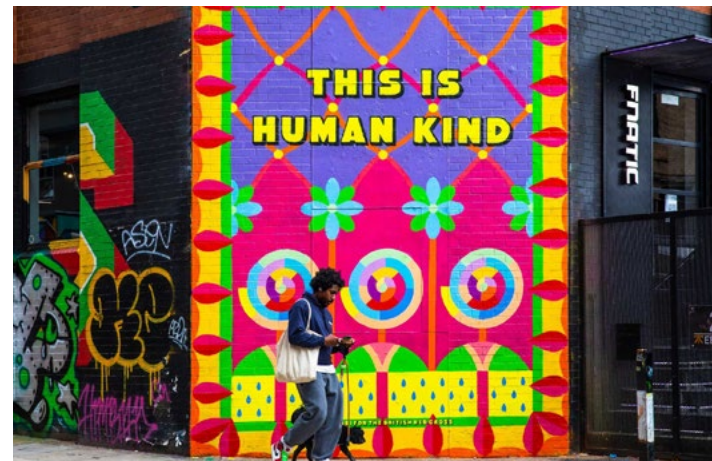
Places to sit



Greenery and walkability



Street markets



Murals



Places to congregate



Seasonal activations



Sitting and meeting



Public art



3 MIXED-USE RESIDENTIAL NEIGHBOURHOODS AREA

This third section looks at the area to the north of the retail core designated for mixed-use residential neighbourhoods.

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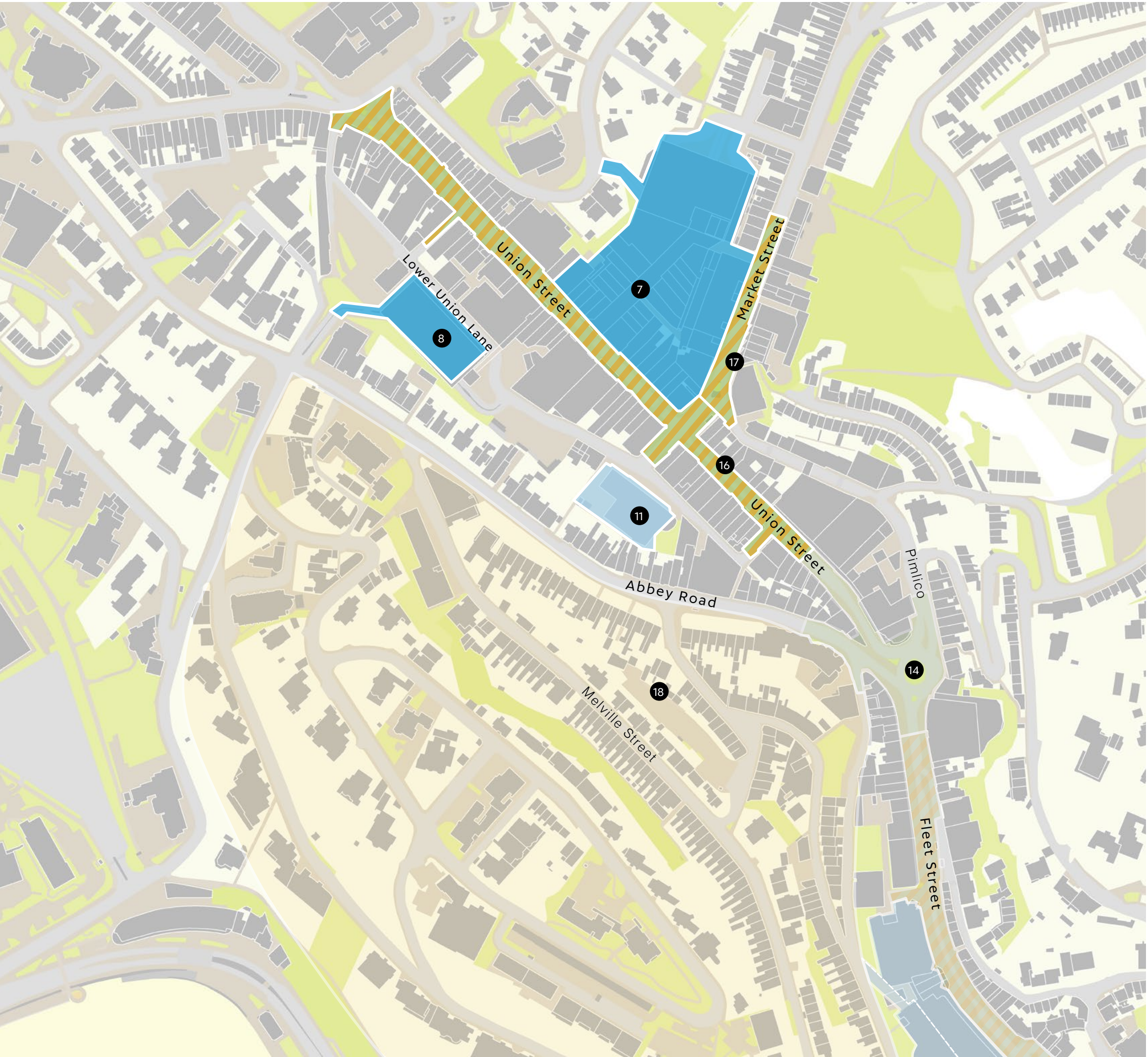
- 7 Living Coast
- 8 Union Square
Lower Union Lane
- 11 The Arcades
- 16 Fleet Street Public Realm
- 17 Union Street
Market Street
- 18 Other opportunities



MIXED-USE RESIDENTIAL NEIGHBOURHOODS Key Zones

Key aspects of the mixed-use residential areas include the following sites.

- Proposed Sites**
 - 7 Union Square
 - 8 Lower Union Lane
- Opportunity Sites**
 - 11 BT Building
- Public Realm Opportunities**
 - 14 GPO roundabout
 - 16 Union Street
 - 17 Market Street
- Other Opportunities**
 - 18 Making Melville Marvellous



MIXED-USE RESIDENTIAL NEIGHBOURHOODS Key Interventions

Castle Circus – Area around the Town Hall and Factory Road

- 1

There are significant issues with anti-social behaviour and homelessness around Factory Road and Castle Circus which both make the area feel unsafe for residents and workers, and also brings negative press for Torquay, potentially harming the local economy, Therefore appropriate, safe accommodation is required for homeless residents on Factory Road, Renovation of the existing buildings and streetscape would also encourage less anti-social behaviour, Lighting would also enhance the evening/night-time environment.
- 2

Union Street

Enhancements to the pedestrian public realm, including greenery, seating, street art and lighting,
- 3

Encourage the development of residential-led conversions to the existing buildings, particularly the large, currently vacant units,
- 4

Support to the New Central Cinema with a cluster of local food and beverage offerings.
- 5

