

Torbay's Market Position Statement 2025-29 DRAFT

Foreword

For many people, receiving help to stay at home and to maintain their independence for as long as possible is what matters to them, and this is one of the key intended outcomes of our integrated Adult Social Care (ASC) model.

The way in which we deliver care and support is also changing, and our partnerships with care providers need to change too. We need to work together at different times in a person's care and support journey, recognising that people's needs change and that they need a responsive and agile network of support combining their resources with the NHS, social care, local communities and the independent sector. At the same time, we need to ensure this care and support is timely, sustainable and does not weaken natural support by promoting dependence on state-funded care until it's really needed.

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:

- 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 and the social policy changes that led to that legislation, Torbay's commissioning approach seeks 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 from the Recommendations Report. This meeting will bring together key partners from the Council and the Integrated Care Organisation for collaborative work to improve our approach to Direct Payments in Adult Social Care.
 - This programme of work is part of our Transformation Plan, and the implementation of the direct payment improvements will be monitored through that.

What is a Market Position Statement?

Local authorities produce a market position statement (MPS) to summarise supply and demand in the local Adult Social Care provider market and form the basis for strategic commissioning decisions.

It should be helpful to care providers, as:

- A tool to help plan for future developments, by providing valuable insight concerning investment in capital or personnel.
- Information on what is happening now and the commissioners' future plans.
- A step towards working with the local authority and other commissioners to plan their business development.

Scope

The geographical focus is largely Torbay. However, as Torbay Council works closely with partners in the NHS and other local authorities across Devon (as part of the One Devon Integrated Care Partnership), and many Torbay providers work across South Devon and the region, we will also be referring to information about South Devon and beyond when needed. Also, as Torbay Council and NHS colleagues have been working since 2005 to integrate care and health services closely, we will not only reference our local and regional work, but also include Public Health, Housing, Children's Services, Community Safety and Planning.

The audience mainly consists of Adult Social Care providers in Torbay or providers who would like to move to the area.

Our Vision

‘Thriving communities where people can prosper’

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

Our vision is to support people in staying as well and as independently as possible for as long as possible and managing their own health and well-being in their own homes, wherever possible.

Mission statement

We will work with our local community to support residents in Torbay to maximise their own well-being and independence, advising and guiding them around the best health and social care systems for them. Those who provide support services will feel empowered to enable people to engage fully in their own decision-making on care choices.

By working with our community this way, we will create a new way of supporting each other to achieve well-being for everyone—those receiving support and personal assistance and those providing it.

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.

thriving communities where people can prosper

our vision for Adult Social Care in Torbay

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

Working in partnership means:

Finding opportunities to work together to support people's wellbeing
 We recognise we are part of the community, not separate from it
 Helping to connect people, groups and organisations together
 Building strong, open, and trusting relationships with everyone we come into contact with i.e. partners, community organisations and those we support
 Constantly learning and asking for everyone's views
 Supporting and valuing those who carry out unpaid work for us, like carers and volunteers



Respond to our community by:

Working with people in their own neighbourhoods, in places they already go to
 Making it easier for people to access good advice and information
 Working with people to find and build up their strengths and priorities
 Empowering people to take reasonable risks; in order to achieve the things that matter to them
 Looking for and sharing opportunities and positives. Focusing on what we CAN do
 Making sure everyone is included, and treated fairly and equally
 Making sure we are fair in the way we support people



Our values and behaviours are:

We value everyone's contribution, and recognise our own boundaries
 To share our knowledge, skills, and resources for the benefit of local people
 Support and empower people to be the best they can be
 Enable people to live lives which are as full and independent as possible
 Respect the feelings and experiences of others, even if they are different from ours
 Always looking for ways to improve how we work
 Trust each other to do the right thing for people



We will communicate by

Using language that is simple for people to understand
 Using different ways of sharing information, using technology creatively
 Considering the impact we may have on others
 Sharing our aims and aspirations with everyone
 Being available in our communities, so it is easier for people to reach us



The way we will work & do things

Use technology to help people stay independent
 Remove as much red-tape and bureaucracy as we can
 Be flexible to help people achieve their goals
 Make our systems work better for us and the people we support
 Support people to make changes, which help them feel healthier and happier
 Empower people to choose how their care and support needs can be met
 Work with people and communities to reduce inequalities
 Empower staff and partners to be creative and try new ways of working
 Give our staff the training, tools, and permission to work differently

We will do this by:

Building long-lasting relationships with our community partners, which are founded on trust, transparency and compromise
 More joint working between Adult Social Care and community/voluntary sector partners, including working together in community settings
 Streamlining our tools and processes, to ensure that we act consistently and reduce bureaucracy
 Making it easier for people to access a wider range of support, advice and information; which helps them achieve the best outcomes
 Increasing training, development and support for our staff, so that they feel confident in working differently with people and the community
 Focusing on what matters most to those that we work with, and supporting them to achieve these; whether they are new to social care or have been supported for some time
 Making sure our systems support a different way of working, and measure meaningful results
 Making best use of technology to help people achieve the outcomes that matter to them



Benefits we have seen so far:

Community partners have said they feel more valued and trusted, because we are working together as equals
 Working in partnership with social care has helped some community partners to secure additional charitable or government funding, which has a bigger impact in their community
 Social care staff and community partners have both said that sharing, learning from, and supporting each other has been a positive experience
 Social care staff have said they appreciate being trusted and empowered to try new things, and to do the right thing for people

More people have been able to find a solution that's right for them at first contact
 Working in community spaces has made social care advice and information more accessible, particularly to people who may have otherwise not engaged with us
 Average waiting times have reduced for most social care teams
 People have reported that they felt listened to and cared about, through being supported in a different way



We have been able to connect more people with resources in their community which helps them to stay well and independent



Things we want to avoid:

Trying to remove all risk, and reducing a person's choice and control as a result
 People having to wait a long time for support, and their situation getting worse as a result

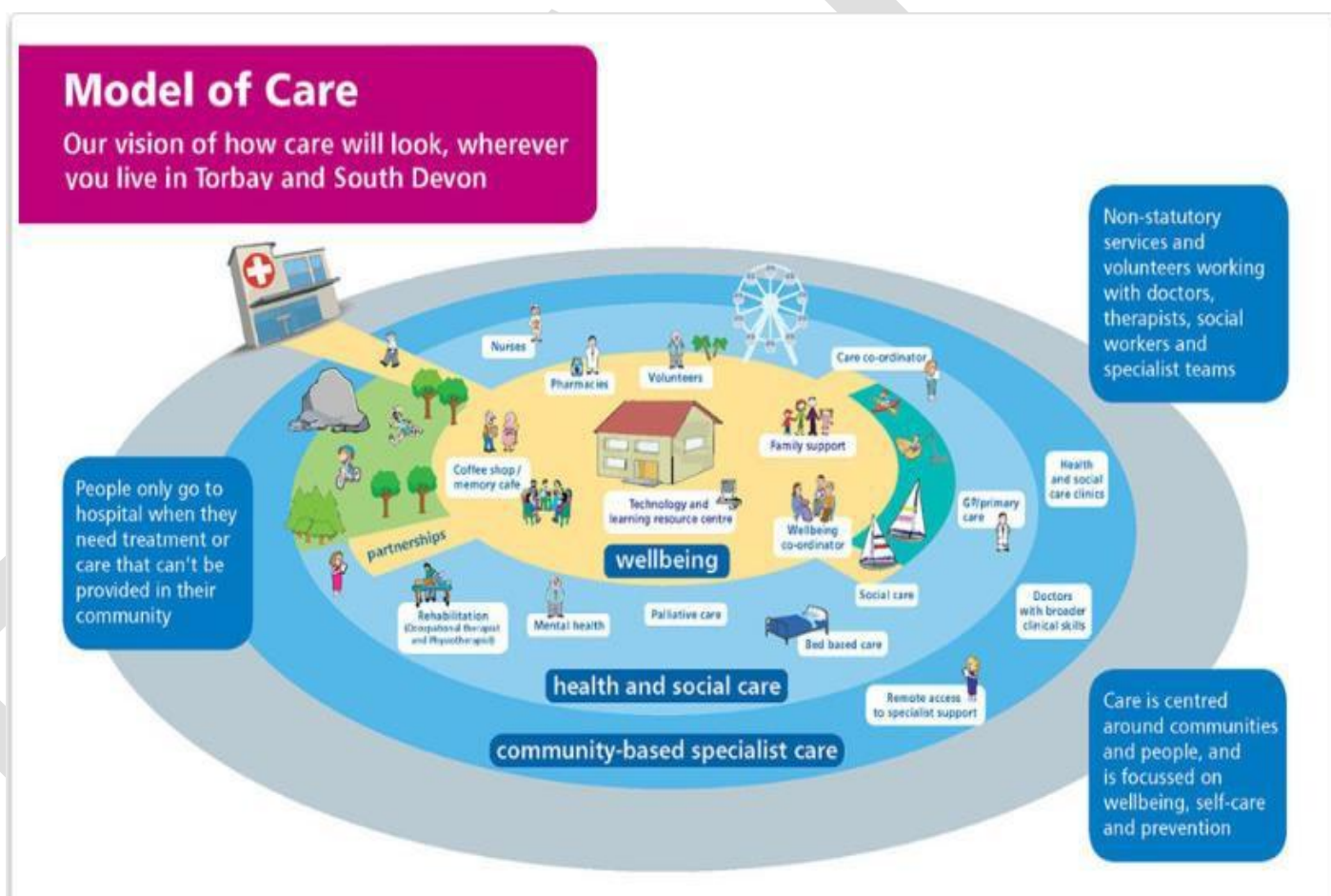
Background/Context

Since 2005, we have been working to integrate ASC services with NHS services. By using most of the ASC budget to commission local NHS providers to directly deliver social care for adults (or commission independent sector providers on our behalf), we can provide better 'joined-up care.' People have told us they do not mind who provides services for them, they just want the right care provided at the right time.

In October 2015, the two largest NHS Trusts in the Torbay and South Devon area merged to form an Integrated Care Organisation (ICO), now called Torbay and South Devon NHS Foundation Trust (TSDFT) referred to in the rest of this document as the Trust. We also created pooled budgets.

Our Model of Care (see diagram below) outlines our vision for the future of health and care in Torbay and South Devon for providers.

The Model of Care



The Trust, Devon ICB (the organisation responsible for commissioning most of the county's NHS budget), and the local authority are continuing to develop our Model of Care, which emphasises well-being and prevention. We focus on using people's strengths and assets to promote resilience, prevent their need for statutory social care intervention, and reduce the length of any intervention.

ASC independent sector care providers have a crucial role to play in the current health and social care system and our Model of Care. Providers are key partners for us, so we want to make sure they get the information and support they need to carry out their roles effectively.

The strategic plans of Torbay Council, Devon ICB and the Trust (as part of the One Devon Integrated Care Partnership that was established in 2022) will give more insight into the local provision of Adult Social Care. Their representatives, along with other partners, meet as the Torbay Health and Wellbeing Board (HWBB) to improve the commissioning and delivery of NHS and local government services.

There are now five established local care partnerships (LCPs) that, when combined, form the whole of One Devon Integrated Care System. Of these, one (South LCP) encompasses the Torbay Council and Torbay HWBB footprint.

Part of the HWBB and LCP's remit is to agree, plan, and implement, at a local level, how the Better Care Fund (BCF) programme and pooled budgets support local systems to successfully deliver the integration of health, housing, and social care in a way that supports person-centered care, sustainability, and better outcomes for people and carers.

- For more information on the Torbay Council Community and Corporate Plan, see: <http://www.torbay.gov.uk/council/policies/corporate/corporate-plan/>
- For more information about the ASC commissioning plans and strategies for Torbay Council, see: [Adult social care commissioning - Torbay Council](#)
- For more information about the plans of One Devon and the Integrated Care Strategy, see: <https://onedevon.org.uk/about-us/our-vision-and-ambitions/our-devon-plan/>
- For more information about the plans of the Integrated Care Organisation – Torbay and South Devon NHS Foundation Trust, see: [Our vision and strategy - Torbay and South Devon NHS Foundation Trust](#)

What we are looking for from care and support providers:

We would like to see more:

- Providers that put the person and/or carer at the centre of everything they do, involving them in the planning and delivery of their care and listening to them
- Providers working together to deliver care innovations, thinking ahead with us
- More providers rated 'outstanding' by the Care Quality Commission (CQC) in Torbay, reflecting improved quality of care
- Providers that build and use the resilience and assets of people and communities, reducing dependency and the need for services
- Providers who want to work with us intervene early and prevent the escalation of need, so that people can maximise their health and well-being, and fewer people will have to move out of their homes to receive the care and support they require
- Providers offer short-term as well as long-term care options
- Providers support people who buy their own care, using a direct payment or personal budget
- Providers who measure their success by the positive impact they have on a person's health, well-being and independence, as well as satisfaction with the care received
- Providers who deliver 'value for money' (but not necessarily the cheapest) care

We also recommend that providers connect with other service suppliers across the health and care marketplace to share the best practices and identify opportunities to work together, e.g., using each other's skill sets, co-locating services, sharing costs, etc. This includes working with organisations in the voluntary sector that provide services such as advice, advocacy, and information signposting and can help engage with the broader community (including volunteers).

Our commissioning intentions and business opportunities for providers of care and support

The Council's Community and Corporate Plan (2019)-2023 is here <http://www.torbay.gov.uk/council/policies/corporate/corporate-plan/> and our current priority adult social care commissioning intentions are in the table below.

