

**Please Note: this is a draft impact assessment on a budget proposal. Final impact assessments will be published with final budget papers for the full council meetings taking place in February 2013**

## **Budget Proposals 2013/14: Major Decision: Business Unit: Resident & Visitor Services – Beach Services**

### **Combined Impact Assessment: Full assessment (Part 2)**

The council and its partners are facing a significant challenge in the savings it needs to make over the next couple of years. This Full Impact Assessment has been developed as a tool to enable business units to fully consider the impact of proposed major decisions on the community. As a council we need to ensure that we are able to deliver the savings that we need to make from the 1<sup>st</sup> April and be able to justify our decisions through any legal challenge.

This full assessment, combined with the initial review, will evidence that you have fully considered the impact of your proposed changes and carried out appropriate consultation on those changes with the key stakeholders. The Combined Impact Assessment will allow Councillors to make informed decisions as part of the decision-making process regarding the council's budget.

**Name:** Sue Cheriton

**Position:** Executive Head – Resident and Visitor Services

**Business Unit:** Residents & Visitor Services

**Department:** Resort Services

**Date Commenced:** December 2012

**Date:** January 2013 v7

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Summary from Overall Proposal (Updated as required)

Proposals – Outline	Savings 2013/14		Implementation Cost Include brief outline + year incurred	Delivery In place 01/04/13 If earlier or later state date	Risks / impact of proposals <ul style="list-style-type: none"> <li>• Potential risks</li> <li>• Impact on community</li> <li>• Knock on impact to other agencies</li> </ul>	Type of decision*		
	Income £ 000's	Budget reduction £ 000's				Internal	Minor	Major
Beach Services	30	142	TBC	1/4/13	<ul style="list-style-type: none"> <li>• Potential that we are no longer compliant with Blue Flag scheme.</li> </ul>		x	

Section 1: Purpose of the proposal/strategy/decision

No	Question	Details
1.	Clearly set out the purpose of the proposal	<p><b>Budget Savings Breakdown</b></p> <p>Beach Services</p> <p>112,000 Reducing season (Less Agency Staff Required) or reducing number of serviced beaches</p> <p>20,000 Reduced maintenance (Contractors) - this would mean reductions in the provision of the 5 knot markers which designate areas for swimming and no use of motorised water craft and a reduction in beach hut maintenance. Any major maintenance required would need to be funded through the capital programme to ensure income (£256,000 per annum) is not affected</p> <p>10,000 Reduced maintenance (Property/Cliff) – this would mean that only emergency</p>

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No	Question	Details
		<p>health and safety works would take place. Any large scale issues would have to dealt with through the capital programme</p> <p>20,000 Additional income (Beach Hut lettings) – new sites and provision identified</p> <p>10,000 Additional income (Beach Hut Winter Storage) – relating to additional sites offered to the public</p> <p><u>172,000</u></p> <p>It is proposed to look at a number of options to meet the £112,000 staff saving, these are:</p> <p>Reduce the staffing on the key amenity beaches for a period of between 8/10 weeks to cover the summer only. Reducing the season to June would only save £67,000 so the season would only be able to run from mid July to make the full saving proposed.</p> <ol style="list-style-type: none"> <li>1. Having weekend cover only between May Bank Holiday and mid July, then offer a full service only for the six weeks of the holiday period reverting back to weekend cover for September.</li> <li>2. Reduce the number of beaches that are managed. Option to take out 4 of the main managed beaches. This would enable those beaches that remain managed with a Blue Flag status.</li> <li>3. Do not have any permanently managed beaches and have roving teams that visit each beach up to 3 times per day.</li> </ol> <p>Further work is being done to consider the options based on the above, the level of savings able to be achieved and understanding the ability of the Resort Service to recruit suitable short term contracted staff for these reduced periods.</p>

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No	Question	Details
		These proposals may affect eligibility for the Blue Flag Awards.
2.	<b>Who is intended to benefit / who will be affected?</b>	<ul style="list-style-type: none"><li>• Visitors to beaches in Torbay</li><li>• Beach Hut users</li><li>• Beach Concession owners</li></ul>
3.	<b>What is the intended outcome?</b>	The outcome of the proposal is to reduce the resort services budget by reducing the beach season to between 8 and 10 weeks - the season would run from mid July to mid September (currently runs from May through to end September).

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## Section 2: Equalities, Consultation and Engagement

Torbay Council has a moral obligation as well as a duty under the Equality Act 2010 to eliminate discrimination, promote good relations and advance equality of opportunity between people who share a protected characteristic and people who do not.

The **Equalities, Consultation and Engagement** section ensures that, as a council, we take into account the Public Sector Equality Duty at an early stage and provide evidence to ensure that we fully consider the impact of our decisions/proposals on the Torbay community.