Improve the public realm of Union Streets and Lower Union Lane.
- 6

Market Street

Retain the heritage buildings,
- 7

Encourage the conversion of commercial to residential premises.
- 8

Union Square

Potential to redevelop into a residential community,
- 9

With the multi-storey car park retained,
- 10

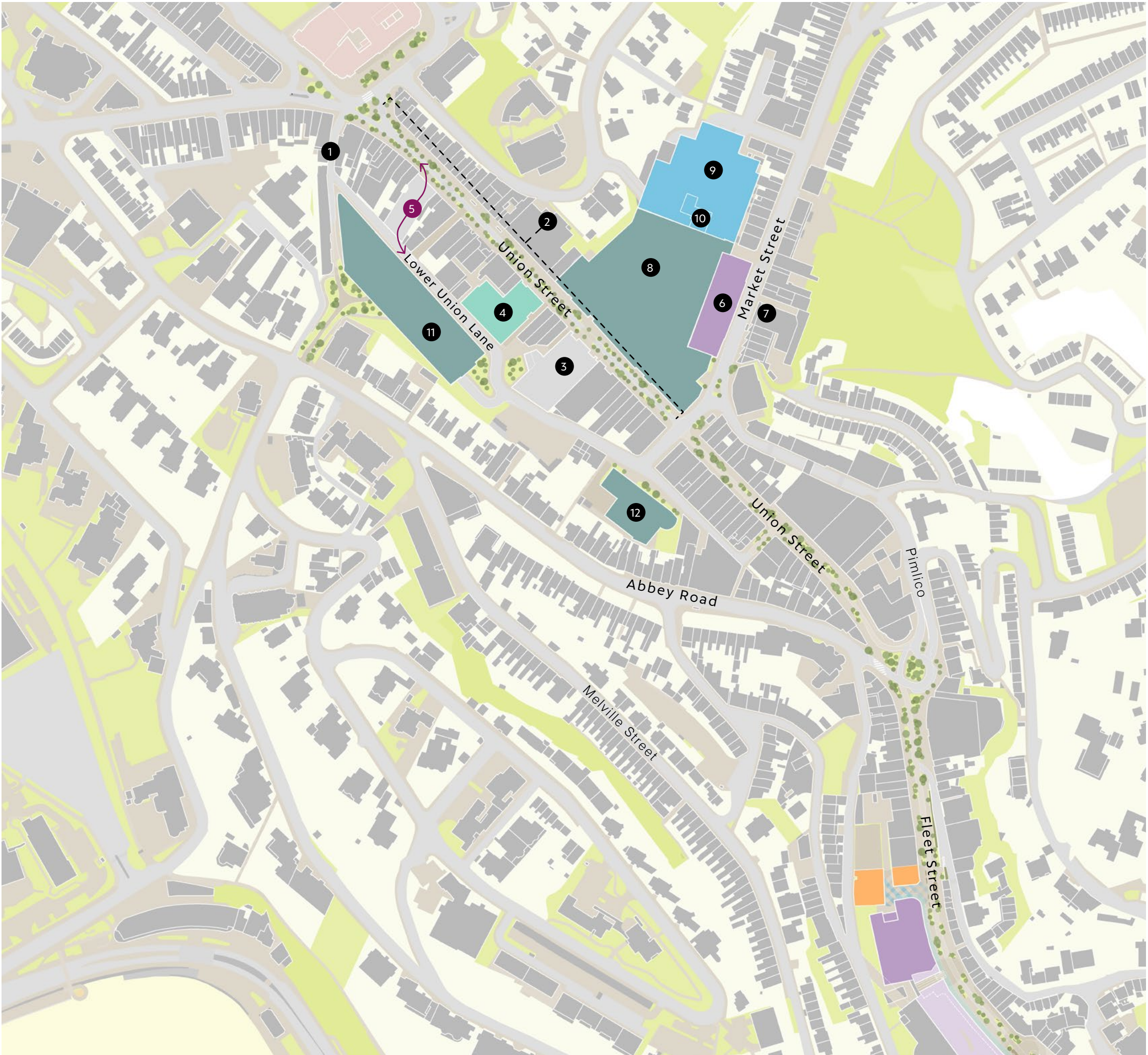
With the potential for other uses such as medical facilities for the NHS
- 11

Lower Union Lane

Potential for a residential development.
- 12

BT Building

Potential for a residential development.



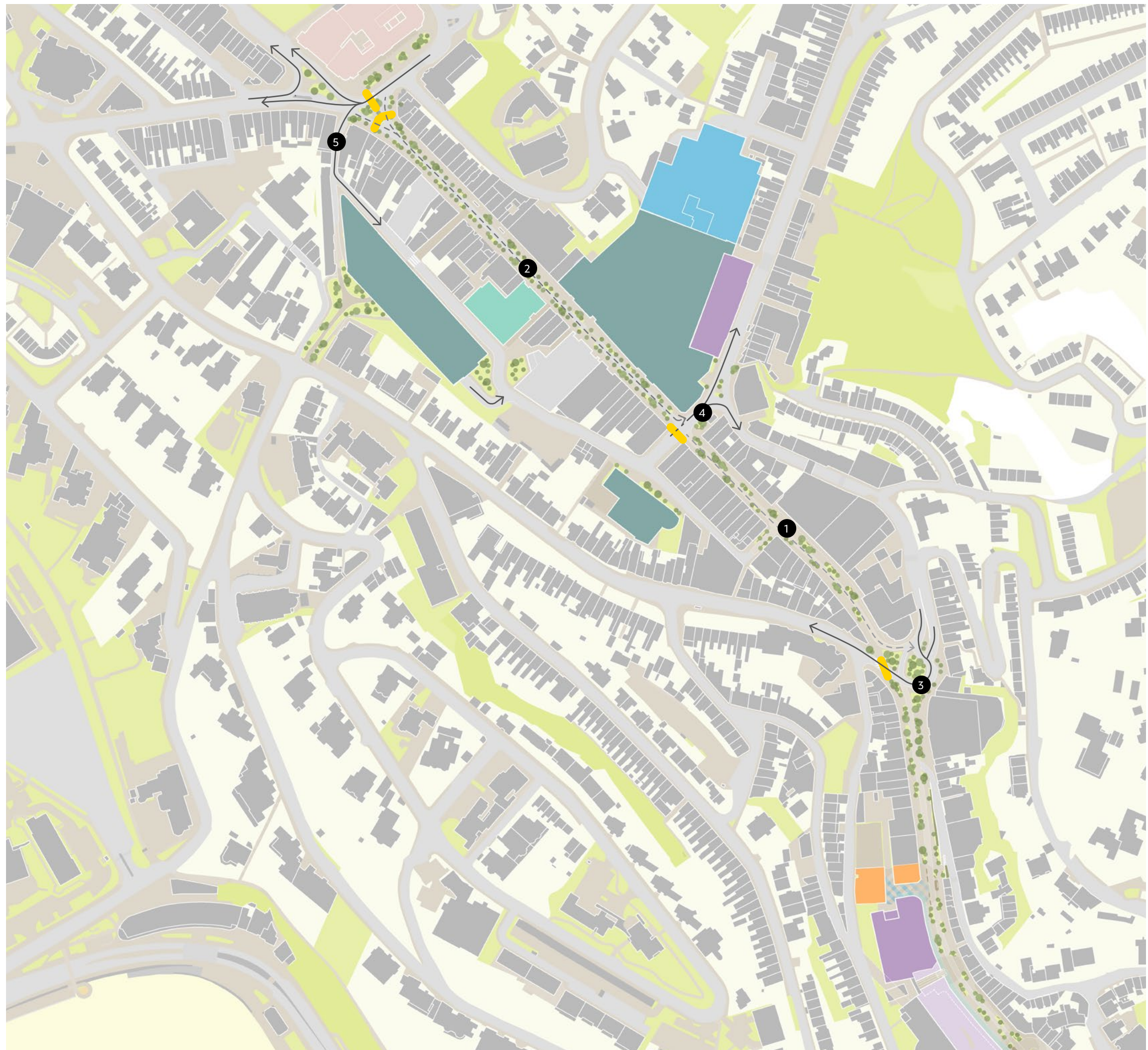
MIXED-USE RESIDENTIAL NEIGHBOURHOODS Movement & Public Realm

Gradually transforming the area from an ailing retail environment, into a mixed-use residential neighbourhood will require a gradual re-purposing of the existing buildings along Union Street.

A key part of its success will be the accessibility along the streetscape between the GPO roundabout and Town Hall.

The key spaces are outlined below:

- 1 Union Street South**
Already pedestrianised, additional greening and seating could improve the environment for the gradual shift from retail to residential neighbourhood.
- 2 Union Street North**
Currently one-way going south, there is the opportunity to improve the quality of the streetscape on Union Streets and Lower Union Lane.
- 3 GPO roundabout**
As the new link between residential neighbourhoods and retail core, there should be additional greenery to soften the route and a large crossing linking to Union Street.
- 4 Market Street**
Improved crossings should link Union Street South to North.
- 5 Factory Road**
The redeveloped Lower Union Lane residential scheme can revitalise Factory Road with the opportunity for overlooking residential properties, lighting and public realm to enhance a perception of safety.