CURRENT COMMISSIONING INTENTIONS - OVERARCHING THEMES AND WAYS OF WORKING		
Prevention and Early Help	Community	Accommodation with care and support
<ol style="list-style-type: none"> 1. Focus on prevention, early intervention, rehabilitation and recovery to: <ul style="list-style-type: none"> • Support people to remain as independent as possible, for as long as possible • Reduce ASC demand • Delay entry into residential care 2. Increase independence and re-enablement through better access to community equipment, assistive technology, home improvements, including Disabled 	<p>Support people to remain living at home and exercise choice and control over their lives through the availability of:</p> <ul style="list-style-type: none"> • High-quality homecare and domiciliary care services (including complex support), focusing on personal enablement and recovery • Personal assistants, support planning and brokerage services • Providers with which people can use their personal budgets <p>Support the sustainability of a vibrant voluntary and community sector by:</p> <ul style="list-style-type: none"> • Maintaining and using the local mapping work by Devon ICB, ICO, LA commissioners and the local sector • Reducing the current duplication of services and 	<p>In line with the strength-based approach underpinning the Care Act 2014, Torbay's commissioning approach seeks to:</p> <ol style="list-style-type: none"> 1. Develop a dynamic forecasting model that will assist in determining the right size, type and supply of residential and supported living (SL) care in Torbay, to meet the current and emerging social care demand, including more complex needs 2. 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 3. Reduce the systemic use of residential care to meet social care needs, by: <ul style="list-style-type: none"> • Creating effective supported living options for all age groups that enable people to live well at home for longer • Supporting more people to maintain their independence through early advice on personal and community assets, and access to equipment and technology to meet their emerging needs

Facilities Grant	<p>quality variance</p> <ul style="list-style-type: none"> • Using a lead voluntary sector organisation to commission services on our behalf • Vibrant communities with increased feelings of neighborliness, connection, and accessible places of welcome 	<ul style="list-style-type: none"> • Not placing working-age adults into residential care, wherever possible With better home care alternatives, significantly delaying the entry of older people into residential care and reducing stays • With our NHS partners, we only commission and place in homes capable of meeting very complex and nursing needs <ol style="list-style-type: none"> 4. Work with our residential and nursing care sector to improve quality and capability and develop agreed outcomes-based specifications 5. Work with our supported living providers to develop sufficient capacity and quality to meet emerging demand, including complex needs, and develop agreed outcomes-based specifications 6. Implement the Housing Strategy 2020 - 2025 http://www.torbay.gov.uk/housing-strategy 7. Develop further units of extra-care housing and sheltered accommodation that meet the needs of people with more complex conditions
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<p>Learning Disabilities (LD)</p> <p>Development and Co-Production of Torbay Council Big Plan for Learning Disabilities. Finding out how we are working together to make Torbay a better place to live for people with learning disabilities</p>	<p>Community</p> <p>Focus on people living whole and independent lives, where secure homes and fulfilling lives are a priority.</p> <p>Improve access to paid employment and training by providing targeted person-centered support.</p> <p>Develop outcome-based commissioning of day activities to ensure daytime activities/services offer more choice, promote community inclusion, and deliver more aspirational outcomes.</p> <p>Improve accessibility to community services for people with a learning disability, through reasonable adjustments.</p>	<p>Accommodation with care and support Torbay's commissioning approach seeks to:</p> <ul style="list-style-type: none"> • Reduce the number of under-65 adults with LDs in long-term residential settings by a third over the next three years • Halve the number of larger residential settings (those with over eight beds, which have a more institutional feel) • Ensure greater housing choice, particularly self-contained SL, sheltered housing, extra care, and access to general needs housing • Ensure more consistency of provision and fewer complaints about the quality of support delivered • More people with LDs living with parents are diverted from entering residential care and could live as independently as possible • Ensure the quality of support and tenancies in supported living is given more assurance and improved
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<p>Autism</p> <p>Working with Torbay Council, the Autism Partnership Board has been instrumental in developing the Torbay Adults Autism Strategy, which will be completed in August 2025. From this strategy, an Action Plan will be developed over the next 12 months.</p> <ul style="list-style-type: none"> • Improving understanding and acceptance of autism within society • Improving autistic people's access to education, and supporting positive transitions into adulthood • Supporting more autistic people into employment • Tackling health and care inequalities for autistic people • Building the right support in the community and supporting people in inpatient care • Improving support within the criminal and youth justice systems 	<p>Community</p> <p>Commission services based on adequate population data and needs assessment, including peer support.</p> <p>Improve accessibility to community services for people with autism through reasonable adjustments.</p> <p>Delivery of associated actions arising from the Autism Business Case and Self-Assessment Framework 2016.</p> <p>Torbay Autism Strategy was co-produced with people with lived experience.</p>	<p>Accommodation with care and support</p> <p>Torbay's commissioning approach seeks to:</p> <ul style="list-style-type: none"> • Reduce the number of under-65 adults with autism in long-term residential settings • Ensure greater housing choice, particularly self-contained supported living, sheltered housing, extra care, and access to general housing needs • Ensure some more skilled providers can offer enabling support to people with complex issues and challenging behaviour • Commission Positive Behaviour Support and Crisis • Planning training to support the development of the workforce
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<p>Mental Health</p> <p>Partnering with Devon Partnership Trust to deliver the statutory mental health provision. This is integrated across health and social care, Torbay and South Devon Foundation Trust, and Devon Partnership Trust, where the commissioning responsibility is shared to deliver the Community Mental Health Framework (CMHF) in Torbay.</p> <p>The Dementia Strategy 2025 across Devon will be published in 2025 in collaboration with all key stakeholders and the ICS. Providers, statutory and independent organisations, have been in partnership and have developed a Devon-wide pathway/strategy.</p>	<p>Community</p> <p>Deliver the improvement plan and input to mental health service redesign with Devon Partnership Trust, Devon County Council, and the ICB.</p> <p>Commission services based on adequate population data and needs assessment, including peer support.</p> <p>The Torbay Dementia Path will be co-produced. During Q4 2024 - 2025</p>	<p>Accommodation with care and support Torbay's commissioning approach seeks to:</p> <ul style="list-style-type: none"> • Reduce the number of working-age adults with mental health issues in residential settings • Ensure there is greater housing with support choice, particularly self-contained supported living, sheltered housing, extra care, and improved access to general needs housing • Ensure some more skilled providers can offer enabling support to people with complex mental health issues and behaviour that challenges • Commission Crisis Planning training to support the skills development of the workforce
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<p>Implement Public Health Strategies</p>	<p>Integrating Torbay Public Health initiatives into Adult Social Care (ASC) commissioning priorities is a strategic effort to enhance the overall health and well-being of the community. Torbay Council's Public Health department focuses on preventive measures, health promotion, and addressing social determinants of health.</p>
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	<p>By embedding these public health principles into ASC commissioning, the council aims to create a more holistic and proactive approach to care. This integration ensures that services are not only reactive to immediate care needs but also work towards preventing health issues before they arise, thereby improving long-term outcomes for residents.</p> <p>Torbay Integrated Commissioning is crucial in this integration by fostering collaboration between various health and social care providers. This partnership model promotes coordinated care, where different services work together seamlessly to address the diverse needs of individuals. The ASC commissioning priorities, which include helping people live independently and safely, are aligned with the goals of public health to create a supportive environment for all residents</p> <p>This collaborative approach is designed to enhance the quality of care, reduce health inequalities, and ensure that resources are used efficiently to benefit the community as a whole.</p> <p>Public health - Torbay Council https://www.torbay.gov.uk/public-health</p> <p>Torbay Public Health - Torbay Health Partnerships https://torbayhealthpartnerships.co.uk/</p>
	<p>Links to NHS Commissioning Intentions</p> <p>Work very closely with NHS colleagues to deliver an integrated service. This includes end of life services, hospital discharge placements for people and community services that are NHS-led, such as integrated care. For End of Life commissioning information, please see Palliative and end of life care</p>

Support for Providers and Market Engagement

We aim to co-design services with providers as well as people using services and carers. To become involved, keep in touch with us by:

- Keeping an eye on our [Adult social care commissioning - Torbay Council](#) website area where we advertise our consultations aimed at providers and keep our market position statement information and strategies updated. Also, see our monthly ASC Newsletters.
- Using the local, regional, and national support available for care businesses and social enterprise such as Torbay Communities www.torbaycommunities.com , Devon Alliance for International Recruitment <https://devon-alliance.com/> , [Health Innovation Southwest](#) , Torbay Council <https://www.torbay.gov.uk/business/business-support/> , and the Social Care Institute for Excellence (SCIE) www.scie.org.uk
- Using the needs assessment information that is available, such as the Joint Strategic Needs Assessment on the South Devon and Torbay Knowledge and Intelligence site [Sharing knowledge and intelligence to understand the needs of the community - South Devon and Torbay Knowledge and Intelligence](#)
- Getting involved in our care provider forums where we can discuss what works well and what we need to jointly improve
- To get in touch please contact Torbay Council ASC Commissioning Team Email: commissioning@torbay.gov.uk

For our future procurement plans, please contact either commercial.services@torbay.gov.uk. Or, for Adult Social Care service procurements run by the NHS specifically, please contact procurement.tct@nhs.net in the Torbay and South Devon NHS Trust.

We can also offer information to new providers wanting to come into the Bay area offering services we have flagged as needed, so please get in touch at commissioning@torbay.gov.uk. For help with planning consent, see [Planning and building - Torbay Council](#)

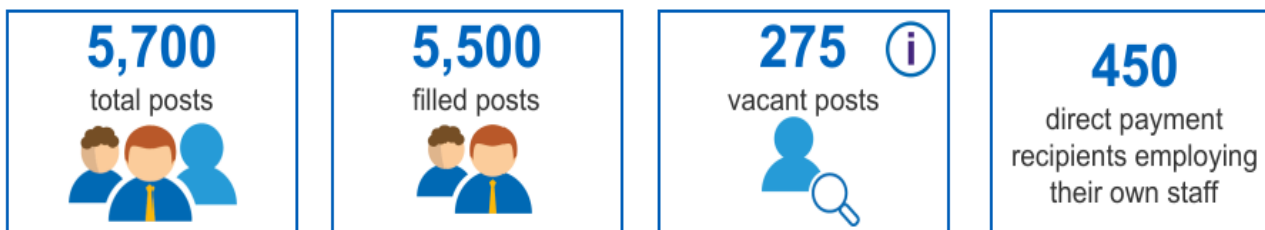
Torbay's Social Care Provider workforce

In Torbay there were an estimated 5,500 filled jobs in Adult Social Care, split between local authorities (1%), NHS (7%), independent sector providers (84%) and jobs working for direct payment recipients (8%). As of November 2024, Torbay contained 107 CQC regulated services; 75 were residential and 32 were non-residential services.

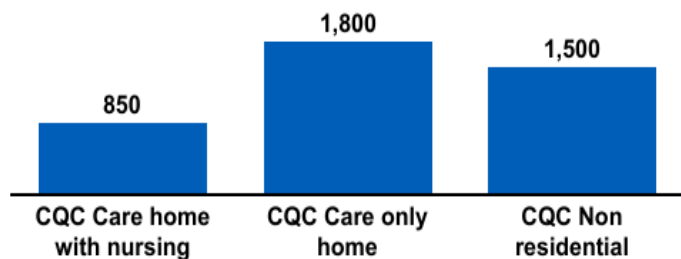
Whilst Adult Social Care is a growth sector, in the Southwest region it has grown by 4.7% since 2022/3, compared to 4.2% across England. If the workforce grew proportionally to the projected number of people over 65, then the number of Adult Social Care jobs in the Southwest region would need to increase by 35% (from 193,000 to 260,000 jobs) between 2025 and 2040.

Torbay reports can be downloaded by anyone at any time here: [My Local Area](#). 2023/24 highlights of the workforce are below and the key points are:

- Torbay has an ASC staff turnover rate of nearly 30%, at 27.2%, higher than the Southwest (26.1%) and England (24.2%). In Torbay nursing homes the turnover rate is 41.2%
- Turnover rate for care workers is 34.7% in Torbay and 29.9% in England
- The vacancy rate for direct care staff is 4.7% in Torbay and 8.7% in the Southwest. For care workers it is 5.8% in Torbay and 9.9% in England
- In Torbay and the Southwest 45% of the workforce hold a relevant social care qualification, and England 46%.



Filled posts by selected services

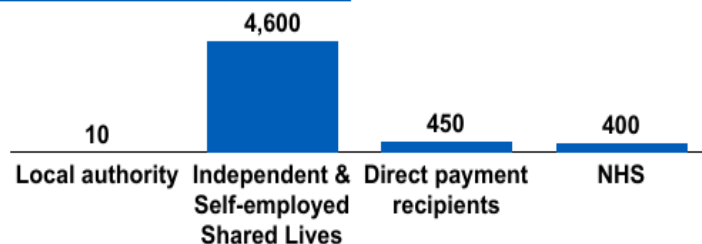


CQC-regulated establishments

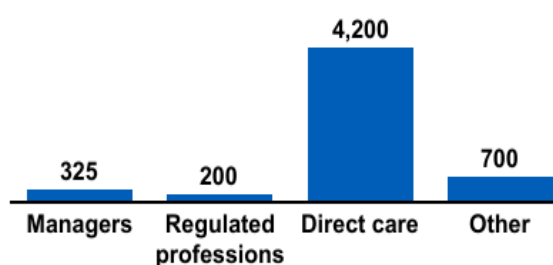


107
CQC-regulated establishments

Filled posts by sector



Filled posts by job group



Workforce demographics

The majority of the workforce in Torbay (75%) were female and the average age is 41 years old. Those aged 25 represented 12% of the workforce and those aged over 55 represented 25%, therefore approximately 1,300 people may retire in the next 10 years.