### Evidence, Consultation and Engagement

No	Question	Details
4.	Have you considered the available evidence?	<p>This service supports 22 beaches and Coves. The season currently starts in April and closes in September, during which time 9 of these beaches are staffed. The proposal is to reduce the beach season to between 8-10 weeks (i.e. no beach attendants) the season would run from July to mid September.</p> <p>Currently the beach staff are responsible for the following:</p> <ul style="list-style-type: none"> <li>• Over 1000 beach huts provided on seasonal and short lets basis, the staff assist in the maintenance of beach huts, storage over the winter and take bookings.</li> <li>• Putting out and taking payment for deck chairs.</li> <li>• Beach safety supervision including, first aid services, lost children, beach safety inspections and storm response</li> <li>• Monitoring sea conditions with the provision of the safety flags to advise swimmers of conditions throughout the day, and measuring water quality and displaying this for public information purposes</li> <li>• Enforcement of the dog bans and use of hazardous equipment like inflatables</li> </ul> <p>Staffed Summer Sites breakdown:</p> <p>Oddicombe (and Beach Huts)  Meadfoot - (Staff will look after southern end (Kilmorie) and Beach Huts  Abbey Sands - (Staff also look after Beacon Cove, Princess Gardens, Princess Pier, Livermead and Institute</p>

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		<p>Beaches, Watcombe Beach)  Corbyn Head  Preston - (Staff look after Hollicombe Beach and Beach Huts)  Paignton - (Staff look after Fairy Cove and provide first aid assistance for the new Paignton Play Park)  Goodrington - (Staff look after Goodrington North, Roundham Head, Fishcombe Cove and Beach Huts)  Broadsands - (Staff look after Elberry Cove and Beach Huts)  Breakwater – (and Beach Huts)  Shoalstone Pool (and Beach Huts)</p> <p>Last year staff dealt with 2,290 incidences, a breakdown of these are as follows:</p> <table border="1" data-bbox="573 632 1187 1326"> <thead> <tr> <th data-bbox="573 632 1034 751">INCIDENT REPORT (taken from years 2011)</th> <th data-bbox="1034 632 1187 751">TOTAL</th> </tr> </thead> <tbody> <tr> <td data-bbox="573 751 1034 839">MINOR FIRST AID CASUALTY</td> <td data-bbox="1034 751 1187 839">1272</td> </tr> <tr> <td data-bbox="573 839 1034 927">MAJOR FIRST AID CASUALTY</td> <td data-bbox="1034 839 1187 927">366</td> </tr> <tr> <td data-bbox="573 927 1034 970">AMBULANCE CALLED</td> <td data-bbox="1034 927 1187 970">12</td> </tr> <tr> <td data-bbox="573 970 1034 1013">LOST CHILDREN</td> <td data-bbox="1034 970 1187 1013">12</td> </tr> <tr> <td data-bbox="573 1013 1034 1056">DOGS ON BEACH</td> <td data-bbox="1034 1013 1187 1056">44</td> </tr> <tr> <td data-bbox="573 1056 1034 1144">POLICE ASSISTANCE REQUIRED</td> <td data-bbox="1034 1056 1187 1144">14</td> </tr> <tr> <td data-bbox="573 1144 1034 1232">VERBAL/THREATENING BEHAVIOUR</td> <td data-bbox="1034 1144 1187 1232">9</td> </tr> <tr> <td data-bbox="573 1232 1034 1275">RED FLAG RAISED</td> <td data-bbox="1034 1232 1187 1275">48</td> </tr> <tr> <td data-bbox="573 1275 1034 1326">OFF-SHORE WIND SIGNS</td> <td data-bbox="1034 1275 1187 1326">417</td> </tr> </tbody> </table>	INCIDENT REPORT (taken from years 2011)	TOTAL	MINOR FIRST AID CASUALTY	1272	MAJOR FIRST AID CASUALTY	366	AMBULANCE CALLED	12	LOST CHILDREN	12	DOGS ON BEACH	44	POLICE ASSISTANCE REQUIRED	14	VERBAL/THREATENING BEHAVIOUR	9	RED FLAG RAISED	48	OFF-SHORE WIND SIGNS	417
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No	Question	Details	
		OSCAR 4 CALLED	35
		COAST GUARD CALLED	8
		RESCUE ASSISTANCE GIVEN	2
		RESCUE EQUIPMENT USED	0
		ACCIDENTS	4
		CRIMINAL DAMAGE	21
		OTHER INCIDENTS	26
		TOTAL	2290
	<p>It should be noted this year with the poor weather the use of the beaches were lower than normal. The attached spreadsheet shows for comparison.</p>		
	<p>It should be noted that Beacon Cove &amp; Fishcombe beaches are not manned at all throughout the year and that there are no beach attendants on the rest of the beaches from October through to the end of May</p>		
	<p>There is the potential that as a result of the change in the beach season that Torbay will lose its blue flag status – Torbay currently holds blue flags on the following beaches 5 of the amenity beaches –Oddicombe (the only beach who has never lost it’s Blue Flag status since the award first began), Meadfoot Beach, Paignton Sands (which did lose it status part way through the season due to water quality issues), Broadsands, Breakwater/Shoalstone Beach</p>		
	<p>Currently Torbay has 27 Beach concession owners across all of the beaches</p>		
	<p>It is difficult to directly compare the winter and summer season both having completely different demands and requirements, bringing different responses and liabilities. There is an immense difference in the number of visitors from summer to winter and in their expectations and how we fulfil their needs. The actions we carry out</p>		