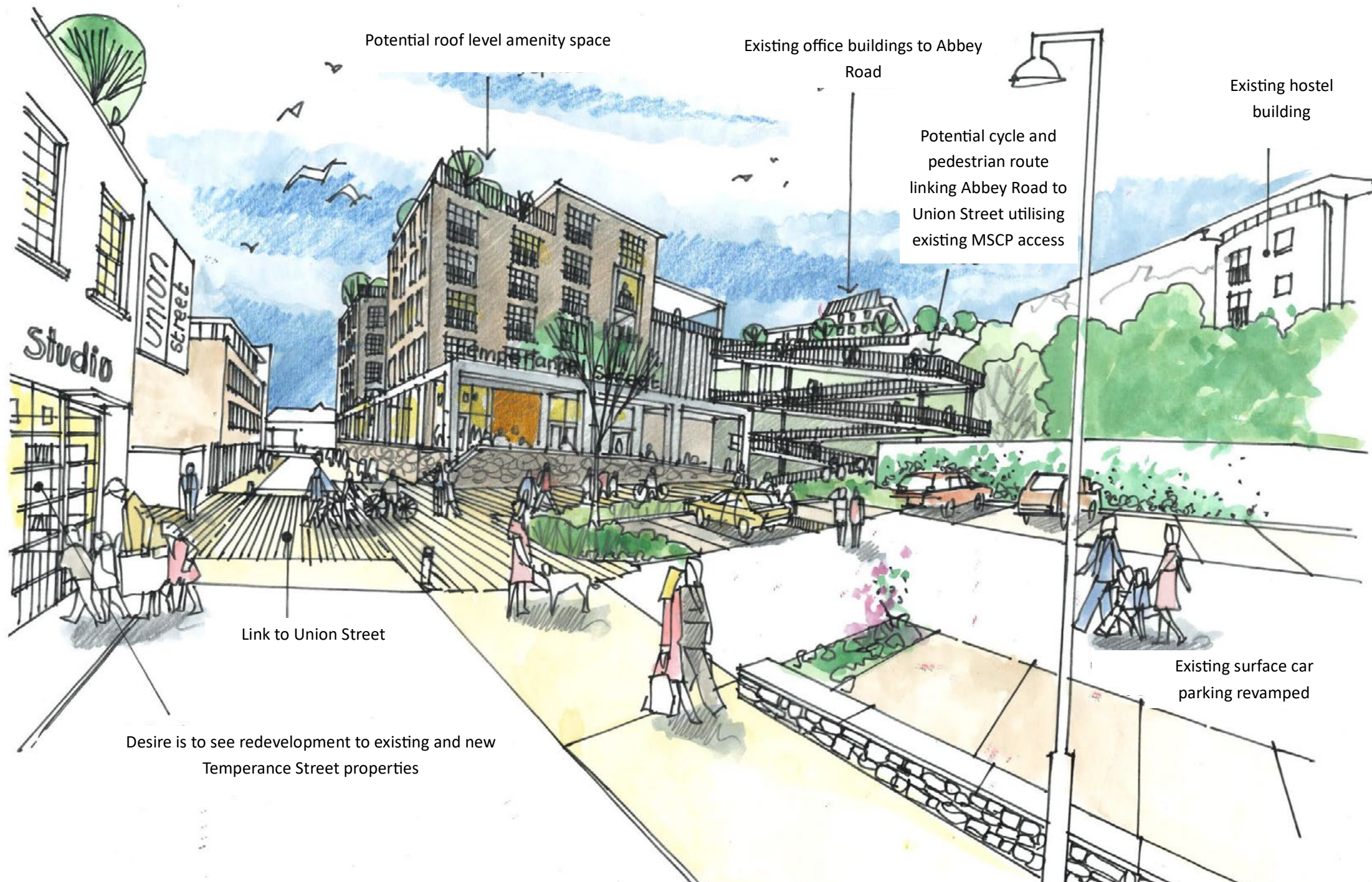
OPPORTUNITY SITE
Union Square

Development Information...



Torbay Regeneration Vision
PLACEHOLDER
OPPORTUNITY SITE
Lower Union Lane

Development Information...