Around 77% of the workforce in Torbay were British, 5% were from within the European Union (EU) and 18% from outside the EU. Nationality varied by region. In England 75% of the workforce were British, in the Southwest this was 77%.

Around 83% of the workforce in Torbay were of white ethnicity and 16% were from Black, Asian and minority ethnic (BAME) groups. In the Southwest, 80% were of white ethnicity and 19% were of BAME groups and in England 68% were of white ethnicity and 31% were of BAME groups.

Our comparator group of Local Authorities

CIPFA comparators for Torbay

Source: CIPFA, IMD 2019, 2022 ONS mid-year population estimates

Throughout this document, Torbay is compared to a 'comparator group' of local authorities (LAs). This group has been put together by the Chartered Institute of Public Finance and Accountancy (CIPFA), which has developed an approach to aid benchmarking and comparing similar LAs, known as 'nearest neighbours.'

CIPFA comparators for Torbay
Source: CIPFA, IMD 2019, 2022 ONS mid-year population estimates

Bournemouth, Christchurch and Poole	Northumberland	St. Helens
Darlington	Plymouth	Sunderland
Hartlepool	Redcar and Cleveland	Torbay
Isle of Wight	Sefton	Wirral
North East Lincolnshire	Shropshire	
North Tyneside	Southend-on-Sea	

Current and predicted need, demand and supply

The purpose of the Joint Strategic Needs Assessment (JSNA) is to provide an objective view across the life course from cradle to grave, of the health and wellbeing needs and inequalities of a local population. Therefore, a local JSNA can illustrate the challenges affecting different populations at different stages of their lives and provide an evidence base for the services commissioners need to commission to meet the needs of the population.

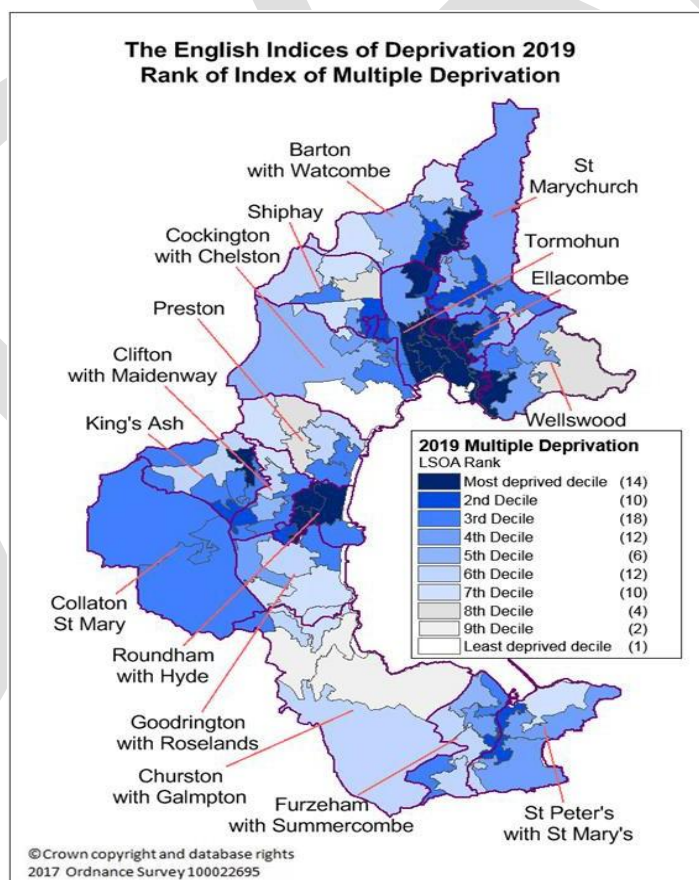
The current South Devon and Torbay Joint Strategic Needs Assessment can be found at: <https://www.torbay.gov.uk/DemocraticServices>
Devon County Council's JSNA can be found at: <http://www.devonhealthandwellbeing.org.uk/jsna/>

Key points from the current (2024/25) JSNA are:

- The recovery from COVID-19 and the cost-of-living crisis - The social and economic effects of the pandemic and the inflationary leaps in the cost of living, particularly around gas, electricity and food prices, have disproportionately affected those who live in the most deprived areas of our communities. Costs around fuel are exacerbated by old housing stock which is often energy inefficient.
- 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. There are also significant gaps in healthy life expectancy between the most affluent and deprived areas.
- Inequalities have been widening as relative deprivation worsens; Torbay is ranked as the most deprived local authority in the Southwest.
- Torbay's economy is ranked among the weakest in England. Average wages continue to be significantly below the regional and national average with less of the population in full-time employment than in England.
- The number of cared for children within the local authority remains among the highest in England. The rate of referrals to children's social care are consistently much higher than England.
- Torbay schools have a significantly higher proportion of their pupils requiring special education needs support through an Education, Health and Care Plan when compared to England.
- Persistent absenteeism from school doubled in 2021/22. This is reflected across England.
- Torbay has far higher levels of need when compared to England that requires support from Adult Social Care in the 18 to 64 population. Rates of requests from new people are much higher than England in the 18 to 64 and 65+ population.
- The 2021 Census showed that there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care. These unpaid carers require support to help deliver this care and to look after their own health and wellbeing. This care is disproportionately provided by women.

- We have an ageing population with 1 in 3 Torbay residents expected to be 65 and over by the middle of the next decade. The number of those who are of working age is projected to fall over the next 20 years to approximately 50% of the population from its current rate of 55%.
- Consistently high rates of dental extractions among children performed at a hospital due to dental decay; this is particularly concentrated among Torbay's more deprived communities.
- There are many opportunities for the people of Torbay to be supported to improve their lifestyles. At present:
 - Over 6 out of 10 adults in Torbay are overweight or obese. Close to 1 in 4 reception and over 1 in 3 Year 6 children are overweight or obese.
 - Around 1 in 6 adults in Torbay smoke
 - There are high levels of admissions to hospital related to alcohol
 - There are high levels of suicide and self-harm in the population
 - There are high levels of vulnerability in the population, including groups with specialist needs and high levels of mental ill health

Figure 1: Index of Multiple Deprivation, Torbay
Source: Ministry of Housing, Communities and Local Government, www.gov.uk



Population overview

People in more deprived communities generally tend to experience multiple long-term conditions, have poorer health outcomes, and a shorter life expectancy. Disability free life expectancy measures the average number of years a person would expect to live without a long lasting physical or mental health condition or disability that would limit their daily activities, and in Torbay, healthy life expectancy for females has been significantly lower than England. For 2018–2020, this implies that females in Torbay could expect to live for 20 years whilst not being in good health and for males, it would be approximately 14 years. Healthy life expectancy is based on self-reported good or very good health from the Annual Population Survey and registered deaths.

Long-term conditions are those that cannot be cured but can be managed through treatment and behaviour. The Torbay GP registers show higher percentages of people than in England as a whole, who have long-term conditions such as depression, diabetes, coronary heart disease, hypertension, asthma, chronic obstructive pulmonary disease (COPD), epilepsy and rheumatoid arthritis.

There are 139,479 people in Torbay (ONS Mid-Year Estimate 2022), and 1 in 4 are aged 65 or over (36,612 people, or 27%) which is higher compared to across England (where the 65s and over make up 18%). The population structure for Torbay is shown in Figure 2, and it clearly shows Torbay has higher proportions (blue bars) than the England average (black line) of residents in all age groups above the age of 50 and lower proportions for the younger age groups.

Figure 2: Population pyramid, Torbay (2022) Office of National Statistics (ONS) Mid-year estimate 2022

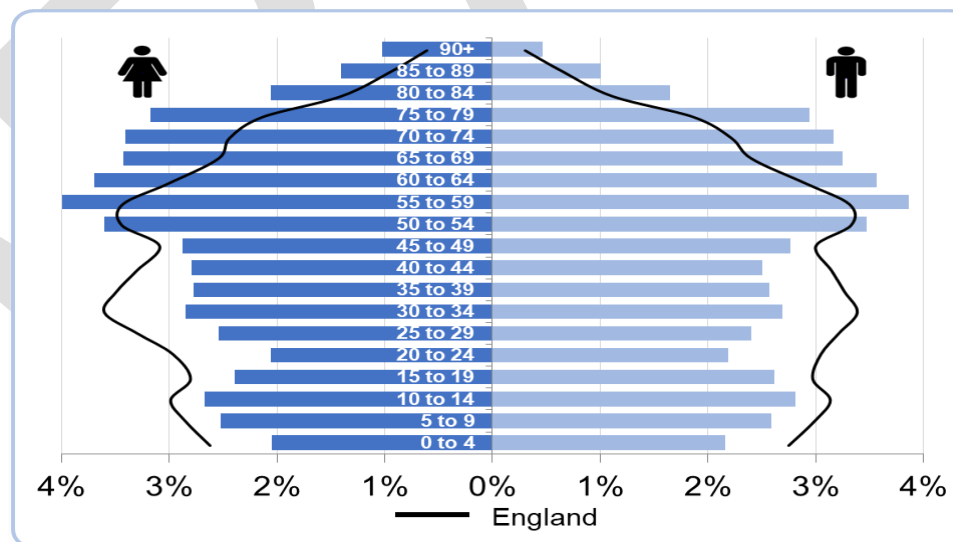
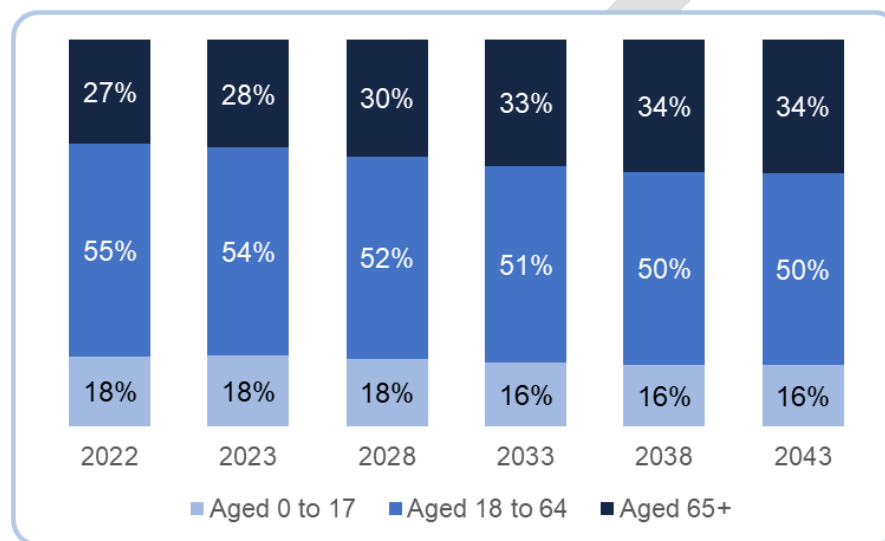


Figure 3: Projected future population 2022-2043, Torbay
Source: NOMIS



By 2043, it is estimated that over one in three (34%) of Torbay's population will be aged 65 years and over (52,033), compared to 24% across England. Population projections, by age group, are shown in Figure 3.

Two-thirds of adults aged over 65 are expected to be living with multiple health conditions (multi-morbidity) by 2035. Seventeen percent would be living with four or more diseases, double the number in 2015. One-third of these people would have a mental illness such as dementia or depression. Multiple long-term conditions involve more healthcare professionals and transitions across specialties and healthcare boundaries, and there is correspondence with higher healthcare costs, unplanned or unnecessary hospital admissions, increased use of ambulatory care, delayed transfers of care and long-term institutionalisation. It is likely, with Torbay's ageing population and higher rates of long-term health conditions, that numbers with multiple long-term conditions are increasing in the Bay.

Also, as our population ages, we expect the number of frail people, people with physical mobility, weakness, weight loss, slowness and or low physical activity to increase, specifically in our older age groups. The number of people with dementia is also expected to increase over the coming years. Estimates for the numbers of frail people and those with dementia are presented in Figures 4 and 5.