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No	Question	Details
		<p>over the winter are not as a result of the beaches not being manned.</p> <p>During the winter the Beach Service Customer Promise as published on Torbay Councils website is printed below.</p> <p>All main beaches will be visually checked at least 4 times per week, for health and safety and any signs of pollution or damage.</p> <p>Litter will be removed from main beaches and nearby walkways by hand at least twice a week and beach litterbins emptied twice per week.</p> <p>Larger items such as tree trunks and maritime debris may remain on beaches until practicable to remove.</p> <p>Minor beaches will be checked at least once a week and handpicked of minor litter once a week if staff levels allow.</p> <p>Damage will be repaired when it presents an immediate safety risk to the public; otherwise it may not be done until risk of extreme weather has passed when it will be prioritised.</p> <p>Seaweed will not be removed from any beach during the winter as this provides a natural sea defence against the scouring out of the beaches by aggressive sea conditions.</p> <p>The usual procedures will not be possible to maintain after major storms or extreme sea conditions.</p> <p>No beach will be supervised during the winter season.</p> <p>A recorded check of all lifebuoys will be made twice a week on main beaches and once a week on minor beaches.</p> <p>When complying with this standard at current staffing levels it is possible to spend just 15 minutes at any location, should circumstances require more than this then that time is lost from other sites.</p> <p>With the proposed savings the Council will not be able to meet the summer customer promise and the winter customer promise over the early and late season could also be adversely affected as there will be so many other extra demands on the time of the remaining staff.</p> <p>The reductions proposed in maintenance and cliff works will impact the amount of reactive maintenance that can be achieved. In this instance only Health and Safety works will be undertaken from 2013/14 to meet these saving targets.</p>



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		<p>The increase in beach hut income will be a result of increasing the number and standard of beach huts available to customers on selected beaches. The reduction in maintenance could affect the rental income of the existing beach hut stock, with customers being unhappy with the offer.</p> <p>The Blue Flag criteria require the beaches to be staffed at core times. Therefore to reduce staffing to the proposed levels on the beaches would mean that Torbay may no longer be able to apply or receive the Blue Flag Award for any of its beaches.</p>
5.	<b>How have you consulted on the proposal?</b>	<p>This proposal is to be considered as part of the Priorities &amp; Resources review panel meeting taking place on the 16<sup>th</sup> January 2013.</p> <p>This issue has been included as part of the corporate budget reduction consultation. If the reductions are implemented Members will be consulted on the preferred option for the reduction in service.</p>
6.	<b>Outline the key findings</b>	This section will be updated once consultation has been completed.
7.	<b>What amendments may be required as a result of the consultation?</b>	This section will be updated once consultation has been completed.

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**Positive and Negative Equality Impacts**

No	Question	Details		
8.	Identify the potential positive and negative impacts on specific groups			
		Positive Impact	Negative Impact	Neutral Impact
	All groups in society generally		The proposal is to reduce the beach season to between 8-10 weeks (i.e. no beach attendants) the season would run from July to mid September	
	Older or younger people		The proposal is to reduce the beach season to between 8-10 weeks (i.e. no beach attendants) the season would run from July to mid September	
	People with caring responsibilities			There is no differential impact on this group
	People with a disability	A number of our beaches currently provide access for disabled people i.e. pre-existing slopes/ramps	The proposal is to reduce the beach season to between 8-10 weeks (i.e. no beach attendants) the season would run from July to mid September The beach service provides specially adapted beach wheelchairs and boardwalks for disabled users to access the beach and the shoreline. These would not be available when the staff are not on duty.	