MIXED-USE
RESIDENTIAL
NEIGHBOURHOODS
Vision



Potential new public square



Restore the Pannier Market



Playable furniture



Reclaiming street-space



Restaurants supporting the cinema



Boundary between pedestrians and traffic



New public square



Mix of housing types



Places to for children to play



Playable streets



Restore the market building



Space for play



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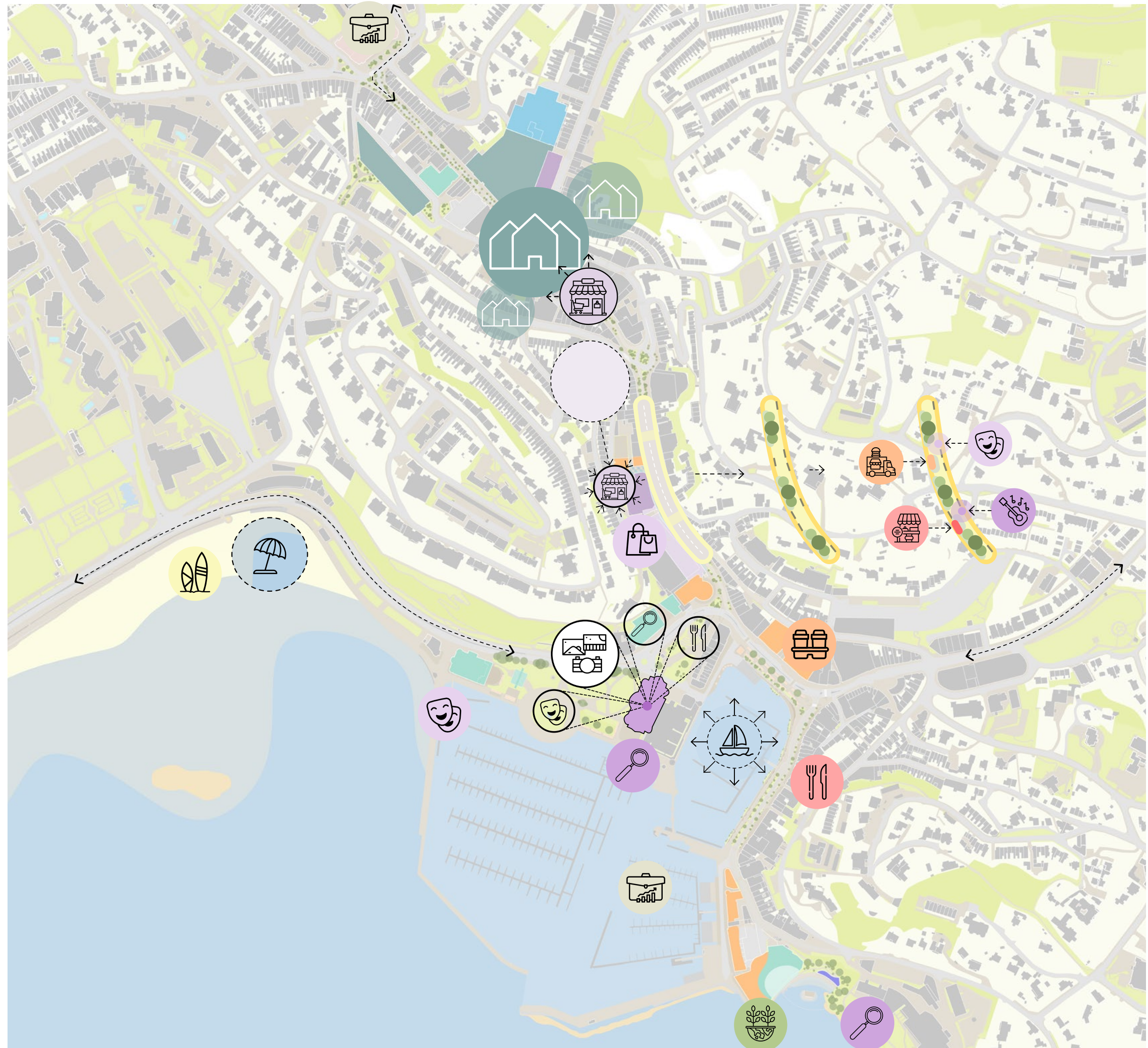
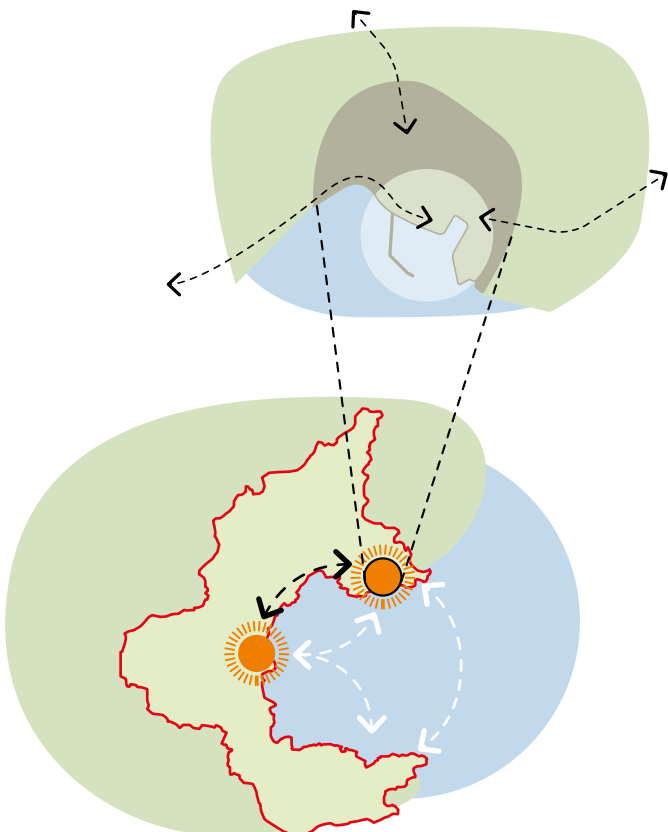
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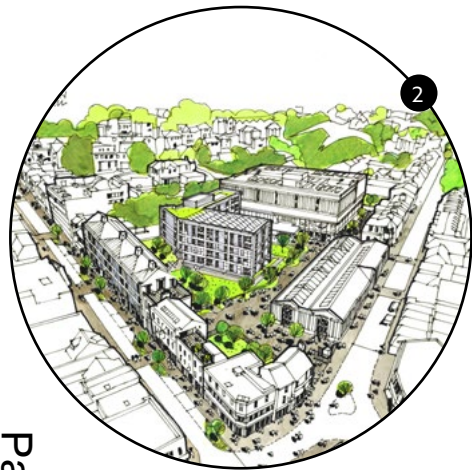
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www.leonard.design

Nottingham UK

Albion House
5-13 Canal Street
Nottingham
NG1 7EG

+44 (0) 330 165 7889

London UK

Baird House
15-17 St Cross Street
London
EC1N 8UW

+44 (0) 207 440 9960

Berlin GER

Dom Palais
Charlottenstraße 62
10117 Berlin

+49 (0) 301 663 6573

Kuala Lumpur MY

Unit 11-01A
Vida Bukit Ceylon
Jalan Ceylon
50200 Kuala Lumpur

+60 (0)3 2022 2105

Sydney AU

Level 1, 60 Miller St
North Sydney
NSW 2060

+61 (0) 498 323 080

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Meeting: Overview & Scrutiny Board/Cabinet/Council **Date:** 13 Aug/19 Aug/11 Sept 2025

Wards affected: All Wards

Report Title: Budget Monitoring – Revenue and Capital Outturn 2025/26 Quarter 1

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

Cabinet Member Contact Details: Councillor Alan Tyerman, Cabinet Member for Finance
alan.tyerman@torbay.gov.uk

Supporting Officer Contact Details: Ian Rowsell, Deputy Director of Finance,
ian.rowsell@torbay.gov.uk,

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 2025/26, reviewing budgets and considering year-end forecasts. These forecasts are based on the levels of spend and financial information at the end of quarter 1 (Q1), up to 30 June 2025.
- 1.2. The Council is currently projecting an overspend of £785k by the end of the year. The report highlights the areas where material variances are being projected, the reasons for them and mitigating action being taken.
- 1.3. An updated forward looking Capital Investment Plan was included within the 2025/26 budget papers. An updated Plan is shown as Appendix 1 and highlights a total revised capital budget of £76.643m for the period up to 2027/28 with £52.239m planned spend in 2025/26.

2. Recommendations

Recommendations for Overview and Scrutiny Board

- 2.1. That the Overview & Scrutiny Board notes the Council's forecast revenue outturn position and makes any comments and/or recommendations to the Cabinet.
- 2.2. That the Overview & Scrutiny Board notes the updates to the Capital Investment Plan and the revised budget for 2025/26 and make any comments and/or recommendations to the Cabinet.

Recommendations for Cabinet

- 2.3. That the Cabinet notes the forecasted revenue outturn position and amendments made to the published 2025/26 Capital Investment Plan.
- 2.4. That, subject to Council approving the additional capital as set out in paragraph 2.6 below, the Director of Finance be given delegated authority to agree appropriate terms and grant a capital loan up to £4m to SWISCo for fleet modernisation.

Recommendations for Council

- 2.5. That Council approves the revisions to the Capital Investment Plan, as per Appendix 1.
- 2.6. That Council approve the additional borrowing of £4m to facilitate a capital loan to SWISCO to enable them to modernise their fleet.

3. 2025/26 Budget Summary – as at 30 June 2025

- 3.1. The Council are currently projecting an overspend of **£0.785m** for the end of 2025/26.
- 3.2. The table below provides a summary across Council Service Directorates.

Service	Budget £m	Projected Outturn £m	Variance £m
Adults and Community Services	48.994	48.964	-0.030
Children's Services	45.545	46.103	0.558
Corporate Services	15.397	16.113	0.716
Financial Services	13.125	12.625	-0.500
Investment Portfolio	-4.134	-4.134	0.000
Pride in Place Services	28.560	28.601	0.041
Public Health Services	0.016	0.016	0.000
Revenue sub-total	147.503	148.288	0.785
Sources of Finance	147.503	147.503	0.000
Revenue Over/ (Under) spend	0.000	0.785	0.785

- 3.3. Robust financial management and control continues to be required from all services across the Council in order to mitigate current and emerging spending pressures to ultimately achieve a breakeven position by the year end.
- 3.4. The two areas where significant overspends are being forecast are Children's Social Care Placements and Legal Services, which total £986k. These will be referred to later in the report.

3.5. Financial Sustainability Plans are being maintained by each Director, which are overseen collectively by the Chief Executive and Directors in respect of the following key risk areas. These will continue to be reviewed and updated:

- Adult Social Care – transformation programme
- Adult Social Care – Market management
- Children's Social Care placements
- Home to School Transport
- Children's Locality Model and oversight of Safety Valve
- Prevention and Relief of homelessness
- Legal Services – staffing and agency costs
- Revenue and Benefits (Council Tax and NNDR collection rates)
- Events
- Management of Heritage Assets (Cockington, Oldway, Torre Abbey and Pavilion)
- Optimisation of Council Assets
- Planning, Building Control and Land Charges income targets
- Council Use of Artificial intelligence and Overarching Plan (being developed)

3.6. Action taken in respect of these plans will continue to have a positive impact, mitigating costs or pressures that otherwise would emerge and helping to reduce any projected overspends, where forecast.