Figure 4: Torbay Frailty estimates -Collard et al(2012),ONS 2018 based population projections

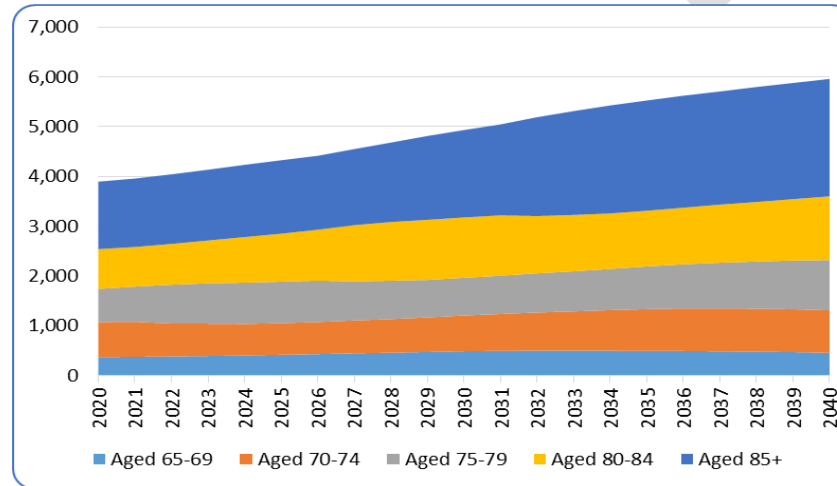
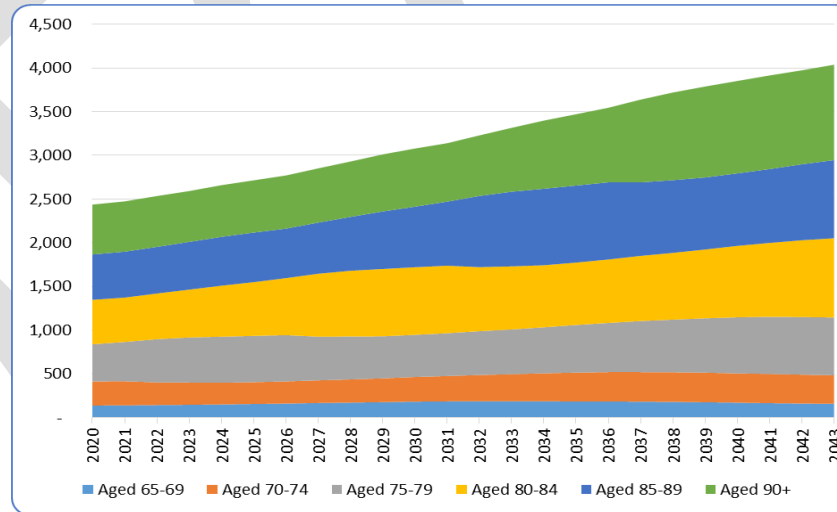


Figure 5: Torbay Dementia estimates - Cognitive Function and Ageing Study (2013), ONS 2018 based population projections



Mental health includes our emotional, psychological, and social well-being. It affects how we think, feel, and act, and determines how we handle stress, relate to others, and make choices. One-in-four adults and one-in-ten children will experience mental illness during their lifetime. In Torbay, the prevalence of depression in primary care, the number of emergency hospital admissions for self-harm and recorded suicides, suggest levels of mental health needs are higher in comparison to the wider England average. Additionally, people with mental health problems are more likely to experience poor physical health, and conversely people with poor physical health are at higher risk of experiencing common mental health problems.

Other issues affecting levels of need are prevalence of learning disability. A learning disability affects the way a person understands information and how they communicate. A learning disability can be mild, moderate or severe. Some people with a mild learning disability can talk easily and look after themselves but take a bit longer than usual to learn new skills. Others may not be able to communicate at all and have more than one disability. The percentage of people known to have a learning disability is higher across Torbay compared to England. This could suggest higher levels of recognition within primary care. However, there are still estimated to be a noticeable number of people with a learning disability not known to primary care.

Increasing demand

We know from the predicted changes in demography that the demand for health and social care services will also increase. However, we also know that local factors can influence (increase or decrease) the demand for Adult Social Care (Professor John Bolton 'Predicting and managing demand in social care, discussion paper' April 2016, IPC - Institute for Public Care). The local factors are:

- The relative wealth or areas of high deprivation in the population
- Behaviours of key players in the NHS, i.e. intermediate care and the availability of sufficient therapists and nurses in the community
- How effective the Council's 'front door' is at finding solutions for people and their problems
- The degree to which the assets of the person, their family and their local community are recognised and utilised in a person's solutions
- The effectiveness of short-term support and a preventive help approach, including the use of assistive technology and aids
- The practice and supervision of assessment and care management staff
- The degree to which people with long-term conditions are supported to maintain their independence and self-manage their conditions, including dementia care
- The availability and vibrancy of the voluntary sector
- The availability, capacity and nature of supported housing services, including extra-care housing
- The partnership with carers and carer organisations
- Performance measures to assess how providers deliver outcomes for and positively impact the care system

In addition to demographic pressures, changes in other service areas within the health and social care system impact demand for Adult Social Care services.

With the needs and demand for services rising, Torbay Council is working together closely with NHS partners to develop the health and well-being system, investing in intermediate care, specialist domiciliary care and alternative housing options with care. The hospital discharge programme remains an important and central part of Better Care Fund plans in Torbay. This should reduce stays and unnecessary placements of people in expensive forms of care and help them to recover and return home sooner.

The current data shows that the number of people receiving social care in residential and nursing care has risen over several years from approximately 680 to 780 and is currently remaining constant at about this level, allowing for the seasonal peaks over the Christmas period.

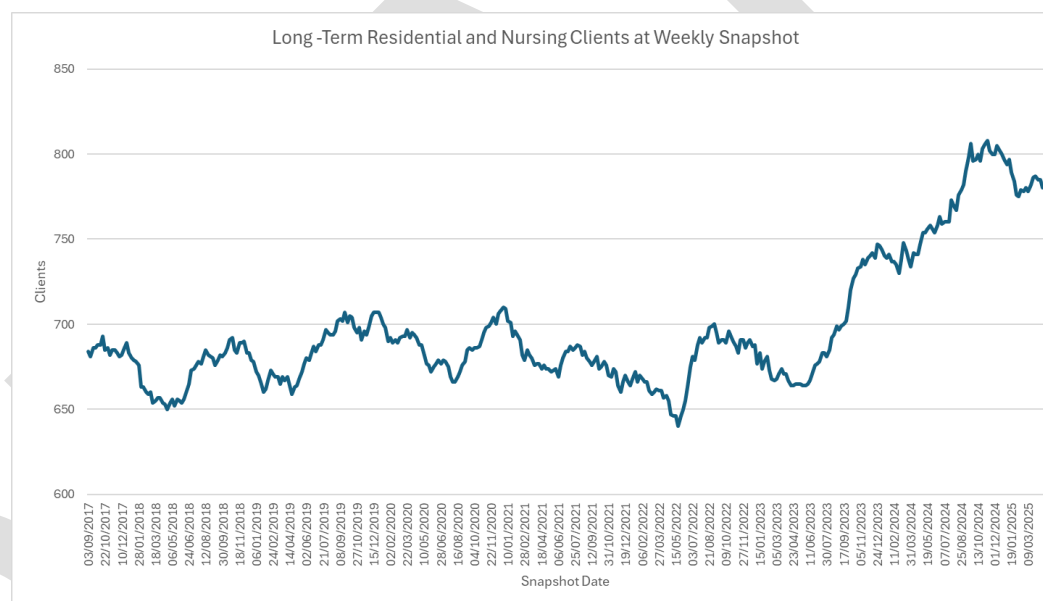


Figure 6: Long-term Residential & Nursing placements cost – TSDFT April 2025

In April 2025, Torbay had about 780 people (placed by TSDFT) in bed-based care against a registered capacity of 2,027 beds (noting that not all these beds are usable), which suggests a significant proportion of beds are used by either self-funders and/or are commissioned by other local authorities (predominately purchased by Devon County Council as part of the Devon Wide System).

It is expected that our transformation and work to be completed in line with our commissioning plan, we will see a downwards shift in demand for residential care to support low-level care needs and that the surplus of residential beds in the Bay will grow (unless some of these are re-purposed to support people with more complex needs e.g. dementia). However, Torbay still has significantly more under 65s accessing residential care (Figure 7 and Fig. 8.).

Also, whilst there are fewer under 65s accessing nursing care than other local authority areas (Figure 7), given increased dependency levels of individuals and a shift from acute hospital beds to other community bed-based or community care and support options, this demand is predicted to rise unless we make a significant change to our offer.

Figure 7: Adult 65+, NHS Digital, Adult Social care, Short and Long Term Support data



so Torbay Council, working with NHS and providers, will be able to deliver care for people with complex care needs by 2035. This means that the care currently provided within our residential care homes can be replaced by purpose-built new nursing homes/beds. This does not mean the likely reduced number of residential care beds.

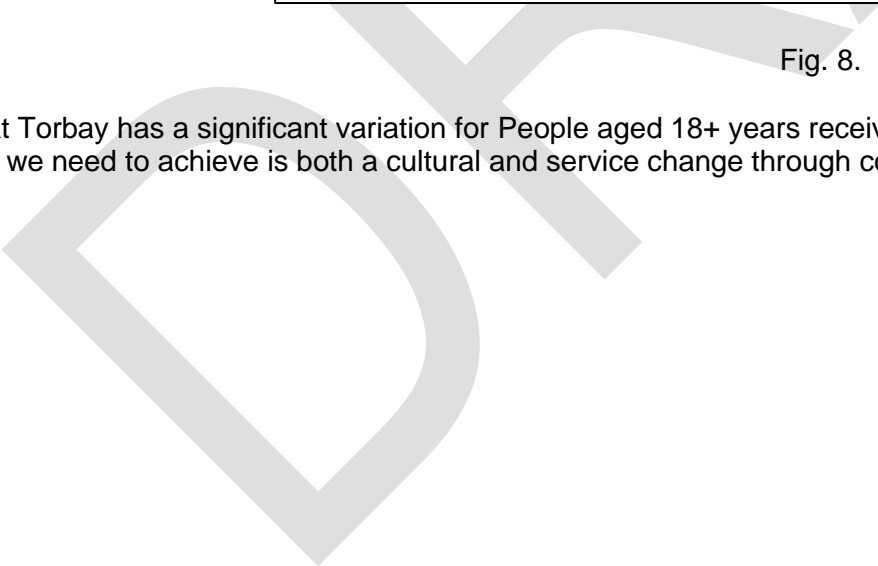


Fig. 8.

Figure 8 shows that Torbay has a significant variation for People aged 18+ years receiving long term support in the Torbay system. One of the key transformational pieces of work that we need to achieve is both a cultural and service change through commissioning to support more strength-based outcomes and practice.

% of the population supported over time in Torbay with comparisons



Fig. 9.

The above (Figure 9) is taken from the ADASS work completed by John Jackson (2025) and shows that this pattern of high use of longer-term care packages is reflected in the wider system of Adult Social Care in Torbay and as for working age adults, Torbay has significantly fewer people accessing Council personal budgets and direct payments than other Southwest local authorities.

Figure 8: Adults 18-64 Adult Social Care Short and Long Term Support

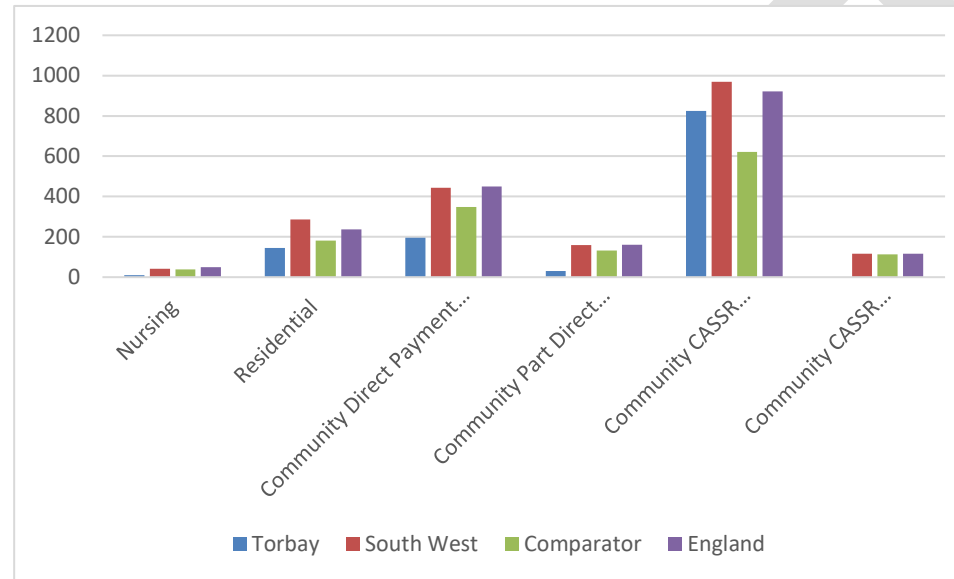


Figure 9: Rate of requests for support received from people aged 18-64, per 100,000

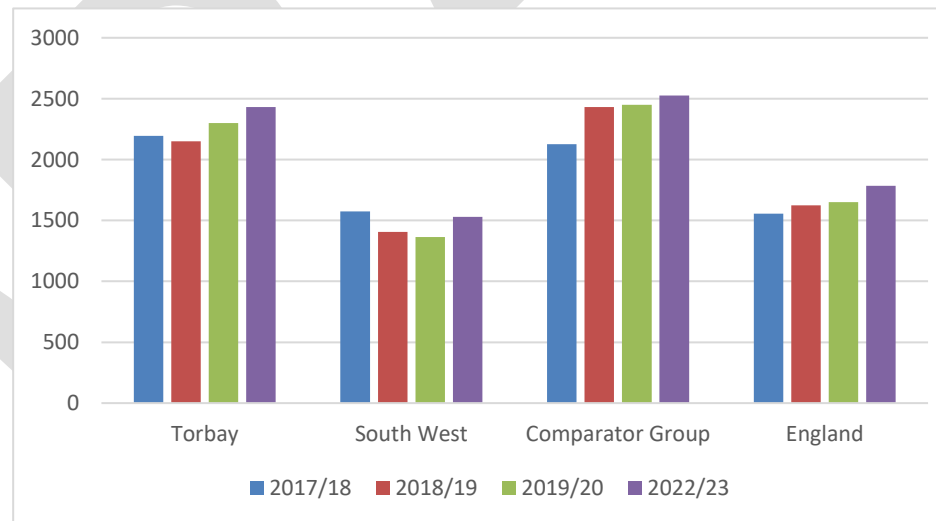


Figure 9: Rate of requests for support received from people aged 18-64, per 100,000
Source: NHS Digital, Adult Social Care Short and Long Term Support data, ONS midyear population estimates

Figure 9: Rate of requests for support received from people aged 18-64, per 100,000