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No	Question	Details	
	Women or men		There is no differential impact on this group
	People who are black or from a minority ethnic background (BME)		There is no differential impact on this group
	Religion or belief (including lack of belief)		There is no differential impact on this group
	People who are lesbian, gay or bisexual		There is no differential impact on this group
	People who are transgendered		There is no differential impact on this group
	People who are in a marriage or civil partnership		There is no differential impact on this group
	Women who are pregnant / on maternity leave		There is no differential impact on this group
9.	<p><b>Is there scope for your proposal to eliminate discrimination, promote equality of opportunity and/or foster good relations?</b></p>	<p>In addition to the normal un-staffed period October – May, as a result of the proposal beaches will not be staffed from May to mid July and from the middle to the end of September – this will mean that there will be no beach attendants on the beaches during this time. It should also be noted that 13 of the 22 beaches and coves do not have a permanent staff presence at any point in the year.</p> <p>A number of our beaches currently provide access for disabled people i.e. pre-existing slopes/ramps</p>	

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### Section 3: Steps required to manage the potential impacts identified

No	Action	Details
10.	Summarise any positive impacts and how they will be realised most effectively?	A number of our beaches currently provide access for disabled people i.e. pre-existing slopes/ramps
11.	Summarise any negative impacts and how these will be managed?	<ul style="list-style-type: none"> <li>• Beach flags will not be put up during this time – although flags are not currently up from October through to May</li> <li>• Public information regarding water quality will not be supplied daily as currently provided– although permanent signage can be put in place to mitigate this but information will be very general and not day specific which is currently based on testing and rainfall levels</li> <li>• Staff will not be on site to provide information, deal with incidents, implement dog bans on designated beaches, first aid, supply beach furniture, support to lost children, minor beach maintenance – however this is not currently carried out from October through to May</li> <li>• Beach cleaning will not be carried out daily during this time – however TOR2 currently provide a beach cleaning service and the removal of seaweed between May and September, with the exception of Oddicombe, Meadfoot and Breakwater which are cleaned by beach staff only during the summer</li> <li>• There is the potential that as a result of the change in the length beach season that Torbay will lose its blue flag status on all beaches – Torbay currently holds blue flags on the following beaches:- Oddicombe (the only beach who has never lost it's Blue Flag status since the award first began), Meadfoot Beach, Paignton Sands (which did lose it status part way through the season due to water quality issues), Broadsands, Breakwater/Shoalstone Beach</li> <li>• Beach concession owners may notice a reduction in the number of people visiting/using their services – this will need to be monitored and these concessions may request a reduction in their rents.</li> </ul>

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**Section: Course of Action**

No	Action	Details
12.	<p><b>State a course of action</b></p> <p><b>[please refer to action plan on page 9]</b></p>	<p><i>TBC once consultation has taken place</i></p> <p><i>Where: -</i></p> <p><b>Outcome 1: No major change required</b> - EIA has not identified any potential for adverse impact in relation to equalities and all opportunities to promote equality have been taken.</p> <p><b>Outcome 2: Adjustments to remove barriers</b> – Action to remove the barriers identified in relation to equalities have been taken or actions identified to better promote equality.</p> <p><b>Outcome 3: Continue with proposal</b> - Despite having identified some <u>potential</u> for adverse impact / missed opportunities in relation to equalities or to promote equality. Full justification required, especially in relation to equalities, in line with the duty to have ‘due regard’.</p> <p><b>Outcome 4: Stop and rethink</b> – EIA has identified actual or potential unlawful discrimination in relation to equalities or adverse impact has been identified.</p>

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## Section 5: Monitoring and Action Plan

No	Action	Details
13.	<b>Outline plans to monitor the actual impact of your proposals</b>	<p>Beach user &amp; beach hut user surveys are currently undertaken annually – The Council will also monitor the rates of accidents reported, complaints received etc.</p> <p>Beach concession owners will be asked to advise if they see a decline in the number of visitors/users of their services</p>

*Please use the action plan below to summarise all of the key actions, responsible officers and timescales as a result of this impact assessment*

### Action plan

Please detail below any actions you need to take: -

No.	Action	Reason for action / contingency	Resources	Responsibility	Deadline date
1	Consultation to begin – Priorities & Resources Meeting January 2013				16 <sup>th</sup> January 2013
2	Annual survey – Beach Hut User/ Beach User/ Beach Concession	To monitor the ongoing impact of the proposal		Beach Manager	Annually
3	Consultation in respect of proposed reductions – Council Budget Proposals Consultation	To understand the views of the community in respect of the proposals			January 2013
4	English Riviera Tourism Company has been consulted who have raised concerns as their Guide published				November 2012

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	specifies the beaches that have award status in their print.				
5	Members to decide on the service levels based on the revised budgets.	Elected Members need to be involved in the decision process so that they understand the full impacts on the service.	Staff resources	Resort services manager/Executive Lead.	

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