3.7. The Dedicated Schools Budget, and particularly the Higher Needs Block, is not currently shown within the table above. Spend continues to be monitored as part of the Safety Valve agreement in order to facilitate the write-off of accumulated deficits of over £14m. Achieving the targets outlined and agreed within Safety Valve Plan continues to be challenging and an overspend of £943k is now being forecast for 2025/26. A summary of the position is shown in Appendix 2.

Service Budgets

3.8. The table below summarises the most material variances (over circa £100k).

Service	Current Budget £m	Projected Outturn £m	Outturn Variance £m
Children's – Section 17 costs	0.580	0.680	0.100
Children's - Social care placements (excl. UASC)	23.559	24.002	0.443
Children's – Disabilities	0.804	0.903	0.099
Corporate – Legal Services	2.085	2.628	0.543
Corporate – HR and Payroll Services	0.970	1.065	0.095
Finance – Investments and borrowing	18.572	17.872	-0.700
Finance – External Audit Fees	0.319	0.519	0.200
Place – Torre Abbey	0.416	0.516	0.100
Place - Highways – road closure income	(0.130)	(0.230)	-0.100
Place – Concessionary Fares	3.656	3.536	-0.120
Place – Bus subsidies	0.220	0.315	0.095
			-0.755

(Note: Other variances under £100k are not highlighted within this table hence totals will differ from overall variance mentioned above)

Adult Services (incl. Community and Customer Services)

3.9. Overall Adults and Community Services are not forecasting any material variances as at Q1.

3.10. 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).

3.11. In previous years we have experienced overspends and pressures within our Housing Options Service relating to increasing costs for homelessness prevention and the provision of Temporary Accommodation. A combination of increases in the 2024/25 and 2025/26 budget, alongside management actions and the purchase of our own properties has resulted in no significant overspends being projected so far in this year. A Financial Sustainability Plan remains in place which will continue to be monitored closely.

Children's Services

3.12. Overall Children's Services are forecasting an overspend at Q1 of **£558k**. The table below highlights the material variances.

Service	Budget £m	Projected Outturn £m	Variance £m
Children's – Section 17	0.580	0.680	0.100
Children's - Social care placements (excl. UASC)	23.559	24.002	0.443
Children's – Disabilities	0.804	0.903	0.099
Other variances	-	-	(0.084)
Outturn Position	-	-	(0.558)

3.13. Expenditure relating to support for children in need under Section 17 of the Children Act 1989 is forecast to exceed budget by **£100k**. This is due to ongoing increases in demand, particularly in areas such as housing support, to ensure the Council meets its duty to safeguard children and promote their welfare.

3.14. The Service is currently projecting an overspend of **£443k** across our budgets for children social care placements. A shortage of suitable available placements continues to drive up costs within the market and we have recently had to make some high-cost residential placements. A financial sustainability plan remains in place and work continues within the Service to manage these pressures and limit any adverse impact on the budget.

3.15. An overspend of **£99k** is currently being forecast in relation to our budgets for Disabilities, due to an increase in demand for day services and placements.

3.16. Outside of Local Authority funded activities, the schools' higher needs block in the Dedicated Schools Grant (DSG) remains under financial pressure from continual referrals for assessment for higher needs support for children.

3.17. The Council is part of the Department for Education (DfE) Safety Valve programme, which supports councils in achieving future financial sustainability in this area. If the council continues to deliver on its recovery plan and achieve a balanced higher needs budget, all of the historic DSG deficit will be written off, through additional funding by DfE.

3.18. Torbay Council has already received £8.777m from the DfE in response to its recovery plan, without which the DSG cumulative deficit would have been £14.469 at the end of 25/26. It is critical that the Council continues to deliver on its recovery plan and the Service continues to work with Schools and robustly monitors its position. We are currently projecting an overspend on the DSG budgets in 2025/26 totaling £0.943m, with further breakdown shown below:

	DSG Over / (Under) Spend £
Special School / High Needs in-year adjustments	50,000
Independent Special School Placements	358,000
Education Other than at School - Bespoke Packages / SEND Direct Payments	782,500
Joint Funded Placements	(57,000)
Staff costs in-year vacancy savings	(41,490)
Medical Tuition Service - Contract Refund	(100,000)
Vulnerable Children - including, Hospital Tuition & EAL	(34,000)
Other DSG	(14,869)
Totals	943,141

Corporate Services

3.19. Overall Corporate Services overspent by **£563k**. The table below highlights the material variances.

Service	Budget £m	Projected Outturn £m	Variance £m
Corporate - Legal Services	2.085	2.628	0.543
Corporate – HR and Payrol	0.970	1.065	0.095
Other variances	-	-	-0.075
Outturn Position	-	-	0.563

3.20. The Legal Services budget is projecting an overspend of **£543k**. The service continues to experience financial challenges despite significant budget increases in recent years to reflect increasing demand for the service and difficulties in recruiting permanent staff. This is a national issue across the public sector, with difficulties competing with the salaries paid by other organisations, particularly within the private sector. Market factors have been reviewed to improve recruitment, but high demand levels mean vacancies and absences have been covered by agency staff and consequently spend levels have remained high. A financial sustainability plan remains in place for this area with a review brought forward and prioritised to take place prior to the Q2 budget monitoring report.

3.21. HR and Payroll services are forecasting an overspend of **£95k**. This relates to additional staffing costs, mainly interim support for various projects across the council.

3.22. The Council set a budget of £80k in 2025/26 in recognition of additional costs anticipated as a result of the Local Government Review process. The work required to support this process and work effectively with other Councils has required additional staff

resource and external support. It is planned to drawdown £200k from our Comprehensive Spending Review reserve to provide additional funding to support these activities, so no variance is being projected within the figures above.

3.23. It has been identified that the budget for the main Libraries contract has not been increased for inflation since 2023/24 and spend this year was projected to be £0.138m over the budget. We will transfer funds across from our inflation contingency to address this within this current year and rebase for 2026/27.

3.24. Within the other variances figure there is (£95k) insurance reimbursement relating to a yacht fire in a previous year.

Financial Services

3.25. Overall Financial Services is forecasting an underspend of **(£500k)**. The table below highlights the material variances.

Service	Budget £m	Projected Outturn £m	Variance £m
Finance – Investments and borrowing	18.572	17.872	(0.700)
Finance – External Audit Fees	0.319	0.519	0.200
Other variances	-	-	0.000
Outturn Position			(0.500)

3.26. An underspend of **£500k** across our Treasury Management budgets, mainly as a result of increased interest rates being secured meaning the Council has earned higher levels of interest on its cash investments than budgeted. We also have a saving on interest payable by the Council on the amounts borrowed as a result of managing borrowing requirements.

3.27. Our External Audit fees for the year are expected to exceed budget by **£200k** in 2025/26, due to increase in costs and follows on from the national issue relating to the backlog of audits for Local Authority accounts.

3.28. As part of setting the 2025/26 budget some central contingencies were held, as in previous years. These are mainly linked to pay/inflation and other risk areas, to be released to fund identified cost pressures within services. These budget virements have a net nil impact across the Council.

Investment Portfolio

3.29. The Council's Investment Portfolio is forecast to provide a net revenue contribution, after the use of the investment property reserve to cover lost rent, holding costs of vacant premises and landlord' works.

- 3.30. This means the Council's investment portfolio would continue to contribute £4.1m towards Council activity, in line with the budget, whilst also maintaining its Investment Fund Reserve to offset future pressures, as and when they arise.

Pride of Place

- 3.31. Overall Pride of Place services are projecting an overspend of **£0.041m**. The table below highlights the material variances.