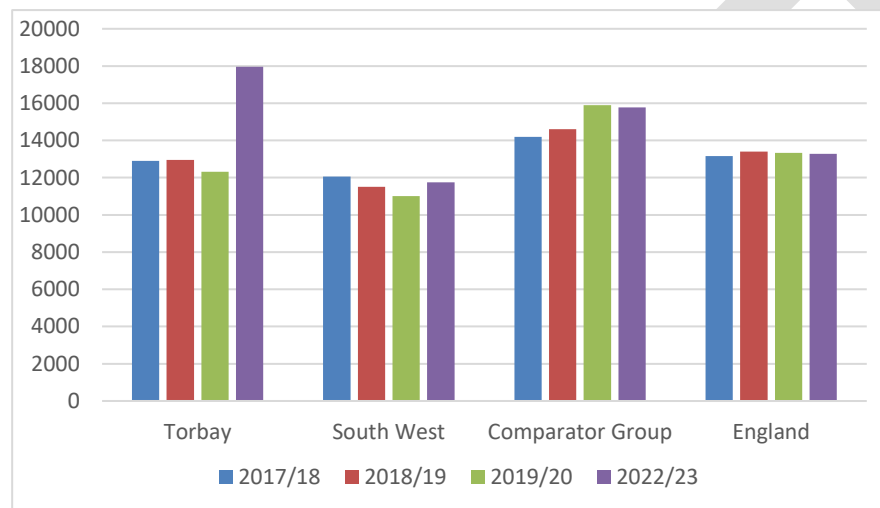


Figure 10: Rate of requests for support received from people aged 65+, per 100,000
Source: NHS Digital, Adult Social Care Short and Long Term Support data, ONS midyear population estimates

For people aged 18 to 64 years who requested support in 2022-23, Torbay had:

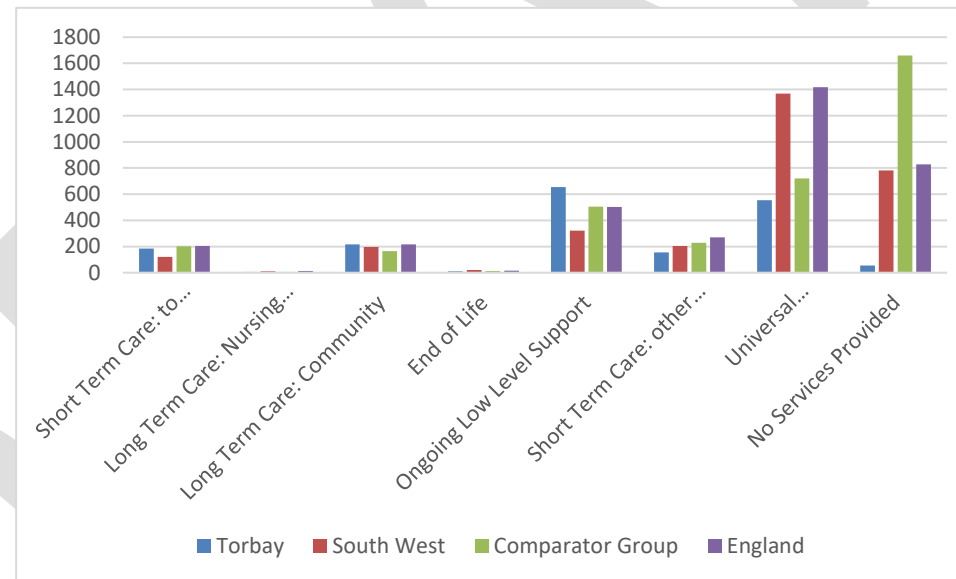
- A higher rate accessing long-term care in the community than its comparator group, the Southwest LAs but marginally lower than the England average
- A significantly lower rate of people went on to receive 'no services', compared to elsewhere
- An equal rate of people entering residential care to its comparator group, and a lower rate compared to other Southwest LAs and the England average
- Provided less end-of-life care than other areas but still similar numbers
- Significantly higher rates of low-level support.

The increase in working age adults entering residential care is better illustrated in Figure 12 and the table below shows more than a five-fold increase in the last nine years.

Year	Aged 18-64
2014/15	6
2015/16	16
2016/17	20

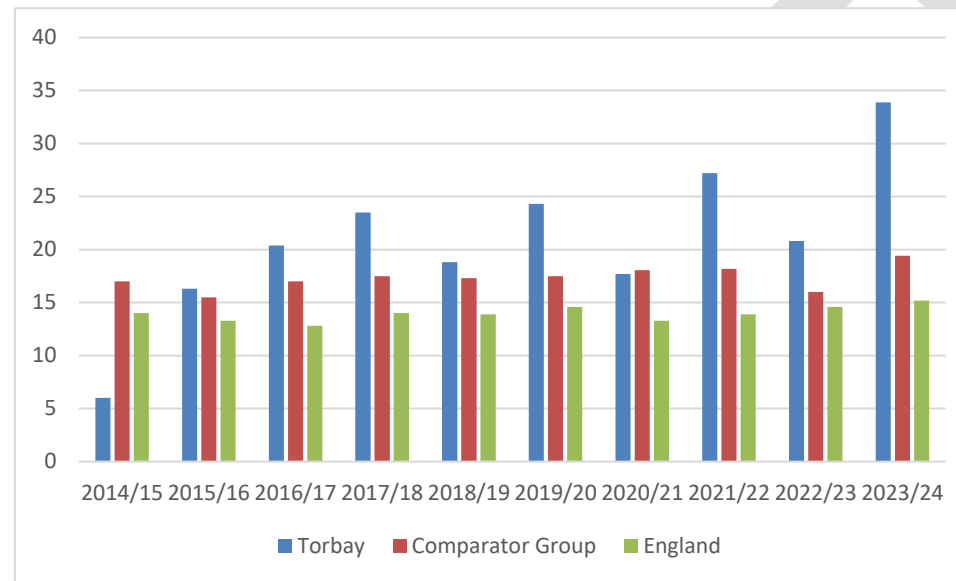
2017/18	22
2018/19	18
2019/20	24
2020/21	17
2021/22	27
2022/23	20
2023/24	33

Figure 11: Support request rate for people 18-64yrs, by what support type received, 2022/23



Source: Table NHS Digital, Adult Social Care Short and Long Term Support data, ONS midyear population estimates

Figure 12: Number/rate of 18-64 adults moving into long-term residential care from other settings



Source: NHS Digital, Adult Social Care Outcomes Framework

For adults 65 and over who requested support in 2023/24, Torbay had:

- A significantly higher number accessing short-term care than in other councils in the Southwest, as well as England and the comparator group.
- A much lower number accessing nursing care than the Southwest average, slightly lower than the England average, but marginally higher than the comparator group.
- Less people access Residential care in Torbay than both the Southwest and England averages, though it is slightly higher than the comparator group.
- The numbers accessing long term care in the community are about on par with the comparator group and England, as well as being much lower than the Southwest average.
- Significantly fewer people receiving 'no services' than other Southwest local authorities, the England average, or its comparator group.

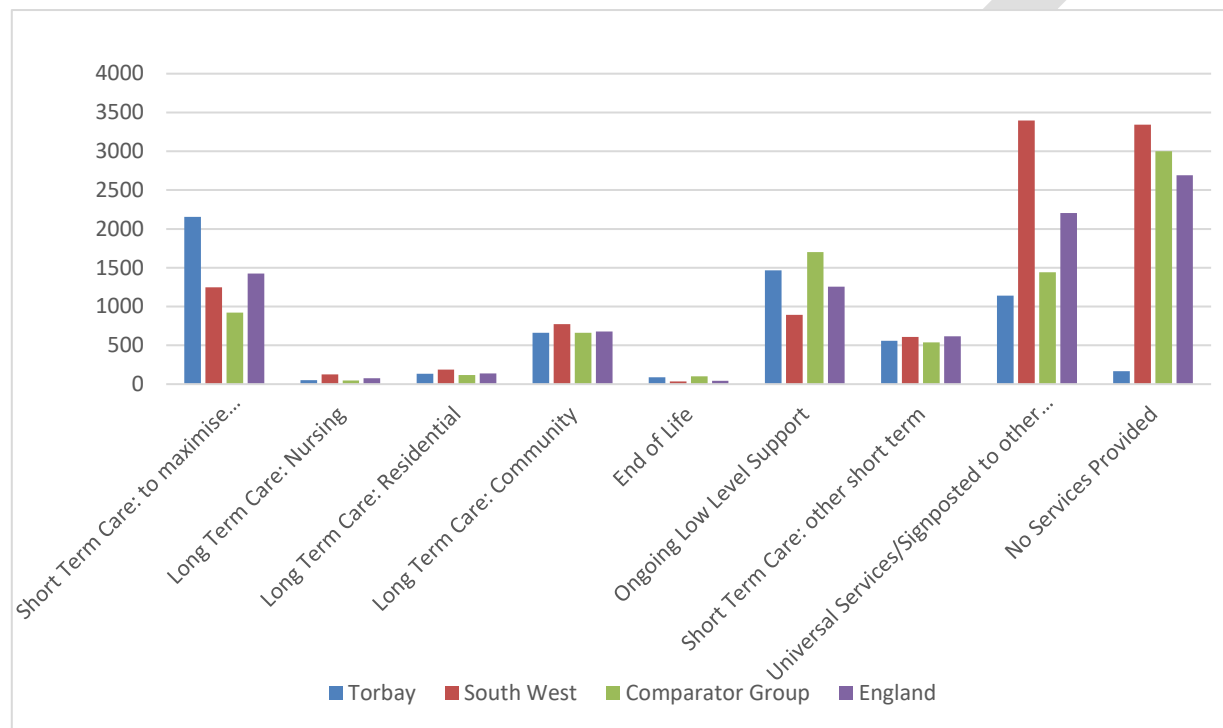


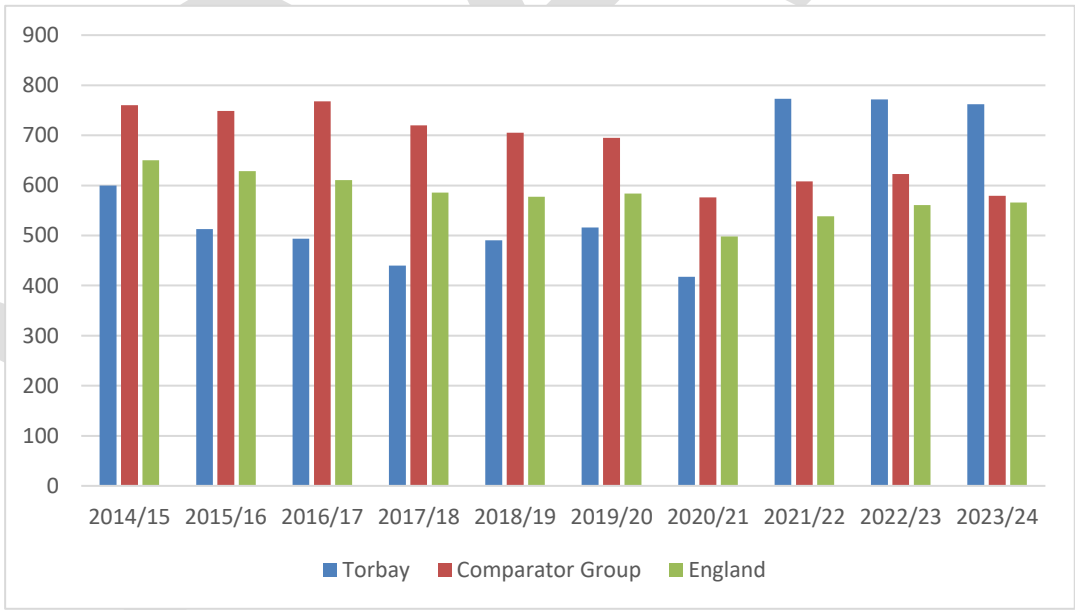
Figure 13: Support request rate for people 65+ yrs, by what support type received, 2019/20.
Source: NHS Digital, Adult Social Care Short and Long Term Support data, ONS midyear population estimate

For people 65 and over, although the number entering residential care was decreasing, it sharply increased after 2020.

Torbay had significantly lower rates of admission than its comparator group as well as the England average until 2021/22, see Figure 14.

Year	Aged 65 and over
2014/15	205
2015/16	176
2016/17	172
2017/18	158
2018/19	176
2019/20	189
2020/21	155
2021/22	287
2022/23	288
2023/24	289

Figure 14: Number/rate of 65+ Adults moving into long-term residential care from other settings
Source: NHS Digital, Adult Social Care Outcomes Framework 2A (2)



Trends in key alternatives to bed-based care

Domiciliary Care

There are 32 providers of domiciliary care in Torbay and they each provide one domiciliary care service, although some may be registered to deliver services elsewhere as well. Currently, we know that:

- 43% of people receiving domiciliary care receive between less than 7 hours a week
- 45% of people receiving domiciliary care receive between 7 and 28 hours a week
- 12% of people receiving domiciliary care receive over 28 hours a week and some of those receive over 56+ hours a week.

Use of domiciliary care has greatly increased over the last 7 years, with a corresponding increase in the monthly cost of packages, from £496k in January 2018 to £815k in December 2020 and more than doubling to £2,019,428 by February 2025.

Demand for services from self-funders

A self-funder is (typically) an individual who uses their own finances to pay for care (in both residential or community settings), as opposed to receiving support from the local authority or another third party.