Service	Budget £m	Projected Outturn £m	Variance £m
Place – Torre Abbey	0.416	0.516	0.100
Place - Highways – road closure income	(0.130)	(0.230)	(0.100)
Place – Concessionary Fares	3.656	3.536	(0.120)
Place – Bus subsidies	0.220	0.315	0.095
Other variances	-	-	0.066
Outturn Position	-	-	0.041

- 3.32. The budgets for Torre Abbey are forecast to overspend by **£100k** by the year end. This pressure also emerged last year and is due to increased expenditure pressures and income levels being below budget for a number of areas, including the café and weddings. A Financial Sustainability Plan is being finalised to cover this area and identify actions that can be taken to manage spend, optimise income and reduce the overspend.
- 3.33. An underspend of **(£100k)** is projected on the Highways budget, mainly as a result of income from road closures continuing to exceed the budget.
- 3.34. The Concessionary fares budget is forecast to underspend by **(£120k)** this year. The costs linked to the number of users are expected to be lower than estimated within the budget.
- 3.35. A over spend of **£95k** is forecast within our bus subsidy budget in order to continue operating agreed routes. This is based on estimated increases in the subsidies provided to suppliers exceeding those budgeted.
- 3.36. We are estimating an overspend of £600k in relation to the additional costs in holding property, pending longer term regeneration. This includes suites such as Union Square where the level of rental income has reduced and additional costs are being incurred that previously would have been met from tenants. We will look to fund these costs from one-off reserves so are not include within the projected variance figures above. Further detail will be provided in a future report.
- 3.37. No material net variance is currently being forecast across Parking Services, with any shortfall in parking income offset by enforcement income in excess of budget. We are

also not currently projecting any overspends across our building control and planning services, following budget adjustments in 2025/26.

Public Health

- 3.38. Overall Public Health is reporting a balanced position within its ring-fenced grant.

4. Collection Fund

- 4.1. Collection rates levels in 2025/26 do not have any impact on the 2025/26 financial year and the collection fund equalisation reserve is maintained to manage any impact of shortfalls in collection. No draw down was required in 2024/25 and a surplus was transferred into this reserve pending a further review around risk and appropriate reserve levels.
- 4.2. In-year income collection rates for 2025/26 are expected to be in line with budgeted levels.

5. Wholly Owned Companies

- 5.1. SWISCo is experiencing some financial pressures in terms of operational delivery throughout 2025/26. A significant contributing factor is the increase in repairs and maintenance costs of ageing vehicles and associated hire costs required to ensure services can continue to be delivered.
- 5.2. SWISCO are currently repaying a loan for the purchase of fleet, where there was an approved business case for purchasing vehicles rather than leasing. A further business case has been prepared and reviewed by Finance, which would provide an additional loan to support a phased replacement of ageing vehicles in order to avoid expensive repairs and hire costs. The loan will allow SWISCO to draw down a maximum of £4m over the next 10 years, whilst meeting the repayment and interest costs from their revenue budget. The newer fleet would also be more environmentally friendly and provide savings in fuel costs.
- 5.3. TEDC staff returned into Council management in April 2024 and assets and contracts transferred at different times through the year, with some further transfers of assets planned as soon as legally possible. Consequently it is still necessary for the company to be in existence, however we do not anticipate any material impact on the Council's accounts.
- 5.4. More detailed financial reporting about the Council's wholly owned Companies forms part of the Councils statement of accounts.

6. Capital

6.1. The 2025/26 Capital Plan budget of £32.606m was approved in February 2025 as part of the annual budget setting process. The budget papers included an updated forward looking capital programme, estimating the spend over the next 3-year capital programme (2025/26-2027/28).

6.2. The revised budget at quarter 1 is £52.239m and reflects the latest position within capital projects and the reviews that have taken place at Capital and Growth Board. Details of the budget revisions are included in Appendix 1 to this report and are summarised below.

Project Name	2025/26 Budget		
	Approved Budget	Q1 Budget Revisions	Revised Budget
	£000's	£000's	£000's
Schools Capital Programme	1,751	3,093	4,844
Projects under Feasibility and Development	10,019	4,433	14,452
Economic Development / Regeneration	575	(23)	552
Housing Development / Investment	7,242	3,857	11,099
Environment / Climate Capital Investment	534	5,056	5,590
Transport Capital Investment	5,252	1,517	6,769
Coastal Defence / Flood alleviation	7,177	708	7,885
Sports, Leisure and Culture	56	260	316
Schools Closed Projects	0	442	442
Other Closed Projects	0	290	290
Total	32,606	19,633	52,239

6.3. The majority of the increases to the 2025/26 budget for the period relate to underspends on 2024/25 project budgets with other changes being in respect of recommended funding increases from the Capital and Growth board.

The table below highlights the changes and provides a reconciliation from the approved budget to the revised budget.

Project Name	Amount	Comments
Approved Budget 2025/26	£32,606,000	As approved in February 2025
<u>Additions to the Capital Plan</u>		
SWISCO – Fleet modernisation	£4,000,000	Capital loan to modernise fleet and avoid increasing repairs and maintenance and hire costs Source of Funding: Prudential borrowing - funded by repayments by SWSICO
Hotels to Homes – Scheme 2	£3,100,000	Budget increase to accelerate the delivery of the scheme, see 6.11 to 6.13 for further details. The £3.1m includes the carry forward of the 2024/25 budget underspend (£0.320m). Source of Funding: Mix of Homes England grant, CCA grant and Prudential Borrowing, to be determined by the Director of Finance once the final business case is approved.
Pavilion, Torquay	£515,000	As per Record of Officer Decision - Capital Plan Updates – April 2025. Budget approval to enable the project to progress with the delivery of the opening up works Source of Funding: Town Deal Grant
Mayfield College Relocation	£30,000	As per Record of Officer Decision - Capital Plan Updates – May 2025. Budget increase funded from the ringfenced Higher Needs SEND capital allocations, to enable the project to progress and capture necessary condition works required for imminent occupation Source of Funding: Higher Needs SEND capital allocations
<u>2024/25 Budget Carry Forwards</u>		
Various Project Budgets	£11,990,000	Budget Carry Forward and other adjustments, summary below: Schools Capital Programme - £3.063m Projects under Feasibility & Development - £3.919m Housing Development / Investment - £0.757m Environment / Climate Capital Investment - £1.057m Transport Capital Investment - £1.517m Coastal Defence / Flood Alleviation - £0.707m Sports, Leisure & Culture – 0.261m Other Closed Projects - £0.290m Schools Closed Projects - £0.442m Other Schemes (less than £0.100m) – (£0.023m) Funding Source: The funding for these schemes approved when originally added to the Capital Plan. No additional funding required

2025/26 Quarter 1 Revised Budget	£52,239,000	
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- 6.4. In addition, further projects will be moved from feasibility and development to fully approved projects throughout the period on completion and approval of robust business cases. The business cases for these projects are reviewed by the Capital and Growth Board who recommend projects and funding for approval by Council.
- 6.5. The level of cost inflation on construction contracts remains high and along with supply chain issues have impacted on the “pace” of spend and capital expenditure for the year being less than forecast. The balance on unspent capital budgets will be transferred into future years, £11.99m of unspent budget is proposed to be carried forward from 2024/25 to 2025/26 (see ‘Various Project Budgets’ in the table above).
- 6.6. The range of capital projects demonstrates the breadth and scale of the capital programme projects affecting services including highways, schools, housing and regeneration.
- 6.7. The Council were successful in the third round of Levelling Up Funds (LUF3) to support the Brixham Port infrastructure and Paignton Technology Park projects. Subsequently, Torbay was awarded £20m, which has been allocated between these projects. The total cost is estimated at £25.415m, with the Council required to match fund a total of £5.4m through supported borrowing, subject to an approved business case.