Currently there is no requirement for local authorities or care providers to collect data on individuals who self-fund the care they receive, and so there is a significant gap in understanding the demand for services from self-funders. However, from the Office for National Statistics Census 2021 data¹, some analysis has been done for England:

- From 1st March 2022 to 28th February 2023, there was a 3.1% increase in the number of care home residents (372,035) across England. Of these 37% (137,480) were self-funders (a 9.2% increase in self-funders from the previous year (125,954)).
- The Southwest region has the second highest proportion of self-funders (41.5%)
- The proportion of self-funders in care homes providing care for younger adults was 2.0%, which was statistically significantly lower than all other care home types. Care homes providing care for older people (aged 65 years and over) had a statistically significantly higher proportion of self-funders (48.9%) compared with the proportion of self-funders in all other care home types.
- Care homes with 1 to 19 beds had the smallest proportion of self-funders.
- In terms of care homes with ratings, care homes rated outstanding had the highest proportion of self-funders (50.9%). Care homes rated inadequate had the lowest proportion of self-funders (24.0%). The proportion of self-funders in the care homes decreased as quality rating decreased.

¹ Source: ONS Census 2021 Data Analysis – Care homes and estimating the self-funding population, England 2022 to 2023.

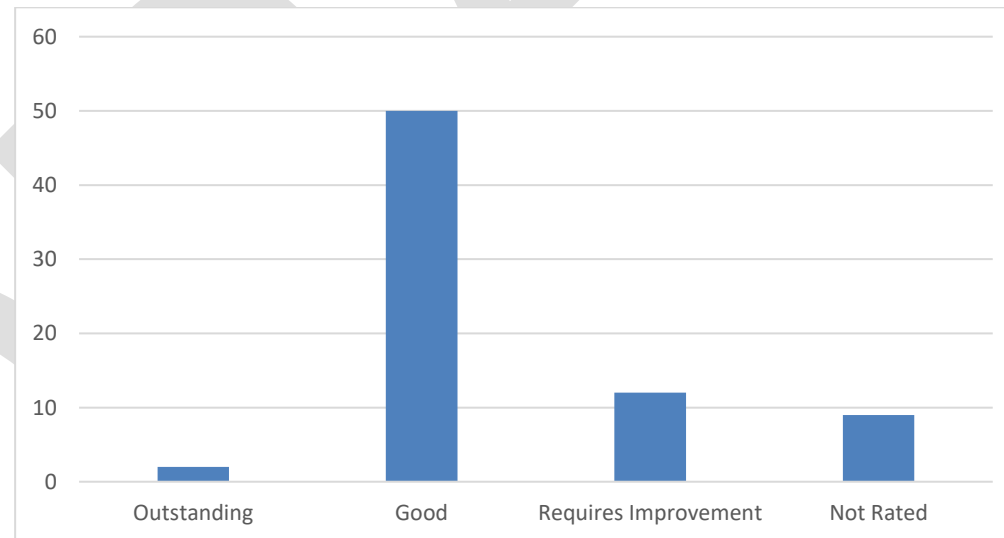
Supply

The Key points are:

- We need more services in the community that people can buy directly with a personal budget or direct payment
- We do not have enough nursing home beds of sufficient quality if we compare ourselves with other authorities
- We have an oversupply of residential care places in Torbay compared to similar local authorities, and the lower rates of placements into residential care suggest that self-funders and placements by other local authorities are significant in Torbay care homes
- We would like more providers to offer short breaks either in the community or in care homes, so that carers can take a break
- We would like more providers offering shorter services that aim to get people back home after a stay in hospital whether, in the community or in accommodation

Care Quality Commission (CQC) registered care providers

Every month CQC publish details of care providers in local authority areas which are a good source of data. Although the majority of Torbay care homes are CQC rated 'good' (57 homes, compared to our CIPFA neighbours we have less rated 'good' on average) the average is 72.6 homes. Torbay does have less homes rated as 'requires improvement', having 13 where the average of our CIPFA neighbours is 15. Torbay does also have marginally less homes rated as 'outstanding' having 2, where the average for our CIPFA neighbours is 4.



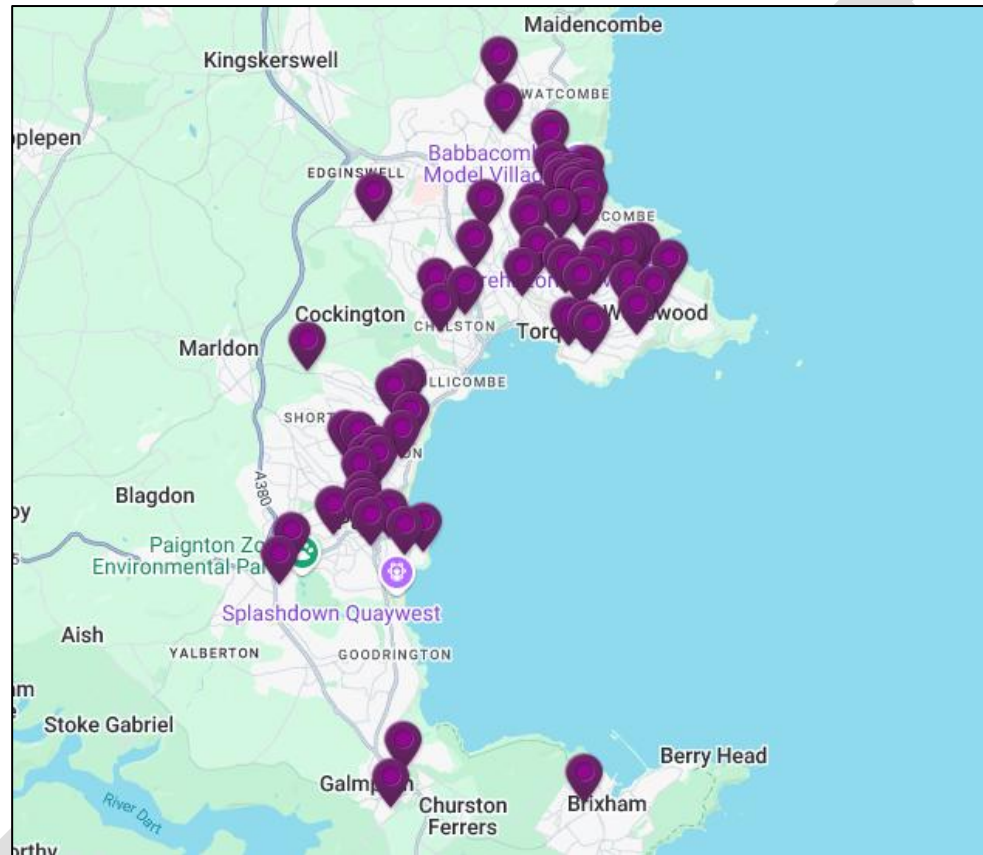


Figure 15: Map of CQC registered care providers
Source: CQC

In Torbay, as of March 2025, there are 64 residential care homes providing mainly care without nursing and approximately 1,350 usable beds within these settings. This is a net loss of six residential care homes since March 2020, with approximately 300 fewer beds. In addition, there were 13 nursing homes with approximately 500 usable beds (these figures have remained broadly static since March 2020).

Care homes without nursing:

The number of care homes and care home beds registered to each specialty type, are shown in Figures 16 and 17. N.B. Homes, providers and beds can be registered to more than one specialty band so there are duplicates in these graphs.

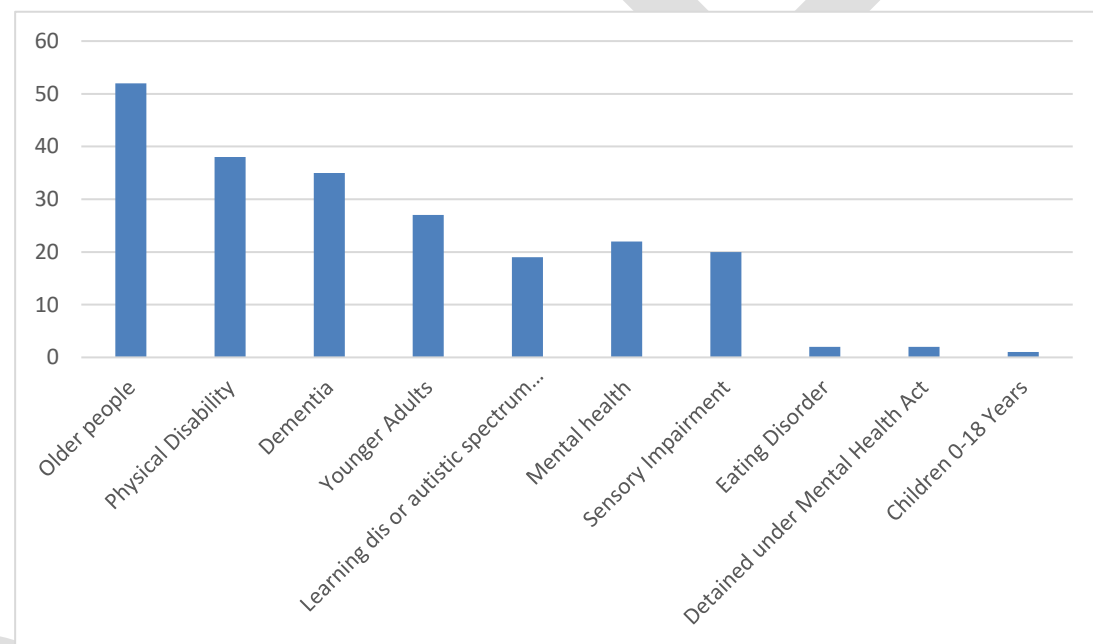


Figure 16: Number of care homes without nursing registered to each service user band, Torbay, March 2025

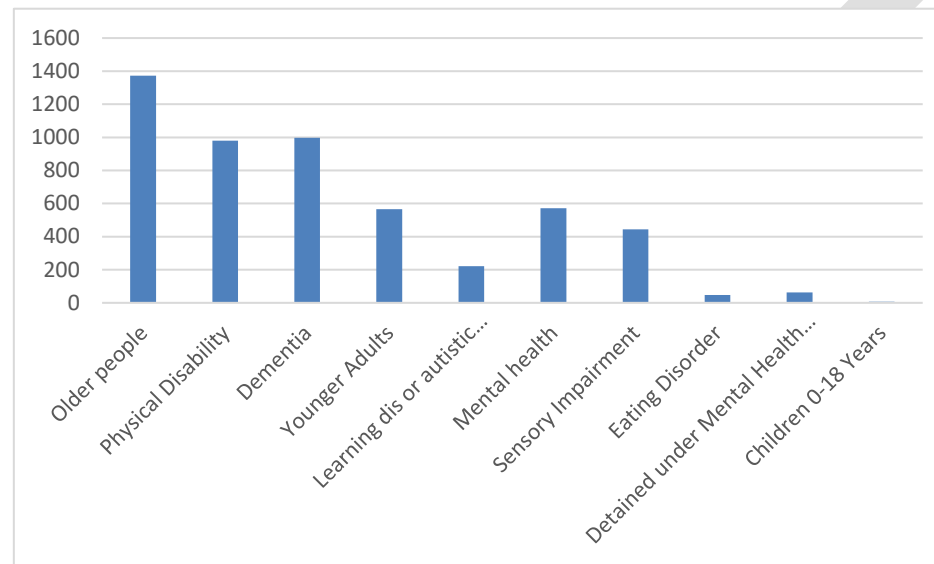


Figure 17: Number of care homes beds without nursing registered to each needs band, Torbay, March 2025
Source: CQC and TSDFT

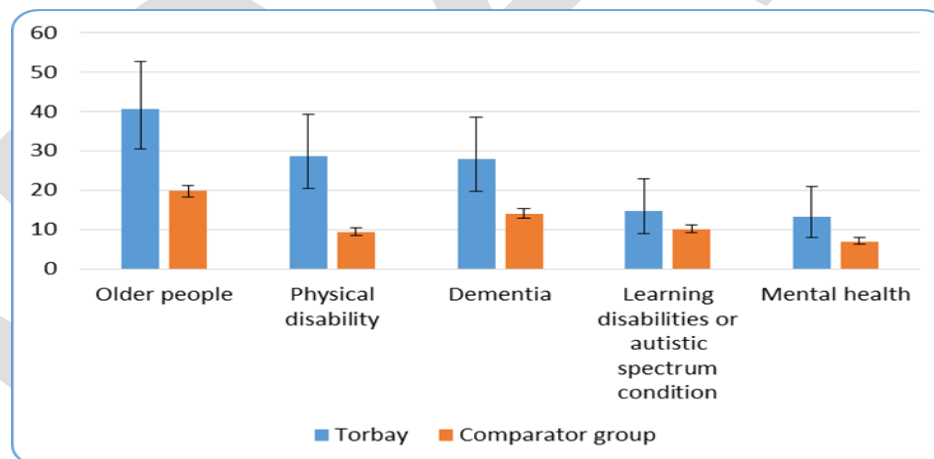


Figure 18: Care homes without nursing registered to needs band per 100,000, March 2020.
Source: CQC, TSDFT, and ONS 2018 Mid-Year Estimates. Analysis: Torbay Council

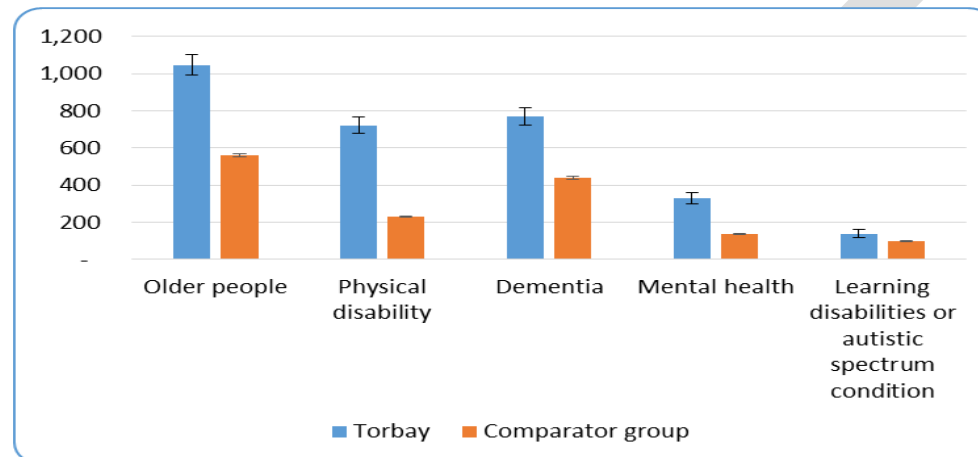


Figure 19: Care homes beds without nursing registered to each needs band per 100,000, March 2020
Source: CQC, TSDFT, and ONS 2018 Mid-Year Estimates. Analysis: Torbay Council

In comparison with our CIPFA neighbours, Torbay has:

- Almost double the number of residential beds for older people
- More than double the number of residential beds for people with mental health issues
- Three times as many beds for physically disabled people; and
- Almost double the amount of residential for people with dementia.

As well as reducing the surplus of residential beds for older people with low-level care needs, commissioners also want to reduce the usage of residential care for working- age adults, and in particular, the number of adults with mental health issues placed in residential care.

Care homes with nursing:

In Torbay there are 13 nursing care homes providing 500 useable nursing beds, and they are registered, by specialty type as shown in Figures 20 and 21. In addition, other residential homes also provide some nursing care beds.

N.B. Homes, Providers and beds can be registered to more than one specialty band so there may be duplicates between columns.

Figure 20: Number of care homes with nursing registered to each needs band, Torbay, March 2020 Source: CQC and TSDFT

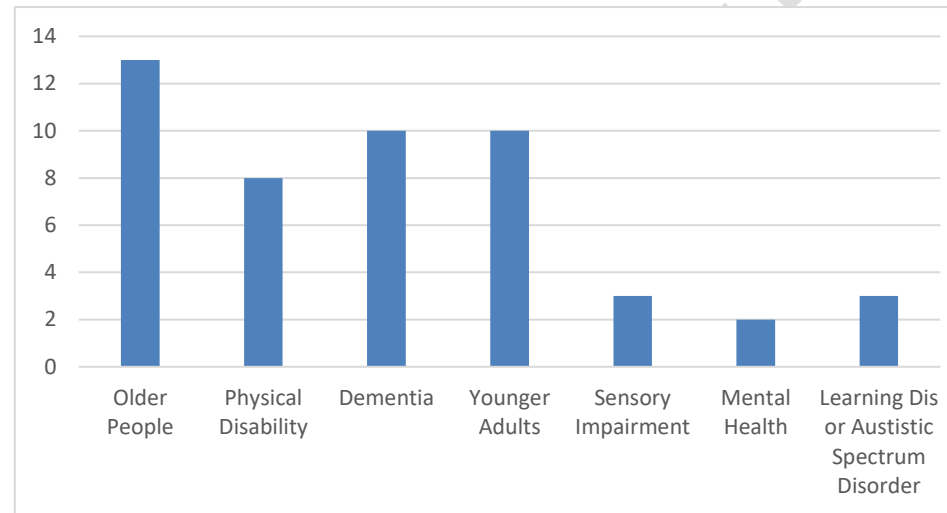
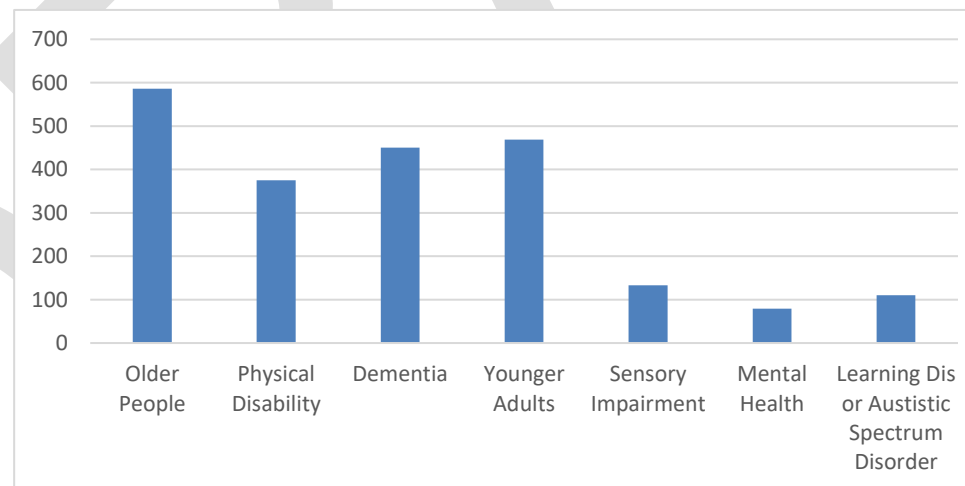


Figure 21: Number of beds of care homes with nursing registered to needs user band, Torbay, March 2020 Source: CQC and TSDFT



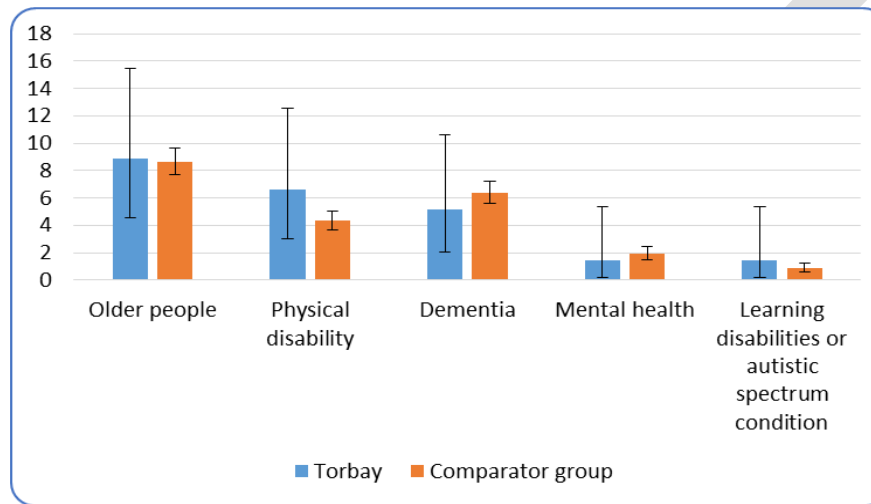


Figure 22: Care homes with nursing registered to each needs band per 100,000, March 2020
Source: CQC, TSDFT and ONS 2018 Mid-Year Estimates. Analysis: Torbay Council

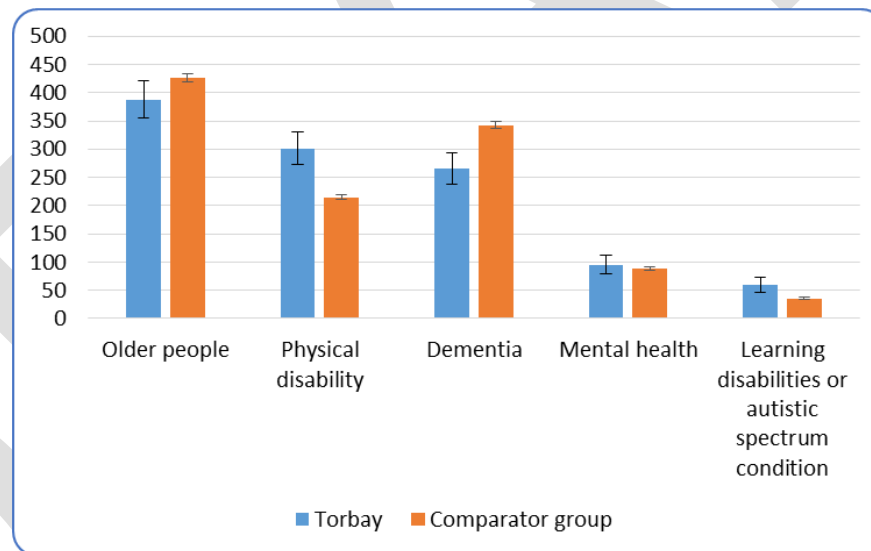


Figure 23: Care homes with nursing registered to each needs band per 100,000, March 2020
Source: CQC, TSDFT and ONS 2018 Mid-Year Estimates. Analysis: Torbay Council

Our data shows that in comparison with our CIPFA neighbours, Torbay has:

- Fewer nursing beds for older people
- About the same amount of nursing beds for people with mental health issues
- Significantly more nursing beds for physically disabled people
- Significantly fewer nursing beds for people with dementia

As mentioned above, commissioners want to increase the number of nursing beds of greater quality by over 200, to meet the growing demand for complex care and nursing needs. Some of these places may be found within our existing wider care home bed capacity (as we look to reduce the number of surplus residential beds in Torbay that provide low-level (rather than complex) care needs), re-purposing supply to support people with dementia, and complex needs.

Services in the community

Domiciliary care services:

Figure 24 shows how many Domiciliary Care providers/services in Torbay are registered to each needs band, and as a provider may be registered to more than one band, there may be duplicates between columns.

Figure 24: Number of domiciliary care providers/services registered to each needs band, Torbay, March 2025.
Source: CQC

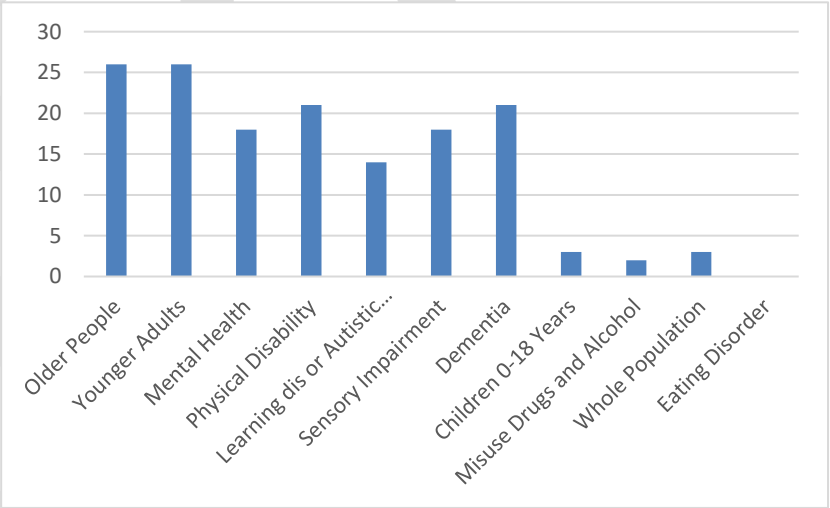
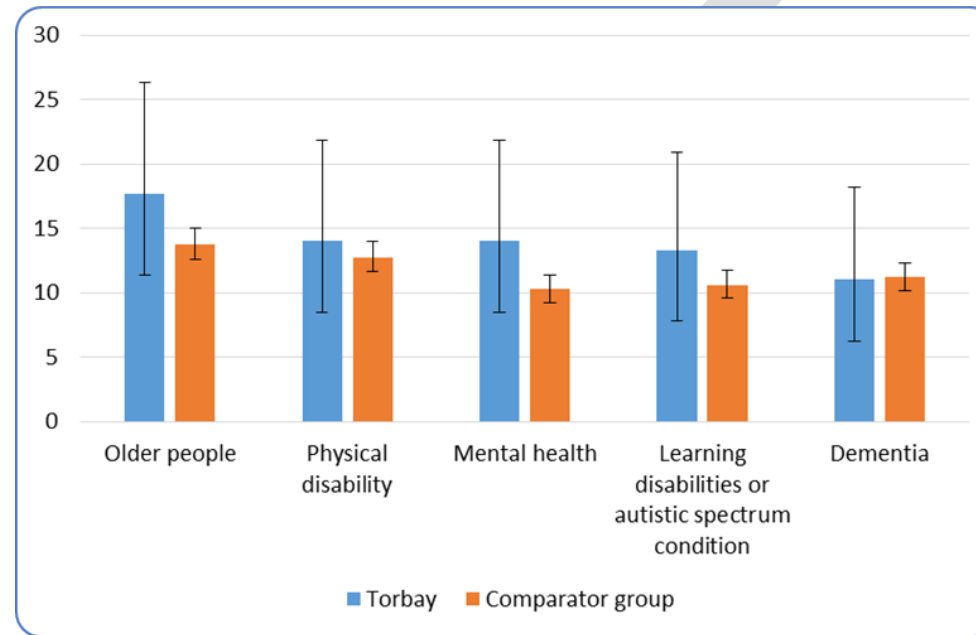


Figure 25: Rate of domiciliary care providers/services registered to each needs band, March 2020
Source: CQC, ONS 2018 Mid-Year Estimates. Analysis: Torbay Council



Commissioners recognise that we can do more to keep people living as independently as possible for as long as possible, to help them ‘age in place’ and remain part of their community and within their natural ‘circles of support.’ To do this, we need more domiciliary and personal assistant services in the community (which also specialise in complex support) that people can buy directly, including with a personal budget or direct payment.

Supported living services:

Supported living is housing that is purpose designed or designated to provide support for a particular group of people. The accommodation is often shared but can be a single household. The one-to-one support is provided under a separate contractual arrangement to the person’s housing arrangement.

There are 27 supported living providers in Torbay, registered as social care organisations and providing accommodation with support to over 250 people. About 70% of supported living tenants are people with a learning disability.

Most providers are on the Torbay Supported Living Framework, which facilitates referrals from practitioners through a vacancy register, and provides a focus on promoting people's independence, quality of life, health and well-being. There remain four providers not on the Framework, but they are working towards the same quality measures.