Hotels to Homes – Scheme 2

- 6.8. The Seabury Hotel project is progressing, with demolition complete and the site returned to the Council in preparation for development. At the point of acquisition, officers anticipated redesigning the site to secure a greater number of homes within the same footprint; however, this would delay the programme by approximately 12 months, whereas members have stated their ambition to speed up delivery.
- 6.9. On balance, officers therefore now recommend proceeding to build out the existing planning consent, which significantly reduces the Council’s risk profile, speeds up delivery, and avoids additional cost for minimal gain. To expedite this, it is necessary to allocate additional budget to the project from the approved affordable housing prudential borrowing headroom, to enable officers to go out to tender and secure cost certainty.
- 6.10. The spend to date and commitments to the project have been in respect of the purchase, demolition and site security and also includes the cost of the recently procured specialist project manager.
- 6.11. A budget increase is required from £1.3m to £4.4m to enable officers to accelerate delivery by going out to tender.
- 6.12. The final cost of construction, along with the overall scheme funding package (which will be eligible for Homes England grant in due course, once construction costs are known through the tender exercise) will still require normal Full Business Case approval, which is anticipated to be in early 2026.

7. Risks & Sensitivity

7.1. There are a number of financial risks facing the Council as shown below:

Risk	Impact	Mitigation
Financial sustainability and write-off of the DSG Deficit, given increasing spending challenges.	High	The Service continues to work closely with its schools and robustly manages and reports on its recovery plan approved with the Department for Education's Safety Valve programme.
Adult Social Care funding is not sufficient to meet forecast costs	High	A new five-year contract has been agreed from April 2025 and the Director of Adult Social Care continues to work closely with Health Trust colleagues and our third-party transformation partners on a range of intervention activity and savings plans, in collaboration with the Trust.
Price increases from high inflation rates continue to have an impact on both revenue and capital costs.	Medium	The 2024/25 base budget included a higher than usual allowance for inflationary pressures and appropriate contingencies/reserves are held for revenue and capital.
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.	Medium	The Council will continue to mitigate where possible the impact on council services and support/signpost residents to support. The Council will continue to administer payments under both the Household Support Fund and Council Tax Rebates, whilst also monitoring collection rates.
Unable to recruit staff and need to use agency staff.	High	Work continues to identify solutions to these challenges which seem to be on a national scale. Legal services staff continues to be a challenging area and the Financial Sustainability Plan will continue to be updated and reviewed.
Delivery of financial sustainability plans	Medium	Plans will be monitored at Directors' meetings to assess progress and potential risks/issues and opportunities.
Investment Property Income changes	High	The Investment Board will continue to review future leases and manage any potential break clause implications – maintaining appropriate balances within the Investment Reserve
Voids in commercial properties and sites held pending development incur costs in excess of budget.	High	The 25/26 budget allocated £300k to help establish a reserve that can be used to offset unplanned costs.

Demands on the Council Repairs and Maintenance (R&M) budgets exceed funding available.	High	The R&M budget was increased by £200k in 24/25 and a further £400k in 25/26.
Temporary Accommodation – increasing demand and cost pressures within the local housing market.	Medium	Budgets have been increased over recent years and robust monitoring will continue, including assessing the impact from directly procuring and properties to increase the stability of accommodation options available to the Housing Options team

8. Appendices

Appendix 1 – Capital Plan summary as at Q1 2025/26

Appendix 1 - 2025/26 - Quarter 1

Project Name	2025/26 Budget			Revised 4-Year Plan			
	Approved Budget	Q1 Budget Revisions	Revised Budget	2025/26 Total Revised Budget	2026/27	2027/28	Total for Plan Period
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Schools Capital Programme	1,751	3,093	4,844	4,844	1,692	1,400	7,936
Projects under Feasibility and Development	10,019	4,433	14,452	14,452	3,376	398	18,226
Economic Development / Regeneration	575	(23)	552	552	0	0	552
Housing Development / Investment	7,242	3,857	11,099	11,099	1,000	1,000	13,099
Environment / Climate Capital Investment	534	5,056	5,590	5,590	0	0	5,590
Transport Capital Investment	5,252	1,517	6,769	6,769	3,284	3,121	13,174
Coastal Defence / Flood alleviation	7,177	708	7,885	7,885	6,900	2,233	17,018
Sports, Leisure and Culture	56	260	316	316	0	0	316
Schools Closed Projects	0	442	442	442	0	0	442
Other Closed Projects	0	290	290	290	0	0	290
Total	32,606	19,633	52,239	52,239	16,252	8,152	76,643

Capital Plan Detail

Schools Capital Programme

Project Name	2024/25 Budget & Spend			Revised 4-Year Plan			
	Approved Budget	Q1 Budget Revisions	Revised Budget	2025/26 Total Revised Budget	2026/27	2027/28	Total for Plan Period
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Capital Repairs and Maintenance	250	466	716	716	200	200	1,116
Education Review Projects	670	658	1,328	1,328	660	368	2,356
High Needs Capital Provision	750	1,141	1,891	1,891	750	750	3,391
Devolved Formula Capital	0	36	36	36			36
Paignton Academy STEPS Relocation	0	281	281	281			281
Foster Homes Adaptations	81	0	81	81	82	82	245
Acorn Centre (Youth Investment Fund)	0	42	42	42			42
Childcare Expansion	0	180	180	180			180
YMCA	0	152	152	152			152
Shedwell School Salix	0	44	44	44			44
Mayfield College Relocation	0	93	93	93			93
Total	1,751	3,093	4,844	4,844	1,692	1,400	7,936

Schools Closed Projects

Project Name	2024/25 Budget & Spend			Revised 4-Year Plan			
	Approved Budget	Q1 Budget Revisions	Revised Budget	2025/26 Total Revised Budget	2026/27	2027/28	Total for Plan Period
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
PCSA Expansion	0	(2)	(2)	(2)			(2)
St Cuthbert Mayne Expansion	0	427	427	427			427
St Cuthbert Mayne Phase 2	0	17	17	17			17
Total	0	442	442	442	0	0	442

Projects under Feasibility and Development

Project Name	2024/25 Budget vs Spend			Revised 4-Year Plan			
	Approved Budget	Q1 Budget Revisions	Revised Budget	2025/26 Total Revised Budget	2026/27	2027/28	Total for Plan Period
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Crossways, Paignton - Regeneration	665	118	783	783			783
Extra Care Housing (Torre Marine)	0	0	0	0			0
Edginswell Railway Station	0	49	49	49			49
Union Square Acquisition & Development (Town Deal)	2,192		2,192	2,192			2,192
Debenhams Redevelopment	33	515	548	548			548
Torquay Town Deal - Pavilion	856	439	1,295	1,295			1,295
Torquay Town Deal - Core Area Public Realm	0	45	45	45			45
Torbay Road Paignton (High Streets Funding)	134	2	136	136			136
Station Square (High Streets Funding)	1,200	71	1,271	1,271	1,000	398	2,669
Victoria Centre (Paignton) (FHSF)	1,959	0	1,959	1,959			1,959
Oldway Mansion - phase 1 of Master-Plan	2,980	1,738	4,718	4,718	2,376		7,094
Brixham Square Public Realm (part of LUP £20m)	0	822	822	822			822
Brixham Central Car Park (part of LUP £20m)	0	245	245	245			245
Paignton Tech Park (Part of LUF £20m)	0	1	1	1			1
Brixham Port Infrastructure (Part of LUF £20m)	0	383	383	383			383
Foxhole Play & Ecology Hub	0	(25)	(25)	(25)			(25)
Edginswell Business Park - Unit 3	0	30	30	30			30
Total	10,019	4,433	14,452	14,452	3,376	398	18,226

Economic Development / Regeneration

Project Name	2024/25 Budget vs Spend			Revised 4-Year Plan			
	Approved Budget	Q1 Budget Revisions	Revised Budget	2025/26 Total Revised Budget	2026/27	2027/28	Total for Plan Period
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Torquay Strand Public Realm (Town Deal Funding)	0	(25)	(25)	(25)			(25)
Paignton Picture House (High Streets Funding)	575	0	575	575			575
Small Projects - UK Shared Prosperity Fund	0	2	2	2			2
Total	575	(23)	552	552	0	0	552