There are eight CQC registered supported living service providers which also provide personal care to people as part of the support that they need to live in their own homes. The personal care is also provided under separate contractual arrangements to those for the person's housing. Supported living providers that do not provide the regulated activity 'personal care' are not required by law to register with CQC.

We need to significantly increase supported living provision for people with learning disabilities, autism and mental health issues, both to enable people to leave residential care, and to divert people from entering it. During 2021/22 we re-opened the Framework to new providers, and also went out to our current providers, to develop this capacity. We want supported living providers to become more skilled at providing enabling support to people with complex issues and behaviours that challenge, increasing the person's ability to self-regulate and always using the least restrictive practice.

Supported living and extra care increase self-determination, independence and citizenship, and enable people to be part of their community and develop natural circles of support.

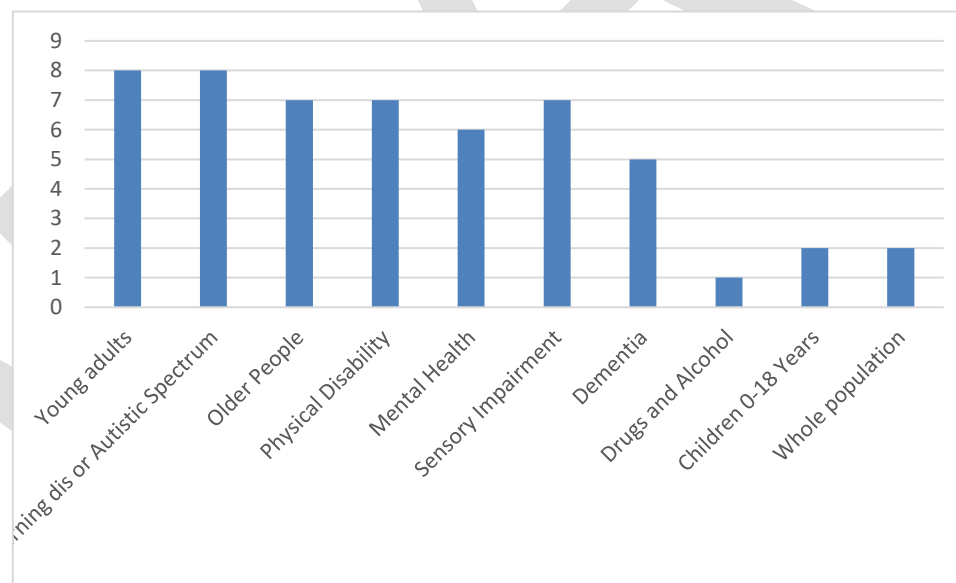


Figure 26: Number of supported living providers/services registered to each service user band, Torbay, March 2025. Source: CQC

Extra care housing services

Extra care housing provides quality, safe and affordable housing with care and support which enables people to enjoy living independently, to build relationships and to live life to the full. People live in their own home, and there is on-site care and support staffing available 24/7, which flexes to individual needs and may be provided on a continuous basis, or only periodically.

In Torbay, extra care housing is not age-restricted and is available to anyone over the age of 18, who might have or develop ongoing care and support requirements and who would otherwise experience difficulties in other forms of accommodation.

There are currently 107 units of Extra Care Housing in Torbay, located across two sites and provided by one service provider who is registered as a social care organisation. The current residents include people with the following long-term conditions:

- Dementia
- Learning disabilities
- Autism
- Mental health issues
- Physical disability
- Sensory impairment

We are currently undertaking a capital project to deliver around 90 extra care homes in Paignton town centre, along with a new day centre. We are working on getting planning permission for this scheme in the first half of 2025.

There are also plans for a potential additional scheme in Torquay, to meet the projected demographic demand by 2030.

Extra care should enable people who need personal care and/or support to live as independently as possible in accommodation that is genuinely 'their own', and this is facilitated by separate legal agreements for the care/support provided and the accommodation.

Alternative care and support options

We want to build the market of alternative, more flexible options for people to buy care themselves with a personal budget or direct payment if they want to. This could be support with accommodation or support they receive in their own home. At the moment, we have a small market of providers of support with accommodation, and providers delivering a variety of outreach and support options; largely providing services for

people with learning disabilities, cognitive difficulties or mental health issues.

We would like to extend these options to more people, and to also develop greater consistency in quality, and a focus on measurable outcomes such as improving independence and wellbeing.

Personal assistants

Torbay also has a significantly lower number accessing direct payments than its comparator group.

There has been a significant piece of work completed to refresh our Direct Payments policy, and a plan put in place to support practitioners in the application of this policy. We need to see a step change towards the correct use of direct payments and personal budgets, to increase confidence and use of them as a way to reduce standard commissioned services and premature admissions into care homes placements.

Support Networks is a non-profit Torbay community project which specialises in matching enthusiastic, motivated personal assistants (PAs), to people needing care in Torbay. The Support Networks Personal Assistant “matching” Service is free to those being funded in Torbay for their care and support and also free to all personal assistants (PAs).

The PAs on the Support Networks register all have the right qualifications, experience, and the following:

- An enhanced DBS check (disclosure and barring system criminal records check)
- A RTW (Right to Work check in the UK)
- Proof of their employment status
- Public Liability Insurance.

However, PAs must also be able to work in a person-centered way, putting people first, listening to their needs, hopes and goals. More details are at [Supportnetworks](#).

A voluntary sector organisation (Disability Focus) helps local people with either employing and managing the payroll for a personal assistant/care worker who provides support to live independently or help with paying of invoices. They were providing this service for 335 Torbay adults in March 2021, which is an increase on previous years.

Torbay adults supported to employ/manage the payroll of a personal assistant/care worker	
Time period	Number of people
January 2016	178

January 2017	194
March 2021	335

Shared Lives services

Shared Lives Southwest supports adults with learning disabilities, autism, mental health issues and dementia by matching them with a Carer. The aim is for the person being supported to live the fullest life they can, be part of the community and maintain and promote new skills and independence. Carers are assessed and trained first and then open their own family home to the person needing support. It is similar to adult fostering and an alternative to supported living and residential care.

In March 2025 it was supporting 26 adults funded through Adult Social Care. The Shared Lives Southwest organisation is rated 'Outstanding' by CQC.

Community Equipment Services

The supply of specialist equipment can also help support people either in their own home or other accommodation.

Complex aids to daily living are provided through a Torbay Council contract. This equipment is provided on loan following an assessment from a Torbay and South Devon NHS Foundation Trust practitioner and provides for people with short and long-term needs as well as end-of-life care.

Number of people served:

Year	Number of people served
2021/22	10,944
2022/23	10,852
2023/24	11,778
2024/25	Tbc (awaiting data)

Source: NRS

We need to give people the advice and information they need, as early as possible, to enable them to live as independently as they can, staying healthy and well for as long as possible.

Activities in the daytime

As of 24/04/2025, there are 215 people that use day services, a 3.37% increase from Spring 2020. The proportion of spend on people with learning disabilities is 75%, 18% on physical support and 7% other.

It is recognised that currently, the quality of services provided and outcomes delivered may vary significantly. From 2025, there will be a refreshment of day opportunities, including the development of a Day Activity/Day Service Framework for providers with clear outcomes, quality measures, cost settings and performance indicators.

Number of people using day activities

	Summer 2016	Spring 2020	Winter 2024	Spring 2025
Number of people using day services and activities	258	208	214	215
% spend on people with LD	72%	74%	79%	75%
% spend on people with physical support needs	15%	18%	13%	18%

What do people using our services think of them?

Measures from the Adult Social Care Outcomes Framework 2023-24, a national survey that compares Adult Social Care individuals' satisfaction, shows that:

- Overall satisfaction of people who use services with their care and support – In Torbay, 67.3% of respondents were satisfied with their care and support, which is above the England Average of 65.4% but slightly below the Southwest average of 67.6%.
- Control over their daily life – In Torbay, 80.6% of respondents felt they had control over their daily life, which is above the statistic for England, which is 77.6% and is equal to the Southwest, which is also at 80.6%.

What do individuals and carers think about the current service delivery?

We work with individuals, carers, and providers to develop our commissioning strategies, which are a vital part of planning for the future. We also require care providers to engage with the people they support and their carers to ensure they meet people's expectations and understand their needs for people in the future.

Over the coming years, the increased use of personal budgets and direct payments will lead to more people making their own arrangements for care and support. Commissioners and service providers must understand what people are looking for and offer choice and new ways of meeting people's needs.

Carers

Effective engagement with individuals needs to take account of the views of carers. A carer is someone who helps another person, usually a relative or friend, in their day-to-day life. This is not the same as someone who provides care professionally or through a voluntary organisation. The 2021 census showed that just over 15,000 unpaid carers in Torbay, 3.9% of carers, provide 50 hours or more of care per week. As of March 2025, 5,764 unpaid carers are identified on the Torbay register.

More than 32,000 people across Torbay and South Devon support a friend or relative. They may help with shopping or meals, attend appointments with them, or just ensure that they are okay. They may be an older couple who do things for each other, a parent carer, or a young carer. They may not see themselves as 'carer' or know about the support available to them.

Commissioners and service providers recognise that carers are essential and that there is value in actively supporting and working in partnership with them to get the best outcomes for them and the person they care for. Further information on support for carers can be found at: www.torbayandsouthdevon.nhs.uk/services/carers-service/

Feedback from carers about moving care closer to home

Carers are understandably anxious about future changes, especially given the limitations of existing support services. Carers have identified several priorities, e.g. contracts for short stays (often known as 'respite care') and enhanced carer support. Some potential solutions they have suggested, such as direct payment promotion or IT solutions, have already been committed to. They also require innovative solutions to the needs of the carer and the person they care for, such as flexible day or night care or 'on demand' contracts.

Individuals and carer engagement groups

We work with a number of groups and partnerships that hold regular meetings involving a range of people, such as individuals, their Carers, commissioners and providers. In many cases, these involve independent 'umbrella groups and voluntary sector organisations, which can offer providers opportunities to engage with people. Some of these groups include:

- Torbay Learning Disability Partnership Board
- Torbay Carers Service
- Carers Aid Torbay
- Torbay Older Citizens Forum
- Community Partnerships
- Community Health and Wellbeing Forums

- Experts by Experience
- Patient Advice and Liaison Service (PALS)

These forums provide opportunities for people using services and carers to share their experiences of using services and to work with commissioners and providers to improve quality or develop new provisions.

It is important that providers treat people using services and Carers as equal partners, who are experts in their own care and needs. Support from independent organisations can be critical, particularly when things are not going well with a provider. An independent voice can help with managing risk and conflict between providers, individuals and carers, helping those involved in raising awareness of issues. They can also assist with improving communications and understanding the 'whole picture' of needs, where the family can be a part of the wider 'Carer team.'

Healthwatch Torbay is an independent consumer champion for health and social care in Torbay. They have statutory powers to ensure the voice of the consumer is strengthened and heard by those who commission, deliver and regulate health and care services. Local Healthwatch voices people's concerns and provides feedback to service providers and commissioners. Through local engagement, they collect vital data on how and why people use services in their area. Its place on the Health and Wellbeing Board means Torbay Healthwatch can represent the voice of people in decision-making. Healthwatch Torbay directly supports people in their community by giving them information or signposting them to the local services they need. For information, see www.healthwatchtorbay.org.uk/. For information about their online site where you can leave views about a service, see [Review a service - Healthwatch Torbay](#)

Risk and uncertainty

Nationwide, providers and commissioners in the care, health and support marketplace face a number of risks, issues and challenges, most of which are also present within Torbay. Whilst the list below is not meant to be exhaustive, it gives a flavour of the potential challenges facing both providers and commissioners.

The impacts of COVID-19 have had a massive impact on all aspects of our lives and the ASC sector has had, and continues to have, to deal with many challenges associated with the ongoing global pandemic. Commissioners have worked proactively with providers to understand the issues involved and provide support, but we recognise that the repercussions of COVID-19 will continue to be felt in the ASC market for a long time.

This should also be seen within the wider context of the potential impacts of the UK leaving the EU, which could have significant implications for the health and social care market. Economic and political uncertainty at a time when the system is facing major operational and financial pressures, together with COVID, will provide significant challenges to commissioners and providers alike.

Costs and fees:

- COVID-related costs
- The impact of cost savings that commissioners have to make, as a result of reductions in central government funding, on the level of fees paid to providers
- General inflation pressures
- Insurance costs
- Specific increases in core costs, such as national insurance, the National Living Wage and pension contributions
- Servicing debt associated with properties and other financial commitments
- The costs of moving from out-of-date services (including premises that are no longer 'fit for purpose' or investment in new technology) to new ways of working. This is particularly an issue for the many small providers in the marketplace.

This potentially leads to reducing profit margins and falling returns on investment for service providers, possibly resulting in existing businesses being unable to develop or exit the market and potentially discouraging new entrants. Providers may also seek to concentrate more on the self-funder market to support their business models.

Workforce:

- Recruiting and retaining a trained and well-paid workforce (particularly regarding registered care managers)
- Issues relating to staff turnover, ageing workforce, competitive labour market (e.g. attraction of permanent and seasonal retail and service sector employment opportunities), image and career prospects for Carers, 'bureaucracy' and costs with recruitment (e.g. DBS checks), training costs, etc.
- Increased demand
- Increases in the number of people requiring care, particularly those with more complex needs, e.g. comorbidities and long-term conditions

Quality and choice:

- Increasing demand from people using services and their families in terms of the quality of service they expect and being able to exercise choice in meeting their needs (e.g. personalisation agenda)
- Higher regulatory standards e.g. impact of CQC requiring providers to raise quality standards within services provided and impact of having to meet the widened scope of Deprivation of Liberty Safeguards (DoLS), etc.