Housing Development / Investment

Project Name	2024/25 Budget vs Spend			Revised 4-Year Plan			
	Approved Budget	Q1 Budget Revisions	Revised Budget	2025/26 Total Revised Budget	2026/27	2027/28	Total for Plan Period
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Disabled Facilities Grants	1,000	(87)	913	913	1,000	1,000	2,913
Enhancement of Development sites	0	415	415	415			415
St Kilda's, Brixham - Affordable Housing	3,742	218	3,960	3,960			3,960
Hotels to Homes - Scheme 1	2,500	212	2,712	2,712			2,712
Hotels to Homes - Scheme 2	0	3,100	3,100	3,100			3,100
Total	7,242	3,857	11,099	11,099	1,000	1,000	13,099

Environment / Climate Capital Investment

Project Name	2024/25 Budget vs Spend			Revised 4-Year Plan			
	Approved Budget	Q1 Budget Revisions	Revised Budget	2025/26 Total Revised Budget	2026/27	2027/28	Total for Plan Period
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
SWISCO Loan - Vehicle & Equipment Replacement	0	3,368	3,368	3,368			3,368
Tor Park Road Site Improvements	0	985	985	985			985
Grant Payment to SWISCO, Food Waste Collection Grant	0	(100)	(100)	(100)			(100)
Car Park Investment	0	151	151	151			151
Climate Change Initiatives	0	461	461	461			461
Green Waste Bins	0	(17)	(17)	(17)			(17)
Solar Farm, Brokenbury (EGF)	0	51	51	51			51
Solar Farm, Nightingale Park (EGF)	0	194	194	194			194
Paignton Library Heat Decarbonisation	534	(103)	431	431			431
Tor Hill House Lighting Upgrade	0	66	66	66			66
Total	534	5,056	5,590	5,590	0	0	5,590

Transport Capital Investment

Project Name	2024/25 Budget vs Spend			Revised 4-Year Plan			
	Approved Budget	Q1 Budget Revisions	Revised Budget	2025/26 Total Revised Budget	2026/27	2027/28	Total for Plan Period
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Transport Highways Structural Maintenance	2,946	195	3,141	3,141	2,050	2,050	7,241
Transport Integrated Transport Schemes	1,570	1,027	2,597	2,597	1,071	1,071	4,739
Transport - Torquay Gateway Road Improvements	310	55	364	364			364
Transport - Western Corridor	300	150	450	450	163		613
Shiphay Lane (Active Travel Fund)	122	75	197	197			197
Babbacombe Beach Road	4	15	19	19			19
Total	5,252	1,517	6,769	6,769	3,284	3,121	13,174

Coastal Defence / Flood alleviation

Project Name	2024/25 Budget vs Spend			Revised 4-Year Plan			
	Approved Budget	Q1 Budget Revisions	Revised Budget	2025/26 Total Revised Budget	2026/27	2027/28	Total for Plan Period
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Flood Alleviation - Cockington	0	(9)	(9)	(9)			(9)
Flood Alleviation - Monksbridge	0	40	40	40			40
Paignton Coastal Defence Scheme	6,929	506	7,435	7,435	6,900	2,233	16,568
Flood Alleviation - Torquay	106	92	198	198			198
Paignton Flood Alleviation	101	21	121	121			121
Brixham Flood Alleviation	42	(0)	41	41			41
Collaton St Mary Flood Alleviation	0	58	58	58			58
Total	7,177	708	7,885	7,885	6,900	2,233	17,018

Sports, Leisure and Culture

Project Name	2024/25 Budget vs Spend			Revised 4-Year Plan			
	Approved Budget	Q1 Budget Revisions	Revised Budget	2025/26 Total Revised Budget	2026/27	2027/28	Total for Plan Period
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Haldon & Princess Pier	56	22	78	78			78
Torre Valley North Sports Facilities	0	6	6	6			6
Armada Park Refurbishment	0	(8)	(8)	(8)			(8)
Torre Abbey Gatehouse/SW Wing	0	132	132	132			132
Torre Abbey Renovation - Phase 3	0	108	108	108			108
Total	56	260	316	316	0	0	316

Closed Projects

Project Name	2024/25 Budget vs Spend			Revised 4-Year Plan			
	Approved Budget	Q1 Budget Revisions	Revised Budget	2025/26 Total Revised Budget	2026/27	2027/28	Total for Plan Period
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
The Pines (TCCT)	0	75	75	75			75
Maidencombe Beach CP (TCCT)	0	45	45	45			45
Claylands Redevelopment	0	20	20	20			20
Edginswell Business Park Unit 1	0	65	65	65			65
Edginswell Enabling Works (LEP GBF)	0	1	1	1			1
Harbour View Hotel Development	0	58	58	58			58
Temporary Accommodation	0	2	2	2			2
RICC Improvements - Backlog Repairs	0	24	24	24			24
Total	0	290	290	290	0	0	290

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Meeting: Cabinet

Date: 19 August 2025

Wards affected: All

Report Title: Review of the Cabinet Capital Projects Working Party Terms of Reference

When does the decision need to be implemented?

Cabinet Member Contact Details: Councillor Chris Lewis – Cabinet Member for Place Development and Economic Growth, chris.lewis@torbay.gov.uk

Director Contact Details: Matthew Fairclough-Kay, Director of Corporate Services, matthew.fairclough-kay@torbay.gov.uk

1. Purpose of Report

- 1.1. Following the establishment of the Cabinet Capital Projects Working Party on 20 August 2024, the Group Leaders have reviewed the Terms of Reference and have suggest changes for the Cabinet to consider.

2. Reason for Proposal and its benefits

- 2.1. Widening the Terms of Reference for the Cabinet Capital Projects Working Party will ensure regeneration workstreams are incorporated.

3. Recommendation(s) / Proposed Decision

- 3.1 That the Terms of Reference of the Cabinet Capital Projects Working Party be amended as follows (additions shown in **bold**):

Cabinet **Regeneration** and Capital Projects Working Party

To receive detailed briefings on the Council's overarching Regeneration Programme and the Council's work with its Regeneration Partner.

To receive detailed briefings on capital projects, to ensure Members have up to date information on key capital projects and be aware of upcoming project milestones and future Council decisions related to the overall Programme and to allow officers to seek Members views (individual and collective) on certain project elements where options are available.

4. Appendices

None.

5. Background Documents

- Establishment of Cabinet Working Parties and Council Local Plan Working Party - Record of Decision 20 August 2024.

Supporting Information

6. Introduction

- 6.1 The Cabinet Capital Projects Working Party has been tracking projects that already have capital funding, but there is a gap in visibility when it comes to regeneration projects that haven't yet been allocated capital funding. This can make it harder for Members to get a full picture of progress and priorities.
- 6.2 The Group Leaders have reviewed the Terms of Reference and suggested amendments for the Cabinet to consider.

The original Terms of Reference stated:

To receive detailed briefings on capital projects, to ensure Members have up to date information on key capital projects and be aware of upcoming project milestones and future Council decisions related to the overall Programme and to allow officers to seek Members views (individual and collective) on certain project elements where options are available.

7. Options under consideration

- 7.1. To not change the Terms of Reference and propose an alternative way to update Members. This option is not recommended as it will not provide oversight of intended regeneration projects.

8. Financial Opportunities and Implications

- 8.1. Not applicable.

9. Legal Implications

- 9.1. None.

10. Engagement and Consultation

- 10.1. Cross Party Group Leaders were supportive of the changes.

11. Procurement Implications

- 11.1. Not applicable.

12. Protecting our naturally inspiring Bay and tackling Climate Change

12.1. Not applicable.

13. Associated Risks

13.1 Not applicable.

14. Cumulative Council Impact

14.1 None.

15. Cumulative Community Impacts

15.1. None.

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